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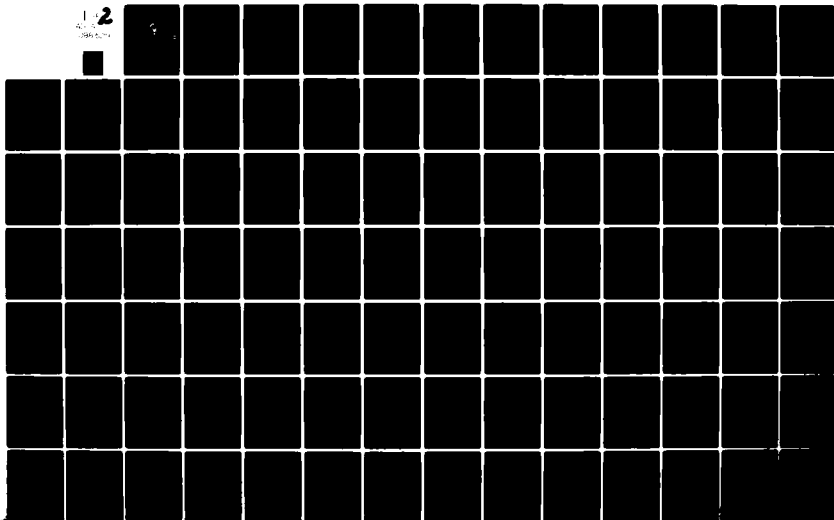
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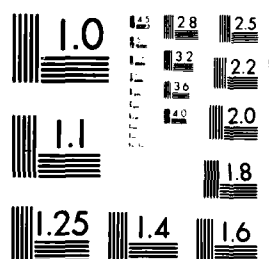
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THESIS

THE FEASIBILITY AND COST-EFFECTIVENESS
OF UTILIZING SKILLED PAROLEES IN THE
UNITED STATES ARMED FORCES.

by

10 DeQuincey Adam/Davis *(12/12/80)*

December 1980

Thesis Advisor:

R.A. Bobulinski

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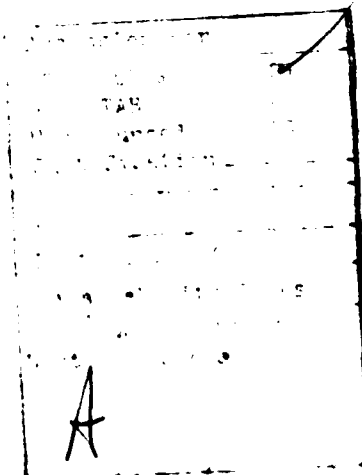
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The Feasibility and Cost-Effectiveness
of Utilizing Skilled Parolees in the
United States Armed Forces

by

DeQuincey Adam Davis
Captain, United States Marine Corps
B.S., North Carolina A&T State University, 1972

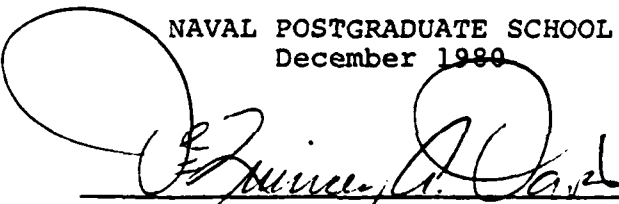
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from the

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December 1980

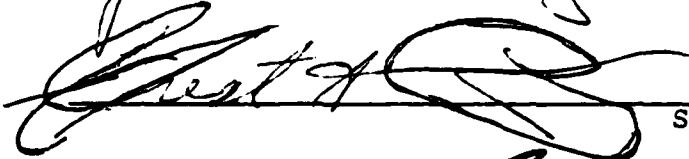
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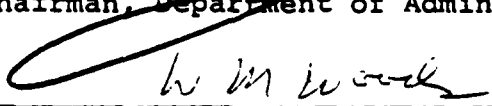
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ABSTRACT

The continued high percentages of skilled personnel in the United States (U.S.) Armed Forces that are currently leaving the service has become, not merely a personnel problem for the military, but for the U.S. as well. Much controversy surrounds the social and economic foundations with which the political and military establishment must deal. This thesis presents a methodology for analyzing the possible utilization of selective parolees from various institutions into the U.S. Armed Forces. The proposal in this thesis, it is believed, could possibly drastically reduce current manpower shortfalls in the military institutions. The jobless parolee is a drain on the tax-structure both local and national. An employed parolee would stop this drain by producing taxable income. Finally, the severe problem of a revolving door-type-recidivism which has defied solutions could possibly be partially solved by this approach. The author admits that this approach is unusual, yet, it is probably a valid assertion that unusual problems require creative and sometimes unusual solutions.

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Much invaluable assistance was provided by the staff and inmates at the Soledad Correctional Training Facility (CTF) and the Salinas Parole Division, Salinas, California, and the Chairman of the Georgia Rehabilitation Board, Atlanta, Georgia.

Throughout this research, I was accorded every possible courtesy and opportunity to do whatever was necessary to complete my thesis schedule.

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To the extent that this thesis will be of academic or practical value, I must attribute the credit to the inmates

of the Soledad CTF. They freely gave of themselves with hope that the results of this research would help future inmates and provide dreams of a "SECOND CHANCE."

DEDICATION

To Isaiah Hudson, a very dear high school classmate and friend; the many qualified individuals that society classifies as undesirables who are victims of circumstances or situational offenders.

I. INTRODUCTION

"... we are confronted with an untenable dilemma. It means that new methods of evaluation, placement, and management of personnel -- all personnel -- are necessary to guarantee optimum effectiveness and efficiency."

(Myers and George, 1975)

A. PROBLEM

In recent years, the defense manpower system has become an important part of public policy and has assumed even a greater degree of importance as the United States (U.S.) enters the cost conscious 1980s. The end of the draft, skyrocketing manpower costs, reluctance of young men to enter the military service, and a host of other factors have all served to make defense manpower one of the key concerns of the Public, Executive Office, and Congress.

The defense manpower system complexity stems in a large part from its magnitude and widespread applicability. It includes four to five million people, depending on the recognition of its manifest and it continues to need increasingly higher qualified and able people to sustain its operational and readiness posture.

In 1979, for the first time since the draft ended, all services failed to meet recruiting goals. The Army signed up only 90 percent of the personnel it needed; 142,300 of a goal of 158,700. The Navy met 94 percent of its goal while the Air Force and Marine Corps reached 98 percent. For the Depart-

ment of Defense (DOD) as a whole, the shortages was 24,000 of the 362,400 needed [1]. Further, the services are losing desirable skilled, first term enlistees and more senior experienced personnel to the civilian job market via retirement and separation.

These trends are forcing a re-examination of popular assumptions about military compensation [2]. Through the decline of military pay compared to civilian wages, service personnel have not kept pace with the so called "traditional benefits" of the military. A recent Pentagon study shows that as a result of the combined impact of inflation and pay caps or ceilings, the real buying power of the salaries received by men and women in the U.S. Armed Forces has fallen by 11 percent since 1972, the year of the last big catch-up raise [2].

According to former Secretary of Defense (1969-73) Melvin Laird:

"... military pay must be restored to its 1972 real income levels immediately. (This means a 17.5 percent pay increase across the board in all grades just to catch up with the cumulative loss in purchasing power.)"

"It would help plug up billions of dollars in the training expense the military loses each year when trained personnel leave the service for lack of pay ..."

"The choice confronting us is simple: either we pay salaries high enough to retain skilled people or settle for military less ready to fight in the future." [3]

Replacement of the young male today is a very difficult task especially when the 18-24 year old population in the country is declining rapidly. Appendix A explains eligibility

criteria for the enlistment of personnel into the U.S. Armed Forces. The criteria covered in Appendix A are subject to dollar constraints and laws established by Congress.

As laws are presently constituted, in order to enlist in the U.S. Armed Forces, the young male must have a clean bill of health, be relatively educated to a certain level, evaluated via testing and be without a serious criminal record. What constitutes a criminal? Is it a person with one drug bust, or one with more actual felonies than others, or merely a person showing recidivism in serious crime areas such as murder, rape, and armed robbery? The definition of criminality is ultra-fold. Webster's Dictionary defines a criminal as ... a person guilty or convicted of a crime... However, one felony conviction according to Title 10, United States Code, Section 504 (Appendix B) still allows an American to enlist in the U.S. Armed Forces, providing the prospective enlistee is eligible under the existing waiver system.

With a declining youth population, Congressional resistance to additional expenditures on manpower cost and increased competition from other societal institutions for the decreasing supply of the nation's eligible youth makes the challenge of the 1980s one the nation's policymakers must recognize and meet if the U.S. Armed Forces are to stay adequately manned throughout the coming decade.

This undesirable condition will require increasingly creative recruiting efforts. Probably every tract of the

supply of manpower will have to be examined. This thesis investigates the feasibility of utilizing skilled-qualified parolees as a possible source of military manpower.

Leon Leiberg of the American Correction Association wrote,

"Creating change of any type is seldom a simple matter. Whether the object of change in the status quo may be resisted because of fear -- fear of loss of authority, prestige, influence, vested interest, or security. There may be a perceived need for change, yet most frequently the need is not perceived nor the desire felt by those who must change, who are most affected, and who have the most to gain." [4]

Stated more succinctly, Professor Chester A. Wright of the Navy's Human Resources Management Division at the Naval Postgraduate School says, "Good wine cannot be made unless some of the grapes get bruised and no one goes around getting turned on by drinking grape juice, as such." [5] In short, the juxtaposition of the U.S. Armed Forces, personnel pool-wise is probably, according to Professor Wright, the most unusual in its history in that the military eligibles are extremely limited as to both quality and quantity. Unusual problems require unusual approaches to a solution. This thesis addresses one of the more unusual approaches.

B. GENERAL BACKGROUND SUPPORTING POSSIBLE FEASIBILITY OF ENLISTING PAROLEE PERSONNEL

For hundreds of years, prisoners or even criminals as defined earlier have been used in the defense of various countries including the U.S. This is not a new idea. There have been a few examples of utilizing such human resources as

both useful and successful tools when need dictated. There are precedents supporting the notion of prisoners in the military dating back to 1831. The situations as cited are not the same situation as they exist today; however, they do provide insight.

1. The French Foreign Legion was formed in 1831. Until 1870, it was made up of foreign mercenaries instead of French citizens. Frenchmen were, however, admitted illegally (The Legion was not considered desirable for French citizens). Some of them were criminals whom the French authorities wanted to be rid of; while others were simply utilizing the Legion as a vehicle for escaping from lives of drudgery and hardship. Although the recruiting age was between 18-40, the legion would accept anyone who wanted to join. No one expected the legionnaires to distinguish themselves, but they proved to be superior French Soldiers [6].

2. In 1942, the U.S. Department of the Army initially utilized some 3,000 civil prisoners from Illinois in fulfilling some manpower requirements [7]. Later, 100,000 men who had been previously convicted of felonies served during World War II [8].

How well did these men indicted from prison perform? A study was instituted and compared the parole violation rate of the 1,307 men paroled to the Armed Forces to the 2,070 civilian parolees during the same period. The violation rate was 5.2 percent for the military parolee group and 22.6 per-

cent for the civilian parolee group [8]. In another random sample of 705 felons inducted, only 4.2 percent were convicted of criminal acts after they completed their service. Of all the parolees from Illinois system, 87 percent received honorable discharges from the Army [7].

3. In October 1966, during the Vietnam War, the DOD revised and lowered its entrance standards for military service and began accepting men who would have previously been disqualified because of failure to meet the mental standards; and for physical defects which were easily correctable. This was known as "Project 100,000" for "New Standard Men" [9]. "New Standard Men" were required to meet the same criteria expected of others for graduating training courses [9]. "Project 100,000" inputs included 9.2 percent pre-service civil court convictees of which 3.1 percent had two or more convictions as seen by Appendix C.

C. OBJECTIVE/PURPOSE

The purpose of this proposal is to examine the feasibility of recruiting parolees (criminal offenders) from the federal and state institutions as a source of military manpower.

D. METHODOLOGY

Although federal statutes prevent parolees, probationers, or any person under a court suspended sentence from entering or working for the government, amendments to allow these resources to be tapped for a possible manpower need appears

practicable. Utilization of introductory letter accompanied questionnaires were used as means of initiating a review of this proposal. As shown in Appendix D, this questionnaire solicits comments, ideas, and other pertinent data in order to make it possible to review this unusual concept. Second, the author talked with professors in the Human Resources, Financial Management and Manpower area, professional military students and civilian authorities for comments. Third, interviews were conducted with various representatives of correction agencies, military authorities, and professional researchers for the feasibility of utilizing parolees in the U.S. Armed Forces. Fourth, data was collected from the National Criminal Justice Institute, Department of Army Historian, National Archives, Office of the Assistant Secretary of Defense, Defense Logistic Information Center, and various Correction Agencies. Fifth, the data collected was analyzed with focus on Cost-Benefit Considerations in order to make an overall analysis for utilizing this human resource for military manpower.

E. THESIS ORGANIZATION

Manpower management is a total system. It is very complex and generally not fully understood by most members of the resource management community [10].

Chapter II identifies the projection for this decade of the factors affecting the active force enlistment supply. It also presents a set of alternatives to combat the declining

personnel supply and establishes the use of parolees as the author's selection for further analysis. This alternative was chosen because of the absence of current studies of the subject.

Chapter III briefly offers some methods of selection of civilian parolees based upon age, severity of crime, recidivism and other potential sources of manpower. Chapter IV demonstrates the cost-benefits for utilizing skilled parolees. Chapter V analyzes criteria for success and failure of this prospective human resource, attitudes of inmates (Soledad State Prison) toward military service, and finally is the conclusions and recommendations of this research.

II. MILITARY MANPOWER NEEDS: PROJECTIONS FOR THE 1980 DECADE

"Sophisticated technological machinery means nothing without sufficient personnel to operate it."

(Carolyn S. Davis, Librarian, Notre Dame High School,
Salinas, California)

A. INTRODUCTION

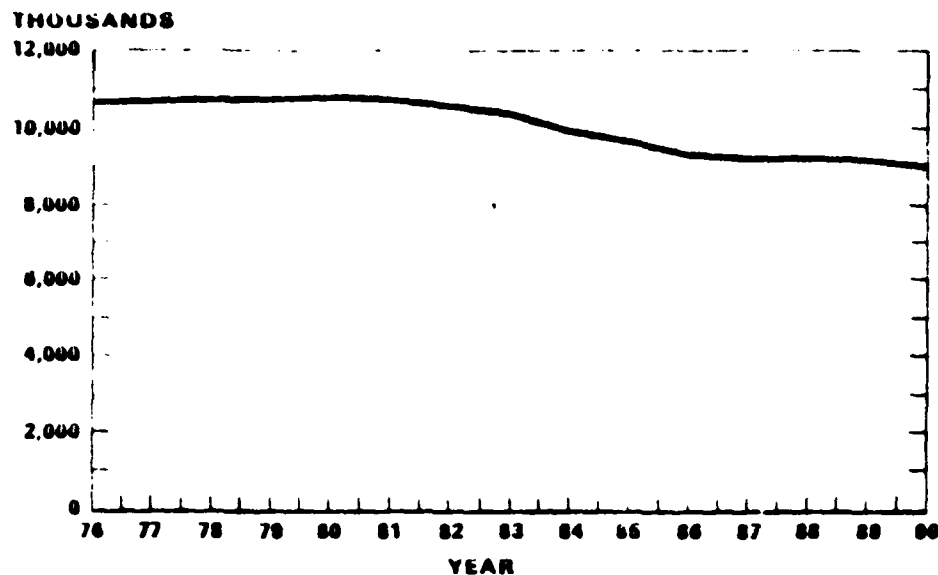
The purpose of this chapter is to discuss and identify the current and future population projections of the 1980s, and present those factors affecting the active forces supply of manpower, and a set of alternatives to prevent the manpower pool situation from dwindling below its current level of 2.1 million personnel.

B. FACTORS AFFECTING ACTIVE FORCE PERSONNEL SUPPLY

Recent population projections issued by the Census Bureau predict a steady decline in the military's prime manpower pool: young men from 17 to 21 years of age. That trend is expected to continue well into the 1990's [11]. Figure 2-1 shows the latest estimates for this population through FY 1990. After a peak of 10.8 million in FY 78, the number of 17-21 year old males will begin to decline and continue to decline through FY 1990. The decline is modest from FY 1979 to 1982 -- less than one percent per year. However, in the years between FY 1983 and 1987, the decline increases to 2.5 percent per year. By FY 1987, the number of males in the 17-21 year age group will have declined by 15 percent from the FY 1978 levels. By

FY 1990, the number of 17-21 year old males will be 17 per-
cent below the FY 1978 number [12].

FIGURE 2-1
PROJECTIONS OF 17-21 YEAR OLD MALE POPULATION



Source: America's Volunteers, A Report on the AVF, OASD,
December 31, 1978.

Many studies and analyses of military recruiting have identified a number of factors that may affect the active force supply of manpower in the coming years. These include the size of the youth population as discussed in the previous paragraph, the degree of competition from other segments of the labor force, and educational institutions; unemployment rates for youths; military pay levels, recruiting and advertising activities [12].

During the period between FY 1978 and FY 1990, the labor force as a whole will increase by about 20 percent, but the compositions will change as follows:

a. The 17-21 year old population will decrease by 17 percent.

b. The 21-55 year old population will increase by 20 percent.

c. The participation rate of women in the labor force will increase 15 percent.

The overall growth caused by the increases in the number of women and of the older elements of the labor force will work to the disadvantage of youth. Youth will always be at a relative disadvantage in the competition with the more experienced and more highly trained segments of the labor force. Though increases in the size and participation rate of competing groups will reduce employment opportunities for youth, it could make military enlistment a more attractive opportunity for all segments of the youth population [12].

Unemployment is another factor in considering the supply of people interested in joining the military. Table 2-1 shows the approximate range of youth unemployment between FY 1973 and FY 1978. Prior to FY 1975-1976 period, the range of youth employment has been limited. And, if the FY 1975-1976 experience is discounted, the range of unemployment between FY's 1973 and 1978 is 10-14 percent [12].

TABLE 2-1

Unemployment Rates for 16-21 Year Old Youths

<u>Fiscal Year</u>	<u>Youth Unemployment</u>
1973	10%
1975-1976	17.5%
1976-1978	13-14%

Source: America's Volunteers, A Report on the AVF, OASD,
December 31, 1978

Analysis of historical enlistment supply data shows that volunteer enlistments in FY 1970-1977 period have been influenced by the levels of military pay relative to civilian pay. For instance, it is estimated that a 10 percent increase in first term military pay relative to civilian pay would bring a 5-10 percent increase in high quality enlistments. Similarly, allowing military pay to decline relative to civilian pay would bring proportionate decline in enlistments [12]. Appendix E shows the comparison of military pay to civilian pay.

Increases in the recruiting resources were accompanied by the increased levels of enlistments in the FY 1970-1977 time period. However, recruiting differs from other factors in that further increases are likely to bring less return in terms of increased enlistment [12]. In the future, recruiting and advertising resources will be priced to obtain a constant share of the male high school 17-21 year old market rather than obtaining a constant number of quality male accessions. Other factors such as military training and travel opportunity

and individual preference for military service play important roles in the enlistment decision. The factors have been relatively stable and are not likely to change significantly in the years ahead [12]. The factors discussed above, population, changes in the work force, unemployment, military and civilian pay levels and recruiting, explain a large part of the enlistment changes in the FY 1970-1977 time period and are expected to be the significant factors causing change in the coming decade.

C. NEEDED ACTIONS

In order to reduce the current manpower problems, several policy changes could be considered by the Department of Defense (DOD) to ensure the maximum efficiency and effectiveness that would broaden the representational base of the active forces. These changes are as follows:

1. A standby draft
2. Laws that affect women in the military
3. Possible utilization of skilled (pretrained) parolees
4. Pay raises comparable to civilian salaries

The list is not intended to be all inclusive.

Can the Selective Service ever achieve a capability to resume inductions within 30 days of mobilization, deliver 100,000 inductees within 60 days and 650,000 within 180 days? Or should the DOD reevaluate its plans concerning the role of inductees in a mobilization? These are difficult questions to

answer, at least within the constraints of funding restrictions, the inability to conduct a peacetime registration, the kind of draft opposition present, and the unwillingness of Selective Service officials and Congress to consider major efficiency-related changes in the system's structure and operations [13].

1. Standby Draft

The requirement for a standby draft, established by Congress in 1971, was based upon the following recommendations of the Gates Commission and Nixon Administration officials: (a) a register of all males who might be conscripted when essential for national security; (b) a system for selection of inductees; (c) specific procedures for the notification, examination, and induction of those to be conscripted; (d) an organization to maintain the register and administer the procedures for inductions; and (e) a standby draft system to be activated only by the resolution of Congress at the request of the President [13]. The key phrases of the legislative mandate are: "The Selective Service System ... shall be maintained as an active standby organization, with (1) a complete registration and classification structure capable of immediate operation in the event of national emergency and (2) personnel adequate to reinstitute immediately to the full operation of the System." [14].

2. Women in the Military

Figure 2-2 shows the supply and demand for women in the military from 1964 through 1994. Women represent a major under-utilized manpower resource, especially in the enlisted force where the recruiting market for high quality young men is very competitive [12].

Prior to FY 1973, women provided less than two percent of the total enlisted strength; but, under the all volunteer force, the percentage rapidly grew to nearly six percent in FY 1977, and is programmed to reach 12 percent by FY 1984. Figure 2-3 shows this growth by service. All services project major increases in women personnel during the next five years. The Air Force projects the highest growth and the Marine Corps the lowest growth [12].

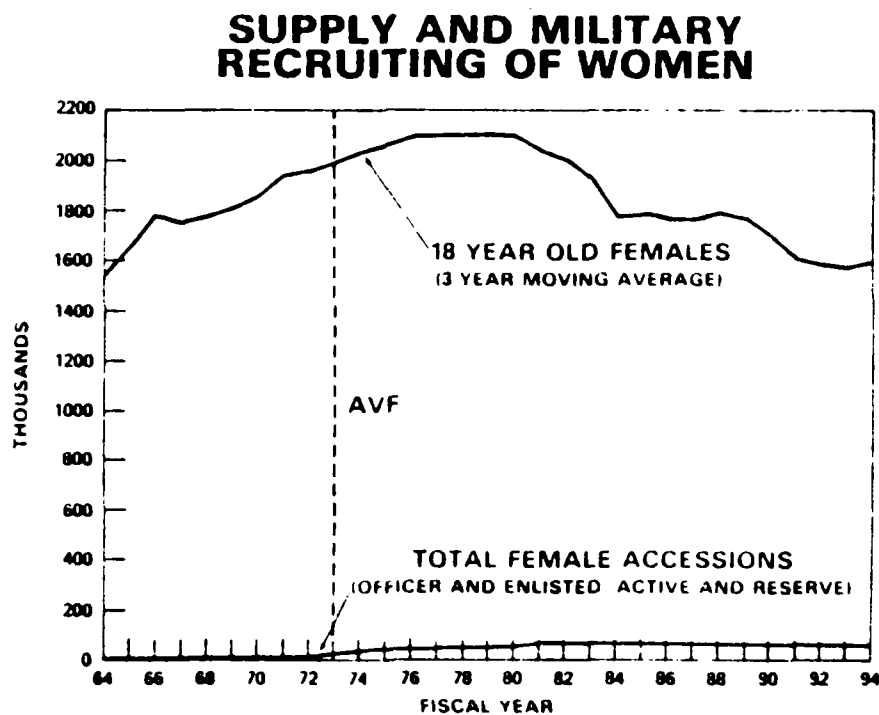
As Table 2-2 shows, DOD plans to increase the number of enlisted women to 208,000 by FY 1984. The Army and Air Force each will have 80,000 enlisted women.

Table 2-2
Active Duty Enlisted Women (000)

	<u>FY 64</u>	<u>FY 68</u>	<u>FY 71</u>	<u>FY 73</u>	<u>FY 76</u>	<u>FY 77</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 84</u>
Army	8	11	12	17	44	46	50	57	80
Navy	5	6	6	9	19	19	21	22	40
Marine Corps	1	3	2	2	3	4	5	5	8
Air Force	<u>5</u>	<u>6</u>	<u>10</u>	<u>15</u>	<u>29</u>	<u>35</u>	<u>41</u>	<u>48</u>	<u>80</u>
Total DoD	<u>19</u>	<u>25</u>	<u>30</u>	<u>43</u>	<u>95</u>	<u>104</u>	<u>117</u>	<u>132</u>	<u>208</u>
% of Total Enlisted	0.8	0.8	1.3	2.2	5.3	5.8	6.6	7.5	11.6

Source: America's Volunteers, A Report on the AVF, OASD,
December 31, 1978

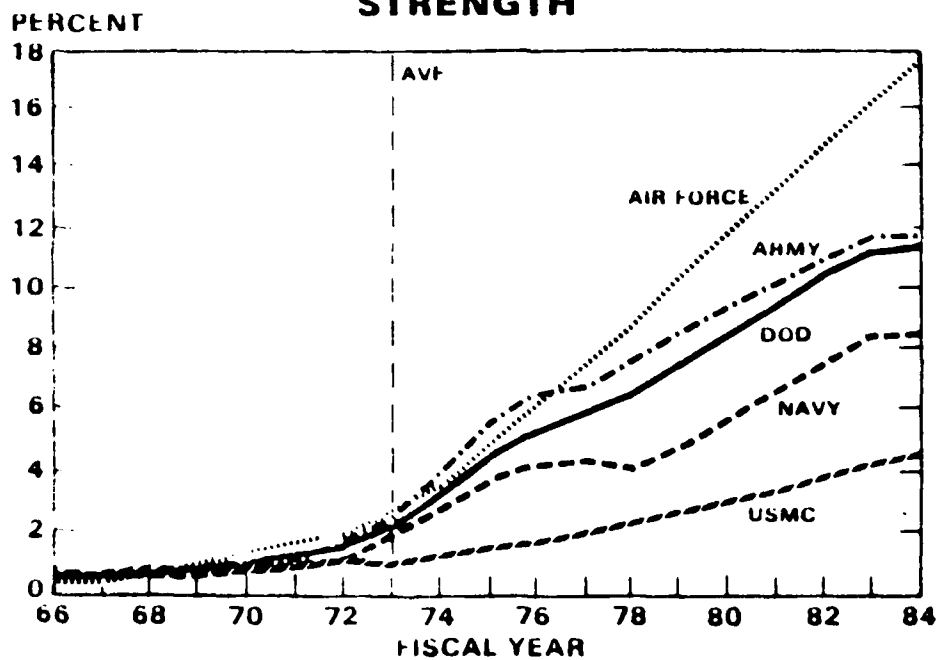
FIGURE 2-2



Source: America's Volunteers, A Report on the AVF, OASD,
December 31, 1978

FIGURE 2-3

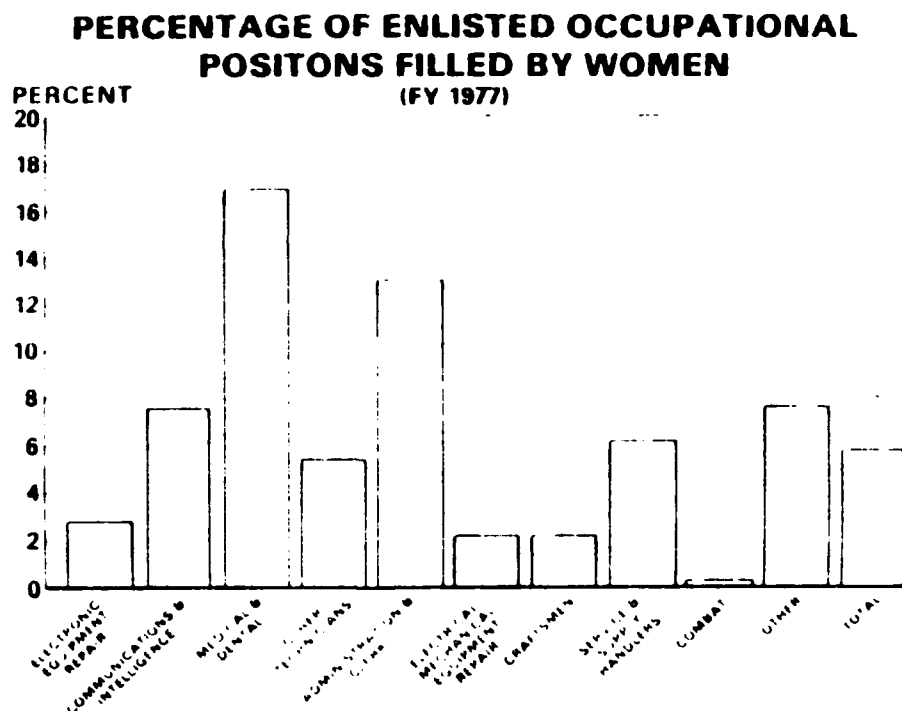
**ENLISTED WOMEN AS A PERCENTAGE OF
THE TOTAL ACTIVE DUTY ENLISTED
STRENGTH**



Source: America's Volunteers, A Report on the AVF, OASD,
December 31, 1978

Women are now serving in military skills previously closed to them. Figure 2-4 shows the percentage of enlisted positions by occupation which are filled by women. Since the total force was 5.8 percent female, any percentage above that level indicates higher than average concentration of women and percentages lower than 5.8 percent indicate underrepresentation. As one can see from Figure 2-4, the greatest density of women is in traditional skills, the medical/dental and administration/clerical occupations.

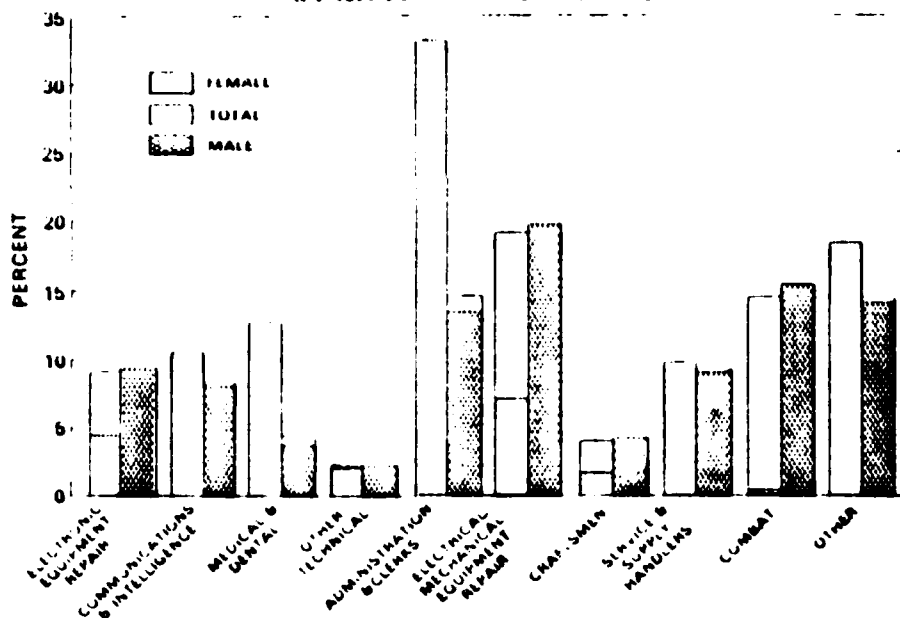
FIGURE 2-4



Source: America's Volunteers, A Report on the AVF, OASD, December 31, 1978.

While Figure 2-4 considered positions filled by women as a percentage of all the positions in each occupational area, Figure 2-5 shows the distribution for men. Of all enlisted women on active duty at the end of FY 1977, 33 percent were in administrative and clerical positions as compared to 13 percent for men. Women also had a much higher percentage in medical/dental (18 percent) when compared to men (four percent). Women have much lower percentages than men in electronic equipment repair, crafts and, of course, combat skills [12].

FIGURE 2-5
**OCCUPATIONAL DISTRIBUTION
 OF ACTIVE DUTY ENLISTED PERSONNEL**
 (FY 1977 PERCENTAGE OF TOTAL)



Source: America's Volunteers, A Report on the AVF, OASD, December 31, 1978.

Taking Figures 2-4 and 2-5 together, one sees that 33 percent of the women serve in administrative and clerical

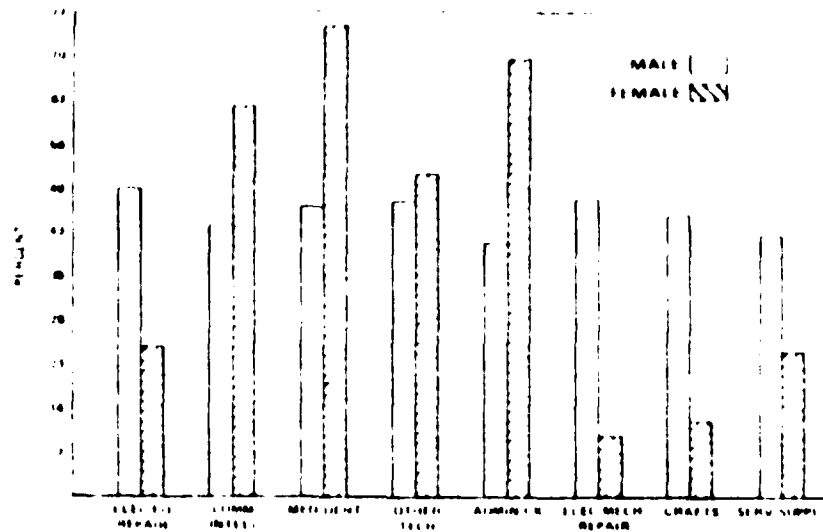
positions, but that they represent only 13 percent of the total positions in the occupation. While only 4 percent of men serve in administrative and clerical positions, they fill 87 percent of those positions. Even in the traditional occupations there is room for growth in the numbers of women.

Current analysis indicates a potential to increase the number of women in the military even further; in part because more women want to enlist than are now accepted. But too rapid a rate of growth can result in an imbalance of women in the junior ranks because it takes years for recruits to be trained and promoted into positions as qualified supervisors. Moreover, DOD cannot be certain how many women will reenlist in those occupations in sufficient numbers to meet career force requirements. For example, retention by DOD occupation code for men and women is shown in Figure 2-6. Enlisted women had much higher retention in traditional skills than men, but much lower in nontraditional skills.

While Figure 2-6 showed comparative retention of men and women who enlisted in FY 1973 by occupation, Figure 2-7 compares the average retention of six cohort groups. Women, on average, are retained as well as men. Taking Figures 2-6 and 2-7 together, one concludes that women are retained at higher rates than men in skills more traditionally identified with women and at lower rates in the non-traditional skills such as electrical equipment repair, technical, mechanical repair and crafts, but that these differences average out.

FIGURE 2-6

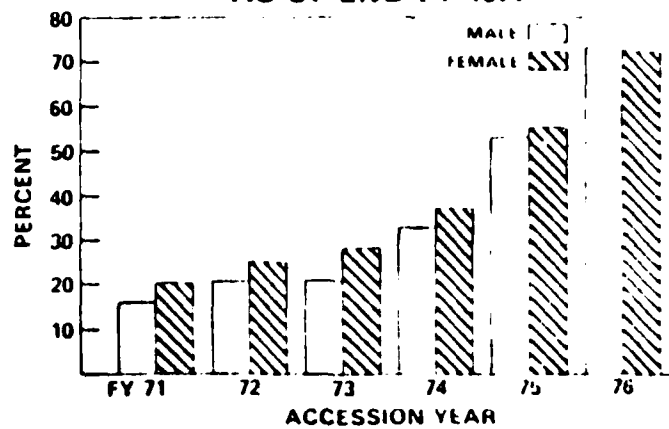
RETENTION OF MEN AND WOMEN BY DOD OCCUPATION CODE
PERCENT OF THOSE ENTERING SERA IN FY 1973 WHO WERE
STILL IN SERA AT END FY 1976 DOD AVERAGE



Source: America's Volunteers, A Report on the AVF, OASD, December 31, 1978.

FIGURE 2-7

PERCENT OF
FY 1971-1976 MALE AND FEMALE
ACCESSIONS ON ACTIVE DUTY
AS OF END FY 1977



Source: America's Volunteers, A Report on the AVF, OASD, December 31, 1978.

One could argue that the Services should concentrate on recruiting men and women into the skills where they have the best retention prospects, but such a policy would have some questionable equal opportunity implications. In recent years, the Services have been striving to increase the numbers of women in nontraditional occupations.

As the number of women in the military increases, women in greater numbers are beginning to enter job fields that have been traditionally held only by men. Many of these are in the combat environment. While women are not assigned to positions requiring close combat on a regular basis, numerous jobs related to combat can be efficiently and effectively filled by women [12].

Currently the federal statutes prevent women from serving in combat arms or related jobs. According to the Army's policy, "Women are authorized to serve in any officer or enlisted specialty, except some selected specialties in any organization level and any unit except infantry armor, cannon field artillery, combat engineer, etc."

In the Navy, the issue is somewhat different from the Army. Section 6015 of Chapter 10 United States Code preclude women from serving on ships engaged in combat missions nor may they be assigned to duty on vessels of the Navy other than hospital and transport ships. Later, Congress modified Section 6015. Women can serve up to six months temporary duty on Navy vessels.

Expanding the roles of women and the number with force broadens the recruiting base for the Armed Forces. As shown by recent experiences of the Army, women are demonstrating that they are capable of playing an even larger part in national defense. Repealing the laws that affect women in the military will be a significant step forward in opening the military services to those American women who want to serve. It will probably reduce the effect of the declining youth population on military recruiting.

3. Possible Utilization of Pretrained Parolees

An American youngster, as discussed in Chapter I, with a criminal record can enlist in the United States (U.S.) Armed Forces, provided that he or she is eligible under the existing waiver system. This possible enlistment of skilled parolees in the Services is another avenue of manpower to reduce the shortages of the Armed Forces throughout DOD. This source has never been utilized in the U.S. before except as mentioned earlier during the manpower crisis of World War II and Vietnam. With the increasing shortages of personnel in the military, declining youth population, and the draft registration opposition by various groups, the author feels that the U.S. will fall behind its goal of maintaining an active force of 2.1 million personnel.

Recent events have increasingly drawn attention to the plight of prisons and prisoners in the U.S. Criminal offenders have been glorified and villified, but their needs, and those

of the community to which they relate, have not been met. While the great debate between recrimination and rehabilitation continues, most concerned observers seem to recognize the need, if not the means, to make productive persons of convicts. [15].

A major concern of those involved in the rehabilitation of adult offenders has been the difficulty newly released offenders encounter in securing suitable employment. Employment appears to be crucial for successful post-release adjustment, and authoritative sources claim that unless ex-offenders have legitimate opportunities to work that many of them will return to crime [16]. Typical of these claims is that of the recent National Advisory Commission on Criminal Justice Standards and Goals, which posit that "many individuals turn to illicit activities when they are faced with insurmountable obstacles, or meager returns from legal economic endeavor. Some of these people could be deterred from crime if the accessibility and attraction of the straight life were increased for them." [16]

According to the U.S. Department of Justice Sourcebook of Statistics, many ex-convicts or parolees produce the necessary skills, intelligence and physical qualifications to qualify for the U.S. Armed Forces compared to a control group of new recruits. The author reviewed several parolee records at the Salinas Parole Office, Salinas, California and those records indicated that the average educational attainment is 13.6 and an IQ ranging from 110 through 130. In the author's opinion,

this type of human resource is not a marginal product, but a qualified individual which is stigmatized by society.

The problem of finding employment for discharged offenders continues to remain the biggest obstacle in the path of rehabilitation for the criminal offenders throughout the world. The stigma of imprisonment, the rejection of the offender by the free community, the absence of extensive industries, the difficulties of communication, of leaving one's home town and migrating to a new area, all contribute to making the problem of finding employment almost insurmountable. [17].

An experiment has been tried out in Sri Lanka and seems to offer a ray of hope for discharged offenders to make use of the skill and training they receive in the correctional institution. The experiment was the formation of a Co-operation Society of discharged offenders who skilled masons and carpenters, and employing them on the building and maintenance program of the Department of Prisons. The sense of pride and achievement displayed by these men was remarkable. It is noteworthy that the rate of absenteeism was very low. These were men who had been rejected and refused employment although they had the necessary skills. In Sri Lanka the problem of unemployment is acute, and there is a strong prejudice and reluctance of society to employ discharged prisoners, such men may well look upon this method as the best solution to their problem at the current time, in spite of certain situations or

shortcomings [17].

As defined in the experiment of Sri Lanka, one of the ex-prisoners said,

"... if we are given a chance, we are certainly willing and prepared to contribute our mite to the measures taken by Government for the improvement of our country."

The potential impact of employment restrictions is enormous. 10 million arrests are made annually in the U.S., as many as the combined population of New Orleans, New York City, Providence, San Francisco and St. Louis. A fourth of the population holds some kind of nontraffic arrest record, and some 1.8 million persons are within the corrections system on any given day [18]. Licensing restrictions doubtless contribute to unemployment among ex-offenders, whose joblessness rate far exceeds that of other persons in the labor market. Unemployment, in turn, is correlated with recidivism; research indicates that the unemployed or underemployed parolee is "four" times less likely to succeed at parole than his or her fully employed counterpart [18].

It is clearly in society's as well as in the ex-offender's interest to eliminate needless restrictions that limit the ex-offender's ability to earn a decent income, contribute to society, and stay out of prison.

4. Pay Raises Comparable to Civilian Salaries

There is growing agreement among civilian and uniformed military officials and members of Congress that the personnel situation is bad, and getting worse and that military personnel

have lost their purchasing power. But there is less agreement on what to do about it. A recent Pentagon study concluded that an increase of \$5.5 billion in military pay would be required to restore the balance between military and civilian pay that existed in 1972 when last major adjustment was made. Billions more would be needed to offset the inflation-induced erosion of such benefits as travel, pay, medical care, and flight pay [2].

Any increases in pay would help to alleviate some of the inequities now suffered by military people. Whether proposed increases by Congress will be enough to stem the tide of experienced people leaving the service is, in the view of close observers, doubtful. Melvin R. Laird, who was Secretary of Defense when the All-Volunteer System was set up in 1973, says the nation has "reneged" on a commitment to keep military pay competitive with civilian wages. Laird gives these examples:

- a. An E-4 plane handler on the nuclear powered carrier (Nimitz), deployed to the Indian Ocean during the current Iranian crisis, normally works about 100 hours per week. He handles F-14 aircraft, which cost 25 million dollars per plane, and helps operate a 2 billion dollar ship, yet he makes less per hour than a cashier at McDonald's.
- b. A chief petty officer, E-7, on the Nimitz, with 17 years of service, makes the same salary as a janitor on a union scale and puts in twice as many hours.

Such disparities between military and civilian pay, Pentagon

officials say, are driving the services into a two-way squeeze. At the bottom end, the Armed Forces face increasing difficulty in attracting volunteers [2]. At the upper end of the scale, both officers and noncommissioned officers are leaving the service in unprecedented numbers. What alarms officials most is the exodus of those with only a few more years to serve before becoming eligible for retirement.

"Senate Votes 11.7% Pay Hike, Benefits"
(Navy Times, 14 July 1980)

If this provision is passed through the House and signed by the President, it would by comparison be not nearly equal to civilian pay raise for the same period. For instance, the recruit's monthly pay is \$448.20 vs civilian minimum pay of \$520.80. With the 11.7 percent increase that would bring the recruits' pay to \$501.30 and \$524.39 at 17 percent pay increase. This still does not take into account the lost purchasing power addressed by Melvin Laird. Historically, as pay raises are given, prices of consumer goods and services increase, causing salaries to be behind purchasing power of the civilian sector. Many analysts of the Republican (Reagan) Platform believed that in order for military scales to be equal to civilian pay, a 17 percent pay raise should be given versus 11.7 percent. However, the question still begs an answer, "Will this be enough for retention?" According to the Congressional Budget Office's Staff Working Paper, Costs of Manning the Active Duty Military (1980), the Carter's Administration pay proposals for fiscal

year 1981, (although have cleared Congress and signed by the President) despite pay increases, would be insufficient to meet the services' need for enlisted recruits and maintain recruit quality in the 1980 and 1981. Nor would it be sufficient to stem the decline in the numbers of career personnel. If the Carter Administration's 1981 policies were to continue for the next five years, problems in recruiting and retention would probably continue or worsen [19].

D. CONCLUSION

The evidence developed in this chapter indicates that the U.S. Armed Forces continue to need qualified personnel to serve and protect its national interests. As one approaches this decade of the 1980s, innovations must be found to improve and adequately man the technological equipment.

With the needed changes discussed by the author to reduce attrition and increase the use of women, and possibly skilled parolees, the Services should be able to achieve both quantity and quality of accessions at least through the 1990s. Additional changes that are consistent with this concept are available to meet uncertainty in the supply of future recruits.

Chapter III presents and discusses the use of skilled parolees and some possible procurement and training methodologies for implementing this valuable human resource, a source of personnel that is considered untapped, uncounted, and unused in this society today.

III. POSSIBLE PAROLEE PROCUREMENT METHODOLOGIES

A. INTRODUCTION

This chapter attempts to positively modify and if possible remove the impediments inherent in the term "criminal" via a definitive look at the term, its connotative and real meaning. In addition the author will analyze the possible utilization of those individuals to whom this term applies as a needed manpower source for the United States (U.S.) Armed Forces. In doing so, the author discusses the general background of the criminal offender to include the problems of a discharged prisoner, and the definition of a criminal. As comparative media, some attempts made by the British government to remove those impediments which act as obstacles in the social, political, and economic path of the offender are included. There are also comments made by inmates at the Soledad Correctional Training Facility, Soledad, California which were elicited by the author during an on sight visit. The selection process of moral waivers and the selection criterion for skilled selectable parolees in the U.S. Armed Forces will be discussed. Also, the most efficient procurement and training methodologies for inducting and integrating such individuals into the military service will be introduced. Operation Second Sweep, another potential source of manpower will be presented to the reader for their own assessment.

B. GENERAL BACKGROUND

Harry E. Barnes and Negley K. Teeters, in their article on resocialization of the offenders state:

Anyone who has worked with prisoners or ex-prisoners realizes that the majority of them have lost the self-esteem upon which they must rely to make good in a highly competitive world. Self-esteem can bolster their confidence; when they lack it they can be demoralized. The old prison crushed the prisoner; the "new prison" buoys up their confidence but is rarely able to bridge the gap between the institutional experience and the stigma of the free community. There are many areas of community life in which discharged prisoners find themselves handicapped and stigmatized.

It is a grim fact that total punishment for crime never ends with the courts or jails. None can deny that a criminal record is a life long handicap, and it subject a marked man in our society. No matter how genuine the reformation, nor how sincere and complete the inner resolution to revert to lawful behavior, the criminal offender is and remains a prisoner of his past record long after the crime is expiated by the punishment fixed under the criminal codes.

This traditional prejudice and distrust stalks him at every turn no matter what crime he may have committed, or the nature of the punishment meted out to him. It strikes at the first offender as ruthlessly, and with as deadly effect, as upon the inveterate repeater or the professional criminal. It pursues those alike who have served time in imprisonment of long or short duration, and those who have been merely cloaked with a criminal record in the form of a suspended sentence, a discharge on probation, or even a fine [20].

As mentioned earlier, society places a stigma on the prisoner and ex-prisoner or criminal. Exactly, what is a criminal? The term 'criminal' denotes a person who has deviated from the demand of the law, or, in essence, committed a crime.

Crime is, first of all, a legal conception of human behavior punishable under criminal law. Crime is also a

dilemma a situation requiring a choice between equally undesirable alternatives, confronting probably all scientific disciplines that are engaged in an unending search for the definition of the basic concepts of crime. If the establishment of criminal responsibility and fixing of guilt pose extremely difficult problems, how can one define the criminal?

The term 'criminal', as previously noted, denotes a person who has deviated from the demands of the law. Yet, this is part of the dilemma, if the subject has not been caught and labeled as part of public record, is the individual a criminal? These deficiencies need to be made manifest in order to clarify the problems and procedures involved in the scientific study of criminology. As H. A. Bloch and G. Giles, two scientists in the field of criminology, put it:

The word criminal lacks rigorous references and has often been the basis for some of the most untenable generalizations put forward about the nature of persons who have violated the law. In popular usage 'criminal' refers to the more obvious violators, and particularly to those who have been declared guilty and incarcerated. But generalizations based on this group inevitably omit the more adroit violators, those who escape adjudication and prison, and those who commit acts which, while outlawed, do not, for one reason or another, result in judicial proceedings.

Individuals who break the law usually do not do so constantly and, when they do, are not always apprehended. Even if we try to confine the use of designation to law-breakers, there are always chronological limitations as to how the term should be employed. Does an individual become a criminal at the moment he breaks the law? If so, how long does he remain a criminal? Must he persistently commit crime to retain this label, or are notorious single acts of crime? [21]

In Britain, as well as in the U.S. and other nations, society believes that a criminal offender lacks the ability

to be a responsible and productive citizen. As a result, the convicted offender bears an invisible version of the mark of Cain and the individual's criminal history is classified as a public document in many jurisdictions [22]. Although the offender may be rehabilitated or reformed, the offender cannot escape the prison record. These individuals find that a criminal record substantially decreases their alternatives in virtually every area of life. Employers are unwilling to hire 'criminals'; insurers are unwilling to issue to offenders the fidelity bonds necessary for many jobs; government licensing agencies deny offenders the licenses necessary for certain professions; and attorneys rely upon conviction records to impeach the offenders when they serve as witnesses in judicial proceedings. As a consequence, according to Neil P. Cohen;

Persons with criminal records are under great pressures to conceal their past. But this desire for concealment creates a dilemma. If the offender lies about his past, he violates general moral prescriptions against lying and risks severe penalties if he is caught in the lie. If the offender is honest about his criminal record or history, he incurs discrimination which years of exemplary, crime-free living cannot prevent [22].

In 1974, the British Parliament acted to ease the burden of this dilemma by passing the Rehabilitation to Offenders Act [22]. This was a measure intended to eliminate discrimination against certain classes of rehabilitated offenders by prohibiting employment discrimination against them and by authorizing them to conceal and deny their conviction. The basic mechanism of the Act is secrecy. The provisions of the Act attempted to bar public knowledge of the criminal convictions of the

offenders who have 'lived down' their criminal history via serving time stipulated by a court of law. In order for the offender to benefit from the Act, the individual must complete a rehabilitation period without being convicted of an indictable offense. Once an offender completes the required period of rehabilitation of six months to ten years, the individual becomes a rehabilitated person and shall be treated for all purposes in law as a person who has not committed, been charged with, or prosecuted for a crime. In short, this act allows former British criminals to lie about their past. [22]

Does society have a moral duty to show forgiveness and to welcome the offender back among us? As well stated in the Book of Mark in the Bible:

"But if you do not forgive, neither will your Father which is in Heaven forgive your trespasses."
[St. Mark 11:26]

In most instances, criminal offenders remain in the criminal arena because they are constantly denied access to society's legitimate opportunities and are, as a result, compelled to violate those values that are deemed lawful.

In face-to-face interviews at Soledad State Prison in the summer of 1980, the author found that the majority of interviewees who are prospective parolees or criminal offenders tended to say, " ... I have the credentials, the qualifications, the experience to perform in the midst of society, but if I am always denied 'the way back', where is there to go? ... sure, I was 16 then, but now that I'm 25 with nothing to

show but my educational achievements, my valuable experiences that I shared with others, and dreams of a second chance ..."

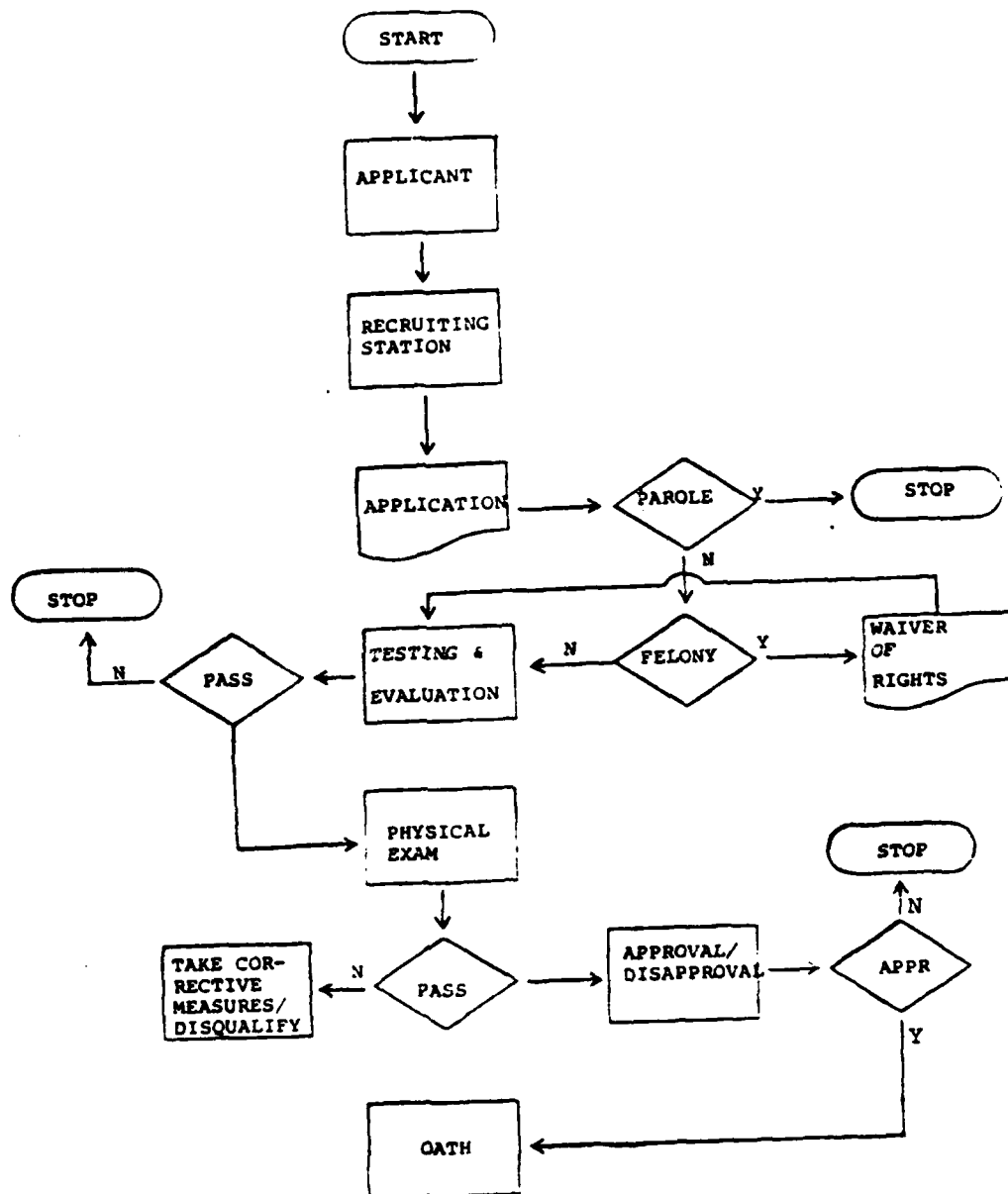
[23]. "There is nothing to look forward to in getting out on parole or a complete sentence ... with unemployment up and all other avenues exhausted for work and assistance, I saw a way of providing support to my family in order to survive, but I got caught." [23] Words to this effect are common.

Although laws vary in each state of the U.S. a criminal offender as defined earlier is subject to constraints that are established by Congress and Statutory Provisions. If a parolee violates parole by some minor infraction of the law, he or she may be reconfined or may be subject to additional convictions thereby carrying more than one felony count. The question that begs an answer is, "How can offenders successfully adjust to civilian life, especially when there are so many structural impediments in current law?" A possible solution to this question will be discussed later in this chapter and is the main thrust of this thesis.

C. SELECTION PROCESS OF MORAL WAIVERS

Current guidelines for the enlistment of waivers, individuals with one felony, one or more misdemeanors, minor offenses or any combination of these factors, in the U.S. Armed Forces are published in each services recruiting manual. The manual is written to cover all 50 states. Figure 3-1 shows the flow of non-prior service applicants enlisting for service. Although this figure is not broken down by each Service, it

FIGURE 3-1



Source: Army Recruiting Station, Monterey, California, July 1980

does contain information encompassing all the Services recruiting methods.

To begin, the applicant applies for enlistment at the various recruiting stations. The application carries all information on the individual including any conviction of felonies, misdemeanors, or minor offenses such as a traffic violation. The Director of Accession Policy, Office of Assistant Secretary of Defense states in accordance with the law:

Persons convicted of a single felony count may request a waiver to permit their enlistment in the Armed Forces (Title 10, U.S.C. 504). The waiver process is not automatic, and appeal is based on the individual case. Waivers are not granted to individuals who have been convicted of two or more felonies. One of the considerations in determining whether waiver will be granted is the individual's ability to successfully adjust to civilian life for a period of time following the release from judicial constraint [24].

If applicants have two or more felonies, probation, parole or court suspended sentence, they are automatically disqualified for enlistment. If an applicant, through the recruiting process, possesses only one felony conviction, misdemeanors, or minor offenses, he or she must waive their rights in order for the service to investigate the offenses and to have the application processed further. Accordingly, applicants with a police record incurred as a juvenile are eligible for enlistment without waiver considerations. Other applicants' files are sent to higher headquarters for approval or disapproval, based on the character and/or condition of offenses. If approved, the applicant is processed accordingly. The oath is

received for enlistment in the service and a contract is signed to complete the process.

"Congress has the authority to amend laws that it sees fit ..."

[Modern Federal Practice Digest, Statutory Provisions of Congress]

The author feels that perhaps the criterion for selection in the U.S. Armed Forces should be no more than a 'gut' feeling for an individual whom a recruiter deems qualified and possessed of the capacity for enlistment in order to decrease manpower shortages. If a parolee or criminal offender could enlist in the various services, the armed forces could probably meet their future manpower goals. It is the contention of this author that there is nothing magical about the numerical two, as a cutoff point, especially if age at the time the offense was committed is considered, severity of offense etc., are omitted as criterion to process a quality individual in the U.S. Armed Forces.

D. SELECTION CRITERION FOR PAROLEES

In evaluating parolees for selection, severity of crime, age, recidivism, and skill qualifications should be the choice criteria for enlisting these individuals in the manpower structure.

Severity of crimes in the author's definition are non-violent offenses as described in Appendix F, and situational offenses. Situational offenders are defined as persons being imprisoned for the first time and for the first offense, per-

sons who have committed crimes under pressure of circumstances. For example, persons heavily in debt, who see no way out of their dilemma may resort to robberies. These offenders make up a significant portion of the non-counted U.S. (census) population. Of the estimated 179,191,000 people in the United States in 1975, over 1.5 million were non-violent offenders [25].

The age criteria should be that of the Department of Defense (DOD) normal recruiting qualifications for enlistment. The age is currently 17 and the prospective recruit should not have reached his 35th birthday, depending on whether the individual is a veteran [26].

Recidivism, like many other English words, has many interpretations. Webster's Dictionary defines 'recidivism' as a tendency to relapse into a previous condition or mode of behavior. Recidivism has no clear cut meaning in the criminal justice system. However, recidivism can mean many things and can be based on various factors, which helps explain why recidivism rates for criminals vary from such figures as 80 percent down to five percent. The figure depends upon how one counts three things: the event (arrest, conviction, parole revocation), the duration of the period in which the measurement is made, and the seriousness of the behavior to be counted [27]. Most researchers feel that the rate of recidivism identifies the success or failure of a program.

The author defines a recidivist as a one-time returnee for this criteria. Offenders interviewed at Soledad State

Prison tended to feel that they could not adjust to society when society itself looks for additional evidence that pressured them to violate parole, probation, or be prosecuted for a crime that fits their characters or previous convictions. Many offenders felt that lack of money and employment were the primary reasons for their rearrests.

Skill qualification is another criteria that should be used in the enlistment process of parolees. Throughout the military today, the services have many billets that could be filled by parolees via On-the-Job Training for familiarity and transitioning. Many offenders have the necessary skills, training, or experience that would qualify them into a billet without ever being sent to a specialized school. For instance, Figure 3-2 shows the breakdown of certified type vocational courses. Each institution has a varying number of vocational and technical courses [28]. Appendix G indicates that occupational and apprenticeship programs could qualify an individual for employment and in this case, the military service.

E. POSSIBLE TRAINING METHODOLOGIES FOR PAROLEES

To incorporate skilled parolees into the military system, three alternatives are discussed as follows:

Alternative one:

Assign and train parolees at the U.S. Retraining Brigade (Army Correction Program), Fort Riley, Kansas.

Figure 3-2

CERTIFIED VOCATIONAL COURSES

Agriculture & Pwr Machine
AC & Heating Mech
Appliance Repair
Auto Body Repair
Auto Mechanics
Building Maintenance
Carpentry
Cabinet Making & Millwork
Cosmetology
Drafting
Electronics
Electrician/Industrial
Elec Motors/Generators
Electric Wiring
Food Service
Gas Engine Repair
General Merch Sales
Graphic Arts
Hotel & Motel Mgt
Masonry
Office Operations
Ornamental Horticulture
Painting & Decorating
Plumbing & Pipefitting
Radio & TV Repair
Sewage Plant Operator
Sheet Metal
Shoe Repair
Tailoring & Dressmaking
Upholstering
Other
Heavy Equip
Machinest
Optical Technician
Nurses Aid
Key punch Operator
Human Services Aid
Nursing Assistance
Truck Driving (Commercial)
Welding

Source: Bureau of Planning, Research & Statistics, Florida
Department of Corrections.

Alternative two:

Assign and train parolees at individual Services' Basic Training Depots.

Alternative three:

Work Release Program.

1. Alternative one:

Assign and train parolees at the U.S. Retraining Brigade (Army Correction Program), Fort Riley, Kansas.

The Army Correction Program is derived from the DOD Instruction 1325.4, entitled Treatment of Military Prisoners and Administration of Military Correction Facilities (M&RA), dated October 7, 1968, aimed at establishing uniform policies and procedures relating to military prisoners and the administration of the places of correction as mandated by Title 10 United States Code. The instruction states that discipline should be administered on a corrective rather than on a punitive basis. Its primary mission is to conserve manpower by restoring military offenders to duty as competent and well motivated soldiers. A corollary mission is to screen out and separate from the Army by administrative means, those who after careful observation and study, are determined to be unsuitable or unfit for the military service. The U.S. Army Retraining Brigade (USARB), during its eleventh year of operation has returned over 32,000 military prisoners to active duty [29].

The USARB training cycle has a duration of ten weeks. However, the tenth week is taken up with out-processing of

trainees in preparation for their departure for the units to which they are assigned [30].

The Army motivational training phase consists of five one-week modules. Prisoners are helped to recognize, control, and solve those problems which exhibit successful duty performance and to believe that good performance brings pleasant results. A prisoner must earn a minimum number of points each week to progress to the next module. If the minimum points are not earned, the individual is placed with a new team, a new group of prisoners at different barracks, and repeats the module.

Analysis of the five modules shows that 23 hours of instruction are provided in subjects such as U.S. Government, race relations, sex education, and monetary management. Another 19 hours are set aside for group counseling. The remaining instruction encompasses physical fitness, drill and ceremonies, marksmanship, field hygiene, marches and bivouacs. It also includes four days of training on the rifle range where prisoners are allowed to use live ammunition [30]. Military retraining is the final phase of the retraining center program.

For the prior service parolee (veteran), this alternative or particular program mentioned above, would not change. These individuals have the basic idea of what the military services are all about. This does, however, depend upon how long it has been since these individuals have been discharged. The non prior service parolee would need additional (basic)

training, possibly four weeks of physical fitness, military courtesy, and military law and then could be processed to the second and final phase of the retraining brigade program. As an incentive toward good performance, the Army Retraining Center suspends prisoners pay forfeitures as they progress through the program. As for an incentive for parolees good performance, these individuals could receive pro-rated pay of an E-1 (Pvt) salary and some freedom within the regulations. These individuals must have the desire to complete the program and be processed to active duty accordingly.

Since April 1975, the USARB has undergone fundamental changes in organizational, operating procedures and training activities. Recalcitrant, non-restorable prisoners were separated early in the program from those prisoners who were both deserving and desirous of undergoing training and returning to duty as competent productive soldiers. Gateguards were removed and gates were permanently opened in accordance with the new objective of placing more responsibility on the prisoner. Capitalizing on the 'second chance' offered by the Retraining Brigade placed the onus for success on the prisoner rather than on the training cadre. Prisoners were placed on their honor and remained confined solely by means of self-imposed restraint. In short, many for the first time in their life were made responsible for their own behavior. Training changed from a Basic Combat Training-oriented program (BCT) to one of human self development, self confidence, self respect,

capability development, and desire to withstand negative peer pressure in favor of independent judgment and acceptable military and social behavior [30].

The parolee would be able to pay for travel to and from Fort Riley since each is given nearly \$200.00 plus any additional amount for work performed while in the prison. This amount could be adjusted in order to assist the parolee.

A sampling of 40 percent of the graduates from this new program (USARB), who had served in their new units for at least two months, revealed that 96.1 percent remained on active duty or had been granted honorable discharges. Of the total sample, 86.6 percent were rated average or above, and 52.2 percent were rated outstanding or above average and recommended for promotion ahead of their peers.

In 1976 USARB's operation was changed. Under the new program each prisoner is processed through a two-week period of initial processing, at the termination of which a decision is made as to whether or not the individual should be discharged as non-restorable or be allowed to carry on with the retraining program [30]. Perhaps this initial processing method could be utilized as a screening method for potential parolee participants.

2. Alternative two:

Assign and Train Parolees at the individual's service basic training depots.

Once parolees are evaluated at the recruiting station, they are then processed accordingly in basic training as a regular recruit. These individuals are integrated along with non-criminal offenders and offenders with waivers. In order to prevent these individuals from being labeled, it is best to keep their original record secret. That is, no one should have access to it. The purpose of this procedure is to allow the individual an incentive to perform well among his or her peers without having that "record" tailing and/or possibly impeding their progress. The parolee is treated as an equal to other recruits. The individual is made aware of all rules and regulations of the services. However, if the parolee fails to perform, the individual is subject to elimination from the program and may be returned to the civil parole office system, and possibly at their own expense. The government should not be liable for any claims made by this individual if one fails to complete basic training and this should be stated in the contract as another incentive.

In the opinion of the author, the obligation period for enlisted parolees should be a minimum of three years which is the standard enlistment term of normal recruits, depending upon their parole status and other conditions. The period may help the individual to erase the stigma that the individual carries. Once basic training is completed, the parolee is processed to on-the-job training programs for two to three weeks. The purpose is to familiarize the individual with the

with the billet that would be filled. (This is based upon the skill level possessed in Appendix G) During this period the parolee will be subject to all conditions expected of them, such as mess duty and other normal field chores.

As previously mentioned, parolees should be treated as equals to regular recruits. They should be evaluated on an equal basis. At the discretion of the commanding officer, parolees could be allowed to qualify for additional schools as long as they have met the requirements of the program. The only constraint that this individual would be subject to is that if one failed, the individual may be returned to prison for a longer term than originally granted. This is based upon serious offenses that are committed while in the service or at the discretion of the commanding officer.

The basic premise that large numbers of military offenders can be restored to duty with a satisfactory success rate was demonstrated by the Army during and immediately after World War II. Under the restoration program in that period, about 42,000 general court martial prisoners, convicted of civilian crimes as well as military offenses, were restored to duty from the Rehabilitation Centers in the U.S., the U.S. Disciplining Barracks and its branches, and the Disciplinary Training Centers overseas. The restoration program was successful to the extent, that at least 90 percent of those restored did not again become general prisoners [31].

3. Alternative three:

Work-Release Program.

What is a work-release program? A work-release program is the permission of an offender to leave the institution to work for pay in the community, but requires that individual to return for the leisure and sleeping hours. Work-release programs are used in 41 states [27]. The working situation is almost surely better paid and provides better training than the work in prison and it gives the offender an opportunity to show responsibility in the use of a limited amount of freedom. Normally, work-release is granted near the end of the prisoner's term so that it becomes both preparation and testing for parole [27].

This alternative could be utilized to screen a potential parolee for the enlistment in the armed forces, prior to the acceptance by the recruiting station. Since there will be a critical shortage of manpower in this decade as previously mentioned, this source could possibly be used to work on those jobs that are short of skilled individuals and thereby possibly releasing other regular military personnel for other critical jobs areas. A work-release program could reduce the average cost per year per offender as much as \$10,000 - an amount the individual could have earned through employment [32].

The economic benefits are plain, work-releasers earn money so they help support their families (who might otherwise be on welfare) and pay taxes, thus aiding the economy and

society. Additional benefits will be discussed in Chapter IV of this thesis.

4. Summary

In order to incorporate these alternatives, recruiters at recruiting stations would need additional guidelines for a parolees' acceptance into the military system. Figure 3-1 discusses the current procedure for waivers. This flow could be utilized with minor modifications and the incorporation of the parole decision-making structure by Parole Boards. If the applicant is on parole, etc., as seen in Figure 3-1, then the applicant would waive the rights for investigation. The investigation in this case is conducted at the local Parole Division of each state, where all records of these individuals are compiled into one file. The applicant would continue to be processed. The recruiter or the commanding officer of the recruiting district may want to incorporate the Parole Board selection decision guideline to approve and disapprove this prospective applicant.

These guidelines as seen in Appendix H and I, are in the form of a two axis chart with six categories of offense severity (A severity scale, Appendix H) on one axis and four categories of parole prognosis (a salient factor score, Appendix I) on the other.

The severity scale serves as an aid to the examiner in classifying offense behaviors for each severity level [33]. The salient factor score serves as an aid in determining the

parole prognosis (potential risk of parole violation). As seen in Appendix I this factor uses nine elements to establish four categories of parole prognosis (very good, good, fair, poor). Statistical predictions can be very helpful in giving guidelines to recruiters as to approve or disapprove a parolee's application.

F. OPERATION SECOND SWEEP

"Many veterans are 'marked' or worse off than criminal offenders ... to finding employment."

[M.O. Peterson, M/Sgt., USMC, Restoration Platoon, USDB, Ft. Leavenworth, Kansas]

Another potential source of manpower is the pool of individuals who have been discharged for less than honorable conditions. Though not constrained via adult parolee statutes, this group suffers a similar fate as a criminal. These individuals were trained by the various services to fill necessary billets. This possible source could reduce overall cost to DOD.

It is the contention of Professor Chester A. Wright, who has worked with both Adult Authority and the California Youth Authority parolees, as well as other than honorably discharged veterans that serious misconstruescious exist here. These misconstruescious causes of society to label other than honorably discharged veterans as "forever no good." Professor Wright bases his argument on both experiences and the writings of Erik Ericson. Professor Wright continues to state that females close their adolescent syndrome earlier than males

and that most females do so by age 18. Males sometimes do not do so until they are 24 to 25 years of age. This is validated by the fact that the state of California often keeps young men to the ages indicated as wards of the youth authority. In short, these persons may be 24 to 25 years of age chronologically, but much younger where psychological, sexual and social development is concerned. Possibly the failure of the military commanders to comprehend this developmental phenomena has caused, not only erroneous discharges of such individuals, but labeling them as unfit precluded their ever being redeemed by society [5].

As a social worker, Professor Wright said, he often ran into a re-occurring theme when trying to help young adults. The theme centered around other than honorably discharged veterans who had closed the adolescent syndrome, matured, and while at their peak, could not find meaningful employment. These men were willing to, go back into service or do most anything else to clear their records [5].

These individuals are also stigmatized as undesirables. They are placed in the same arena as criminal offenders [34]. In order to bring such valuable resources back into the U.S. Armed Forces, they should be screened based upon age at discharge and the age qualification of prior service enlistments, and given the incentive to erase the discharge which was previously given.

G. CONCLUSION

Although many critics would say, "we don't want those kinds of people among us," society must realize that these people are human and were once considered first class citizens. Another real question is, "Can the U.S. afford the luxury of past rejection in the current manpower situation?" The criminal offender as defined earlier is a person who has deviated from the law of society. These individuals continue to lose their self-esteem and consequently fail to make good in adapting to society. Non-violent and situational offenders form cadres great and needed resources. If the U.S., as a strong nation, can forgive these "selected" individuals who are willing to serve and contribute to national security, this group could be very productive citizens. Of the 1.5 million non-violent offenders in the U.S. in 1975, a significant portion of them could have saved the taxpayer and government expenses that are dissipated each year. These expenses are for the training, education, and security to house and prevent offenders from employment and reconvictions. Although not published in the news media, parolees have made many self-sacrificing contributions to society. These individuals have time and again exposed themselves to disease and possible death for the good of humanity. Their motives no doubt vary; perhaps no different from the reasons free people make sacrifices for their fellow men.

Since World War I and II, thousands of inmates have served in the protection of their country, thousands have given blood to save lives, many have given skin to the badly burned, contributed thousands of hours for firefighting and made donations to help possible juvenile delinquents adjust to community life. Many are continuing efforts in hopes of realizing their dream of a 'second chance' [20].

The military institutions possess the awesome capacity to make thousands of these dreams come true. In so doing, the services would not merely produce cost-effective personnel procurement for themselves, but they would also prevent crime and contribute to the prevention of the amazing waste implicit in the human cost of this country's current penal system. In the next chapter, the author formulates a cost-benefit consideration for the possible utilization of skilled parolees.

IV. THE COST-BENEFIT CONSIDERATION OF UTILIZING PAROLEES IN THE ARMED FORCES

A. INTRODUCTION

"In our society, manpower is a valuable resource. The value of our military manpower goes beyond the simple sum of their pay, allowances, and other forms of pecuniary and non-pecuniary benefits. At minimum, it includes the estimated value of their future contribution to society. Furthermore under the United States form of government there are often political costs involved in decisions to increase our military manpower strength."

[Tolcott and Armitage, Center for Naval Analyses]

This chapter contains evaluation, discussion and analysis of cost-benefits inherent in utilizing skilled parolees in the United States (U.S.) Armed Forces. To make this analysis possible, a brief background and definition of a cost-benefit analysis is defined and a presentation of the assumptions and facts are given. This analysis will only show a cost utilization flow of skilled parolees, although other alternatives are presented. As stated by Senator Sam Nunn (Democrat-Georgia, Senate Chairman of the Armed Services Committee) on the National Broadcasting Company (NBC) Meet the Press:

"... we have a resource problem. The Defense of our nation is lacking both in quality and quantity of personnel ... we cannot meet our manpower problem ... money will not cure this problem ... and either we cut down our commitments or find another source ..."

Cost benefit (or cost-effectiveness) analysis has become in recent years a rapidly developing and highly fashionable tool in defense and other governmental operations. Such

analysis can be an invaluable aid to systematic and rational decision making in complex situations involving increasingly complex modern organizations. Yet the proper application of cost-benefit analysis requires more than just the use of the appropriate words. Complicated questions most often require sophisticated analysis. Proper use of the techniques of cost-benefit analysis requires detailed attention to the very hard problems that arise in particular cases. This problem may be all too easy to pass over with relatively perfunctory treatment, believing that one cost-benefit analysis is much the same as another [35].

The manpower shortage problem has no easy solution in practice and the analyst may have to be satisfied with approximate or makeshift solutions. The problem of cost-benefit analysis is to decide on a function which will reduce the effects to a single criterion and then choose the policy which is best according to that criterion [35].

Perhaps it is pertinent at this point to discuss a problem that arises in cost-benefit analysis, particularly in defense manpower planning. In the study of manpower systems, interest centers around how the system utilizes its available resources over time and thus the evaluation of the operational effectiveness of any such system is often complicated by the requirement of having to consider both the long term and short term effect of any policy change proposed for the system. In addition, the analysis problem is complicated by the require-

ment of balancing the productivity of the system with the benefits that accrue to individuals as they are utilized within the system [36]. Effectiveness, however, is a matter of what the personnel of an establishment can do, rather than who they are, and how to reorganize the tasks performed by personnel so that the whole establishment runs most effectively.

B. PROBLEM STATEMENT

Since 1976, the services recruiting objectives have resulted in shortages of non prior service individuals needed to meet manpower requirements. These shortages are based upon enlistment expected rather than the actual manpower needs of active and reserve force readiness.

According to the New York Times, September 27, 1980:

"The pool of young men and women of military age is declining, giving the armed forces a smaller pool from which to draw."

Although exact requirements are classified as to the number of personnel needed, what should one think when the news media publishes titles to reflect the need for skilled individuals to serve in the Armed Forces as follows:

"Who'll fight for America? America is facing a shortage of the most valuable military resource of all: manpower."

"The Pentagon is handicapped by shortages of sufficiently skilled and disciplined personnel in all ranks."

[The Manpower Crisis, Time Magazine, June 9, 1980]

"Shortages and Inefficiencies Plague Industrial Base of the U.S. Military."

"Losses of Skilled Air Force People Prompt Concern Over Its Readiness."

"Questions Raised on the Army Readiness to Engage in Prolonged Land Conflict."

"U.S. Navy Losing Experienced People."

"Gaps in Training and Equipment Hinder Rapid Deployment Force."

[The New York Times, September 22-27, 1980]

The critical question facing the U.S. Armed Forces as they approach the 1980's personnel shortage is, how can America effectively maximize its military manpower at minimum cost in order to achieve its needed readiness in a manner that assures capability for accomplishment of the country's missions?

1. Background

In 1973, there were two major policies adopted having major significance for the manning of active and reserve forces. These were the All Volunteer Force (AVF) and Total Force (TF) policies. The AVF ended conscription and adopted a return to volunteer means of raising and maintaining the military forces [37]. The volunteer force concept was designed to compete, by and large, with civilian salaries [38].

The TF Policy placed increased reliance on reserve forces as a primary method of augmenting the active force in the event of mobilization. The economic rationale underlying the TF Policy is that national security objectives can be achieved more efficiently through a smaller active force and greater reliance on the reserve. These policies have been successful in achieving the Active Force recruiting and reten-

tion goals of the early 1970s. However, the end of the draft has caused these policies to have the opposite effect on the ability of the reserve forces to achieve proper manning goals both quantitatively and qualitatively [39]. Appendix J indicates that the strength of the total reserve force has been below authorized strength since the inception of the AVF. Inability to meet authorized strength has resulted in reductions in the authorizations for some components. This most certainly does not assist, except negatively, the overall defense posture.

Figure 4-1 represents active duty end strengths by services as of 30 September 1977. These representations further reveal real problems existant in form of manpower shortages.

ACTIVE DUTY END STRENGTH BY SERVICE
30 September 1977

<u>CONGRESSIONAL AUTHORIZATION</u>	<u>INVENTORY</u>	<u>ATTAINED AS % OF AUTH.</u>
ARMY		
789,000	777,317	98.5
NAVY		
540,600	525,290	97.0
MARINE CORPS		
192,000	191,641	99.8
AIR FORCE		
571,000	565,918	99.1
U.S. COAST GUARD		
38,918	37,195	95.6
<u>TOTAL</u>		
2,131,518	2,097,361	98.4

Figure 4-1

Source: Reserve Compensation System Study, OSD (Manpower, Reserve Affairs and Logistics), 30 June 1978.

As seen in Appendix J and Figure 4-1 the manpower of all services have dwindled significantly.

2. Objective

To provide the reader an analysis based upon assumptions and documentation that the services can minimize manpower shortfalls with minimum cost through the possible use of skilled parolees.

3. Facts

a. As mentioned earlier, the population of the 18-24 year old youth according to demographic projections will continue to decrease in the 1980s and will continue into the 1990s.

b. That the military offender with civil convictions are utilized and restored to active duty.

c. That there is a qualified resource of manpower in existence in the U.S. Penal System.

4. Assumptions

a. That Title 10, United States Code 504 can be amended to accept 'selective' parolees or individuals with two or more felonies, providing that Congress perceives the critical need to do so.

b. That civilian skills are equal to those skills needed by the military. (Example: Skills presented in Appendix M.)

c. That the retention rate of the skilled parolee will be greater or preferable to that of a non prior service

recruit. (For a skilled parolee or criminal offender who has the human desire for a second chance, is given an added incentive to erase that stigma and possibly restore the civil right so that the individual may become a productive citizen).

d. That the rate of recidivism and crime will be reduced.

3. That women are equal to men as to pay, duties and billets.

f. That potentially 370,000 skilled parolees are available out of the 1.5 million non-violent offenders.

5. Alternatives

a. Reinstate the draft for young men.

b. Draft women into the military.

c. Continue the All Volunteer Force.

d. Increase pay and allowances to current purchasing power.

e. Extend the current six-year service obligation of enlistees.

f. Allow skilled parolees from various institutions to serve their country and earn a decent income, based upon criteria discussed in the previous chapter.

Although the following alternatives are discussed briefly, only alternative f will be given an in depth analysis as to cost and benefits. The author chose to take this course of review because of the large amount of research already done on alternatives a-e and the scant amount done to date on the potential in alternative f.

6. Evaluation of Alternatives

Alternative a: Reinstate the draft for young men. A draft would assure supply while avoiding the projected cost increases for the 1980s but it would not assure quality recruits. The return of the draft would only impose a higher cost of a different sort. For example, in recent drafts, each service had a higher proportion of mental category IV (low general qualifications via low I.Q. and education) personnel than the volunteer force, although more category I were taken in. A return to the draft could increase the quality and could prevent a major decline in recruit quality, though the connection between the draft and quality of recruit is neither strong nor direct [39].

According to the San Francisco Chronicle of 6 June 1980, the reinstatement of the draft bill is being held up in the Senate for approval of \$13.3 million as an initial start-up cost for the selective services. The initial training cost was nearly \$3 billion in FY 1977, for an average cost per student of roughly \$17,000. About 40 percent of this cost represents student pay and allowances; the remainder covers the cost of trainers, support personnel, other operating expenses and small amount procurement and military construction. Most of this cost of training and support goes for salaries of military and civilian employees of the military establishment. As seen by Appendix K, let one assume that initial basic training cost for X (non prior service - raw recruit) and Z

(non prior service - special) are equal in cost minus specialized skill training cost. Appendix L indicates the cost of training and support cost by service and Appendix M shows the relationship of military and civilian occupational structures.

The draft will cause increases in cost both operationally and administratively as seen in Appendix L for training of basic and specialized skills. Those recruits who possess skills equal to those cited in Appendix G or Appendix M will be processed directly to the required billet to be filled.

Reviving the draft would spur young men anxious to avoid full time duty, to join the reserves and thus solve one of the most frustrating problems of the military [38]. However, according to the former Secretary of Defense, Melvin Laird,

Not even the reinstitution of the draft would solve this severe retention problem. In fact, it would probably make the situation worse. Previous experience has demonstrated that conscripts rarely stay beyond their term of obligated service. Moreover, even if sufficient numbers of the draftees did stay on, it would be more than a decade before they reached the experience level of the third-termers who currently are resigning [40].

Peacetime conscription would avoid some cost only by transferring cost from the taxpayers as a whole to the young persons who are drafted. Whether this 'tax' on those who are drafted is an appropriate way for the majority of the United States (U.S.) citizens to avoid costs is a key judgment in assessing the desirability of an "all volunteer military."

The administration plans to spend \$47.3 billion in fiscal year 1981 for active duty and retired pay and by 1985 to increase that to \$67 billion plus a factor to account for inflation [41].

Today's army reserves are some 370,000 below their mandated peacetime level. Lets again assume that the current regular or reserve army's needs are 370,000 recruits. The approximate total cost of these recruits are based upon the costs in Appendix K as follows:

Type X represents those individual recruits who could be unskilled, probably immature and inexperienced, based upon the individual's age. Type Z represents the skilled, experienced and probably the matured individual. In this case it could be the selective parolee, based upon the selection criterion discussed in the previous chapter. Cost of basic training will be the same for both types, however, if skilled, highly motivated parolees among other skilled individuals were to be processed through the Type Z mode, the government would save approximately \$7,000 per recruit or \$2.6 billion.

<u>TYPE</u>	<u>NUMBER</u>		<u>COST</u>		<u>AMOUNT</u>
X	370,000	x	\$17,000	=	\$6.3 billion
Z	370,000	x	10,000	=	3.7 billion
Savings:			*7,000		2.6 billion

*This cost does not include permanent change of station, medical benefits, etc.

Alternative b: Draft women in the military

Increased utilization of women by the U.S. Armed Forces is one of the methods available for dealing with the personnel situation. This increase may take place both in terms of expanding the physical locations in which women may serve (ships, aircraft, combat areas) and the utilization of women in "non-traditional" job areas such as mechanics and electronics [42].

A national survey was conducted by Naval Personnel Research and Development Center, San Diego, CA, which revealed that 14 percent of the women who were surveyed are interested in joining the military [42]. However, the cost to maintain women in the military as another source of manpower will increase the total cost of manpower significantly. That is, the current cost in alternative one plus some unknown costs for expansion work areas (sleeping quarters, lavatories, redesign of equipment to compensate for less strength of female recruits, etc.)

Alternative c: Continue the AVF.

During this fiscal year (1980), the Pentagon has already pushed the year's recruiting budget to \$614 million, about \$100 million above the 1949 level [38].

Measures to resolve the nation's military manpower problems will be costly and complex. Demographic analyses indicate recruiting could become more difficult. In 1978 some 2.14 million American males reached 18 years of age. This year, the figure will decline to 2.13 million, and by 1982 it will fall to 1.61 million [38].

As mentioned earlier, according to Senator Sam Nunn, " ... money will not cure the unique problem faced by the military and that another source should be found."

Alternative d: Increase pay and allowances to current purchasing power.

According to a Pentagon study, it would take about \$5.5 billion in pay hikes right now to re-establish the relative positions which existed at the end of 1971 between the military and the civilian power to purchase goods and services [38]. Appendix D shows a comparison of military and civilian pay.

"Getting -- and keeping -- top people will be costly ..."

[LtGen Glen Otis, Army's Deputy Chief of Staff for Operations and Plans quoted in Time Magazine]

Although the military services have received a new pay package of 11.7 percent across the board (Basic pay, Quarters and Subsistence) increase, the Congressional Budget Office study finds that:

The Carter Administration's pay proposals for fiscal year 1981, despite pay increases, would be insufficient to meet the services needs for enlisted recruits and maintain recruit quality in 1980 and 1981. Nor would they be sufficient to stem a decline in the numbers of career personnel. If the Administration's 1981 policies were to be continued for the next five years, problems in recruiting and retention would probably continue or worsen.

The addition to the Administration proposal for the pay increase recently approved by the Senate and the President in the Nunn-Warner proposal, which would help retain career personnel but would do little to solve recruiting problems.

Nevertheless, cost over the next five years would be likely to increase by a total of about \$4 billion above the Administration's proposal levels. Increases would be even higher if money had to be added to ensure that military pay raises kept pace with those in the private sector.

Alternative e: Extend the current six-year obligation of enlistees.

In order to concentrate on greater utilization of trained veterans, a study was conducted by the Pentagon in 1974-75 and recommended that the current six-year obligations of enlistees be extended so that all enlistees would be subject to recall through their 28th year of age. In practice, this would mean an extension of obligation for most young people of about four and one-half years [43].

People who enlist in the active forces assume a six-year service obligation. The final or sixth year normally is spent in the Standby Reserve. Thus, the Individual Ready Reserves (IRR) is composed primarily of those who have completed three or four years active duty enlistments, do not opt for affiliation with a Selected Reserve unit, and have not yet completed five years of military service. Other members of the IRR include reservists who can no longer meet the commitments of service with the Selected Reserve and men who volunteer to stay in the IRR beyond their statutory commitment [43].

Alternative f: Allow parolees from various institutions to serve their country and earn an income based upon selection criteria.

To allow skilled parolees to honorably serve in the military during peacetime and a national emergency is another available source of manpower, provided that federal statutes are amended. If such action is provided, benefits to the taxpayer could be accrued in the following ways:

- a. Reduction in Training Cost
- b. Reduction in Welfare Costs
- c. Increase in Government (Tax) Revenue
- d. Increase in Experience and Retention Rate
- e. Possible Reduction in Recruiting and Advertisement Cost
- f. Reduction in Prison and State Youth Authority Incarceration Costs.
- a. Reduction in Training Cost

Many parolees possess skills that are or could be utilized by the services to fill billets where critical shortfalls exist and require no security clearances. Assume that 24 percent of those 1.5 million individuals mentioned in the previous chapter are available parolees or will be paroled, possess technical and nontechnical skills necessary to the U.S. Armed Forces, and that these individuals qualify for the enlistment criteria previously discussed. By applying this number of 370,000 individuals to the cost data used in alternative a or Appendix K, cost of training such individuals would be as follows:

<u>Type</u>	<u>Qty</u>		<u>Cost</u>		<u>Total Trng Cost</u>
Z	370,000	x	\$10,000	=	\$3.7 billion

Compared to the same cost used for unskilled recruits, there will be cost savings of \$2.6 billion.

Although the 370,000 individuals represent 100 percent, let one again assume that only 52 percent (192,400) have the human desire (accession) for a second chance. The cost is \$1.92 billion of training cost.

<u>Quantity</u>		<u>Per Recruit Trng Cost</u>		<u>Total Trng Cost</u>
192,400	x	\$10,000	=	\$1.92 billion

b. Reduction in Welfare Cost

Welfare cost is computed by using Appendices P (Inmates who were self-supporting prior to arrest by number of dependents) and Q (Welfare Payment for the State of California, not including medical care), to determine the monthly cost to the taxpayer through welfare payments. Approximately 192,400 (52 percent) individuals are stigmatized as unemployable will have families to support who are currently on (public assistance) welfare. According to the Salinas Department of Welfare, Salinas, California, California, Connecticut, and New York are the three highest states paying welfare offices in the U.S. [44]. The author chose the State of California as a cost calculation variable as it is one of the largest, population wise, and also the most economical source of data.

Appendix N presents cost of welfare dissipated monthly to those individuals who now or would at some future date have families on welfare. The welfare cost per month could be reduced by \$46.4 million, according to the author's calcula-

tions, if these prospective parolees are used in the U.S. Armed Forces. This cost does not include medical care benefits.

c. Increase in Government(Tax) Revenue

If the same 192,400 individuals were in the military (as computed in Appendix O), the government would increase its tax revenue by a percentage of the \$123.3 million a month.

The parolee or criminal offender is allowed to work their way back to a 'second chance', of being a productive citizen. The basic pay salary was computed by using the Active Duty Pay Table of 1 October 1979.

d. Increase in Experience and Retention Rate

Experience is the key to success. In the opinion of the author, it helps make an organization perform more efficiently and effectively. Having the skilled individual in its midst makes government policies achievable. According to Mr. Robert Palmer, Polaroid Corporation:

Former inmates may be ignorant, that is many have limited education and others are highly skilled and experienced, but they are very bright and quick to learn ... training costs are low ... absenteeism is substantially under regular rate. There has been almost no turnover [45].

If once given an opportunity of employment there is a greater chance that a parolee will remain in service longer than a raw recruit. This aspect helps the individual re-establish job security, recognition in society and a working track record that could help erase the stigma placed on them.

e. Possible Reduction in Recruiting and Advertisement

Although the real cost of recruiting advertisement is not defined, the author believes this variable could be reduced significantly. Currently, recruiters are finding it difficult to recruit qualified young men in the U.S. Armed Forces through its advertising strategy, but with a population pool readily available in a centralized area (federal or state institutions), the recruiter could in fact, interview a prospective applicant prior to release or after release from the institution and or at the individual's parole office. The records of these individuals are centrally located and can be obtained if one waives their right for screening and investigation.

f. Reduction in Prison and State Youth Authority Incarceration Costs

If the same 192,400 individuals were in Soledad Correction Training Facility or other institutions today, this would cost the state government approximately \$10,000 per person or \$1.9 million. This dollar amount could be reduced and possibly produce more taxable revenues for the federal, state, and local government.

C. CONCLUSIONS

As David T. Stanley (former member of Brookings Institution) put it:

"Believers in parole are accustomed to point out how much less it costs to keep an offender on parole than in prison." [27]

The U.S. needs another human resource to combat the deficiencies of skilled and quality manpower shortages within the U.S. Armed Forces. This human resource, although considered an undesirable, possesses all those attributes and possibly more that DOD wants in a quality recruit. If laws are amended to allow such skilled individuals (criminal offenders) on a selection basis, then the military services could meet their shortfalls in recruiting efforts and possibly solve the manpower readiness problem.

Society (America) has a responsibility to restore these individuals to its midst according to its creed. The author suggests that the military would be an appropriate avenue to channel skilled parolees into the U.S. Armed Forces. This transitioning would be like leaving one disciplinary institution to another, but with pay and the feeling of being a more productive and useful citizen.

In the next chapter, the author discusses the Analysis of Success and Failure of this potential human resource and some criteria for evaluation of this proposal.

V. ANALYSIS: SUCCESS AND FAILURE

A. INTRODUCTION

The final chapter of this thesis summarizes the potential of civilian parolees as an unusual source of manpower. Here the author defines and presents criteria for possible success and failure of inducting parolees into the United States (U.S.) Armed Forces. Also included is an analysis of inmates or prospective parolees' attitudes toward the military service. To close, the final conclusions and recommendations for the utilization of this potential human resource are presented.

B. SUCCESS OR FAILURE

What is considered a success or failure? Webster's New Collegiate Dictionary, 1978 defines success as:

"the outcome, result, the degree or measure of succeeding, the attainment of wealth, favor, eminence or one that exceeds,"

and failure as:

"the omission of occurrence or performance; a failing to perform, a duty or expected action; a state of inability to perform a normal function, a lack of success or one that has failed."

Many researchers in the field of criminology feel that the chief indicator for determining success and failure is the rate of recidivism (return to prison) or rate of lock-up [46]. As discussed previously in Chapter III, there is no other workable alternative to measure success and failure than using the rate of recidivism. A researcher, Daniel Glaser puts it this way:

"a success is one who stays out of prison or a degree of goal achievement." [46]

However, Robert Roesch and Lonnie Fouty, two researchers of the Florida Department of Corrections wrote, " ... there is no standard of success or failure measurement for comparing rates of recidivism, there is an underlying assumption that an increase in the rate of recidivism is 'bad' and the decrease in the rate of recidivism is good. Those two researchers continued to state that:

"there is no commonly accepted performance standard for determining what is an acceptable or 'good recidivism rate.' Therefore, there is no valid criteria for determining a successful or unsuccessful program, nor is there any basis for a rational relative comparison." [47]

John Irvin wrote in his book, "The Felon"

"It is possible for an ex-felon to be returned to prison even though he is pursuing what he considers a straight life. This is true because, (1) the individuals may be returned to prison while on parole without any crime proven against them, (2) they remain vulnerable to arrest and conviction because of their record and (3) the individual continues to commit felonies and misdemeanors more frequently than those who are not ex-felons. [46]

The author concludes that there is no measure for success and failure. Only the individual may define what they consider to be success or failure. Ex-convicts may continue their deviant careers and avoid arrest. However, these individuals may classify themselves as a success and society, itself, classify them as a failure.

In spite of the difficulties in assessing success in the previous section, the author feels that a "success" in regard

to parolees to the military should be one who completes a required training program, stays out of trouble, fails to return to prison, and completes a first term enlistment in the U.S. Armed Forces. Failure is the goal not achieved, for example, failure to complete a required training program or the first term enlistment in the U.S. Armed Forces. To continue what Roesch and Fouty said above, there is no other way to measure success and failure for this goal. Again, the goal may be to cheat and steal or make more money to support one's needs. That is perhaps called success according to John Irvin's book. Yet, this goal may constitute a failure within the moral boundaries of society's law.

The author feels that in order to possibly integrate skilled parolees into the U.S. Armed Forces, these individuals must first, possess both the desire and the will to accept this positive course of re-entry into society. This must be backed by a need and desire to become a productive citizen and possibly gain the dream of a second chance. The will to join the military service and serve honorably is perceived to be an economic and social reason for re-entry and social acceptance. Those prospective parolees interviewed by the author at Soledad Correctional Training Facility, Soledad, California, felt that this particular program would help them in many ways. If those ex-prisoners in the previously addressed Sri Lanka study said: " ... if we are given a chance, we are willing ... to contribute ...", then perhaps the utilization of

the U.S.'s same untapped human resource is the answer to the manpower shortage problem of the military as well as the problems of the overcrowded prison system.

C. ATTITUDES OF INMATES TOWARD MILITARY SERVICE

On 23 July 1980, the author conducted interviews at the Soledad State Prison, Correctional Training Facility (minimum security area), Soledad, California. The purpose of these interviews was to gather information on the attitudes of prospective parolees toward the military service and to evaluate the age population, types of crimes committed and other factors. Of the 175 inmates the author randomly selected, a questionnaire was distributed to 137 inmates who were determined to meet eligibility requirements within the Department of Defense (DOD) age criteria. This questionnaire is presented as Appendix R. Exhibit 5-1 indicates what types of information that was obtained through the use of this questionnaire and the interviews that were conducted. As seen in Exhibit 5-1, 78 percent of those individuals the author interviewed were between the age of 17 and 34, the average age was 21, and the youngest was 15. Parole dates in this group ranged from two months to two years. Most of these inmates had some type of training and had a high school diploma or equivalent (G.E.D.). Of the 137 individuals deemed eligible for the military (using the age criteria), 55 percent were non-veterans, 96 percent were willing to join the military service, four percent were not willing to re-enter the Service (most individuals of the

Vietnam Era who felt bitter about the Service). For Service preference, 32.9 percent had no preference, 26 percent preferred the U.S. Army, 20.6 percent preferred the U.S. Navy, 19 percent preferred the U.S. Air Force, and 1.5 percent preferred the U.S. Marine Corps. The short analysis presented was not as exhausted nor detailed as the author would have liked it to be, nevertheless it gives at least some pertinent information as to the desire of parolees to enter the U.S. Armed Forces and possibly clean their slate with society.

D. CONCLUSION AND RECOMMENDATION

Success and failure of this thesis can be viewed from an individual as well as an institutional level. Providing a man or woman with an avenue of achievement and identifying them for the military as a viable manpower source are considered by the author to be successes at the macro-level. The possibilities are there as indicated by the desire and interest which has been expressed by the parolee. The only missing link of this potential manpower source is that an invitation must be extended by society and the U.S. Armed Forces in order for these individuals to be productive.

The U.S. is beginning to learn that it cannot deal with crime in the abstract. A crime becomes such only when a human being commits an act that society calls a crime.

When one thinks of a criminal, one usually thinks of a serious felon, a hardened individual, habituated to commit-

ting serious crimes. As indicated in previous chapter and the Sourcebook for Criminal Justice Statistics, many felons are first offenders. Some have committed murder for self-defense. Some have committed stupid crimes incident to ignorance and immaturity [25]. If one lumps them together on the basis of the type of crime they committed, then one must know them in terms of their background and potentialities.

It is difficult to know how many felonies are committed annually in the U.S. The best information can be obtained from the Federal Bureau of Investigation (FBI) Uniform Crime Reports. Thousands of these crimes were committed by persons who will never be apprehended by the police and FBI; others permitted to plea-bargain for less serious crimes; many others will be acquitted by juries or will be placed on probation.

The seriousness of an offense against society depends largely on the elements of time, place and recognition of the individual. These offenses are always fraught with economic, social, and political consequences. The extent of the social harm done usually determines the attention that crimes receive from the law enforcement agencies and society in general.

Does one remember the Watergate Break-ins? Those who were convicted of crimes against the law of society did not go to places like Reidsville, Folsom, San Quentin, or McNiel Island, but instead they were placed in centers for highly notable officials. These prisons or centers have been labeled country clubs by critics. Yet these officials have committed offenses

like those inmates at Soledad and other known prisons. The environment is not the same for each class of individual. The first time offenders at Soledad, Reidsville, or New Mexico must survive among those inmates that are hardened criminals. They are forced to join gangs, kill one another and/or be taken advantage of by homosexuals. Regardless when released all are classified as criminals. A stigma that may never go away. Is this the same stigma for those individuals in the Watergate?

The U.S. is confronted with old and new dilemmas such as overcrowded prisons, unemployment, decreases in youth population, shortages of skilled able bodied people in the military, skyrocketing manpower cost, anti-military groups, and a host of other factors. This myriad of ultra-complex factors indicates that new methods of evaluation, placement and management of all personnel in this country are fast becoming necessary to guarantee optimum effectiveness and efficiency. This must be done and probably in this decade if the U.S. is to remain a free country. The author is contending that the use of selective parolees are economically and socially cost effective to this country's outstanding military service. This thesis has sought to analyze and present rationale arguments supporting this unusual source and the cost effectiveness of tapping this valuable human resource for the U.S. Armed Forces.

It is recommended that a 'Pilot Program' be established to test the actual feasibility of utilizing selective skilled

and qualified parolees, individuals on probation, individuals with two or more felonies and possibly individuals with a less than honorable discharge in the U.S. Armed Forces. It is also recommended that the minimum enlistment term be approximately three to five years to allow for the collection of data and to enable a proper determination of success or failure of the program. If the statistical data proves that these individuals were useful to the military, then it is further recommended that the current laws be amended to screen and recruit these selective individuals into the U.S. Armed Forces. Finally, as an incentive to serve and perform faithfully for the U.S. Armed Forces or other government programs, the individuals' record should be erased and all who successfully serve should be given a clean slate.

E. SUMMARY

The author has presented and discussed the methodologies for implementing skilled parolees into the U.S. Armed Forces. Such implementation of this potential, available, and untapped human resource could make up significant personnel shortfalls that existed in the 1970s and will continue to exist in the 1980s according to demographic projections. If federal statutes are amended to screen and recruit parolees, individuals on probation, and other selected criminal offenders, then cost savings to the government and taxpayer would be realized monthly. This thesis addresses the benefits that are yielded and the effectiveness of them.

With the continuing decline of the U.S. youth population, this country cannot afford to let this quality individual fall by the wayside. Billions of dollars are dissipated each year for the training, education, and housing of these individuals in overcrowded prisons for which there is no rate of return. It appears that this is because society cannot face the reality of the rehabilitated individual. These individuals possess the skills, experience, and education required to meet any challenges of tomorrow as members of the U.S. Armed Forces. A potential selection has been identified; it is now society's turn to deal with the issue positively such that this resource could be tapped. Finally, this approach to the needed personnel acquisition when arrayed against the social and political perceptions of present day America may appear unusual. It is the author's contention, however, that it is the most unusual personnel situation that the U.S. has ever faced and will continue to exist with possibly increasing intensity during the decade encompassing the 1980s. It should therefore be valid, in light of this, for personnel managers to seek unusual solutions.

EXHIBIT 5-1
 PROFILE OF INMATES
 CORRECTIONAL TRAINING FACILITY, SOUTH
 SOLEDAD, CALIFORNIA

Number of inmates: 450
 Type of Security: minimum
 Sample Size: 175
 Age Range: 15 - 67 years old
 Average Age: 21
 Parole Expected: 2 months - 2 years

<u>Proportion of Age</u>	<u># of Inmates</u>	<u>Percentage</u>
15 - 19	3	1.7
20 - 24	45	25.7
25 - 29	49	28.0
30 - 34	40	22.9
35 - 39	14	8.0
40 - 44	12	6.8
45 - 49	5	3.0
50 - 54	3	1.7
55 - 59	3	1.7
60 - 64	<u>0</u>	<u>0</u>
Total	175	100

Interviewees: 137 (Ages: 17 - 34)
 Highest Educational Attainment: Bachelor degree
 Lowest Educational Attainment: 8th grade
 Majority of inmates are first termers (1 conviction)
 IQ Range: Average - Outstanding

MARITAL STATUS	<u># OF INMATES</u>	<u>PERCENTAGES</u>
Single	44	32%
Married	36	26%
Separated or Divorced	<u>57</u>	42%
	137	
Dependent Children: (range)	1 - 4	
Veterans:	61	45%
Non-Veterans:	76	55%

Those individuals that wanted to re-enter or enter the service were:

a. Quite Willing:	79	58%
b. Willing:	52	38%
c. Not willing:	6	4%*

* Veterans Vietnam Era

Service preference:

U.S. Army	34	26%
U.S. Air Force	25	19%
U.S. Marine Corps	2	1.5%
U.S. Navy	27	20.6%
Military Reserves:	0	0
No preference:	<u>43</u>	<u>32.9%</u>
	131	100%

SKILLS AND EXPERIENCE:

Accounting Clerk
Auto Maintenance
Baker
Barber
Carpenter
Clerk Distribution
Construction
Driver
Electronic Technician
File Clerk
Fireman
Heavy Equipment Operator
Helicopter Repairman
Laborer
Machinist
Masonry
Mechanic
Nurse's Aide
Painter
Plumber
Steel Worker
Warehousing
Welder

APPENDIX A

ENLISTMENT ELIGIBILITY - GENERAL INFORMATION

1-1. GENERAL. This paragraph contains general information and administrative procedures and guidelines for effecting enlistment and reenlistment of male and female applicants for Naval service.

a. Prior to commencing the administrative processing required to enlist or reenlist an applicant, the recruiter should first review the enlistment eligibility requirements. Recruiters are guided in determining an applicant's eligibility by information obtained from the Application for Enlistment (DD Form 1966), through interviews, record checks and administration of pre-screening mental tests.

b. The preliminary interview should normally reveal the applicant's desires towards enlisting/reenlisting, any unusual circumstances in which he or she may be involved, his or her status as regards age, dependency, and date and character of last discharge if he or she has prior service; education, selective service obligation, and such other information as may be required by the recruiter to make a preliminary determination as to the applicant's eligibility. During this interview the recruiter should answer any questions the applicant may have, and provide such other information as may be appropriate at the time, including an explanation of the Navy's Stay in School policy if applicable.

1-2. CHARACTER. The Navy would find it difficult to obtain the consent of parents for their children to serve in the Navy if they knew that their sons and daughters would be associated with individuals who are incapable of maintaining high moral standards. Therefore, an applicant must be able to demonstrate at the time of enlistment that he or she is capable of maintaining a satisfactory pattern of conduct. The individual who is not of the highest moral character would certainly be a liability when visiting foreign countries as a member of the Navy and as a representative of the United States. No juvenile offender, however, should be barred, per se, from service in the Navy. An individual's acceptability, insofar as character requirements are concerned, will be determined at the time of application after a careful review of his or her completed file and other information available.

1-3. SPECIFIC ELIGIBILITY REQUIREMENTS. This Chapter lists specific eligibility requirements which must be met before an applicant can be considered qualified for enlistment. Counseling and processing for enlisted programs should not, as a general rule, commence until a determination has been made that

the applicant meets the enlistment eligibility requirements. Additional qualifications for each program are contained in chapters 2 through 7.

1-4. PRELIMINARY PHYSICAL/MENTAL SCREENING BY RECRUITERS.

Recruiters at activities having no medical officer assigned may conduct interview-type preliminary physical inspection of applicants to detect obvious disqualifying defects. If any disqualifying physical defects are known to the recruiter, the applicant should be tactfully informed of the requirement and no further processing should be accomplished. Male applicants rejected for obvious physical defects by a recruiter may obtain a complete physical examination at a recruiting activity having services of a medical officer. Any travel in connection therewith will be at the applicant's expense. This practice will not be encouraged by recruiters. At military facilities women applicants will be examined only by a medical officer in the presence of another woman.

a. Applicants who appear to be physically qualified should be given a pre-screening mental test to determine whether further processing should be continued.

b. When the applicant is determined to be apparently eligible for enlistment/reenlistment, formal processing must be accomplished to make a final determination as to his or her eligibility and acceptability.

1-5. GENERAL WAIVER INFORMATION

a. Applicants who require a waiver of any enlistment eligibility requirement or program qualification shall not be processed unless they are considered to be particularly desirable applicants.

b. Unless otherwise specified, requests for waiver consideration of enlistment eligibility requirement or program qualification and requests for determination of suitability for enlistment (including paygrade determinations) will be submitted to Commander, Navy Recruiting Command (Attn: Code 33) utilizing the following procedures:

(1) The applicant's pre-enlistment kit (with all completed forms and documents required to effect the enlistment of the individual) will be forwarded to COMNAVCRUITCOM with a letter of waiver request as shown in paragraph 8-I-35. Any other substantiating documents and pertinent facts of the case not included in the basic pre-enlistment kit should also be forwarded. To preclude the loss of pre-enlistment documents which are submitted to COMNAVCRUITCOM (Code 33) for waiver, the pre-enlistment documents should be securely stapled to the letter of waiver request. Original documents are not required

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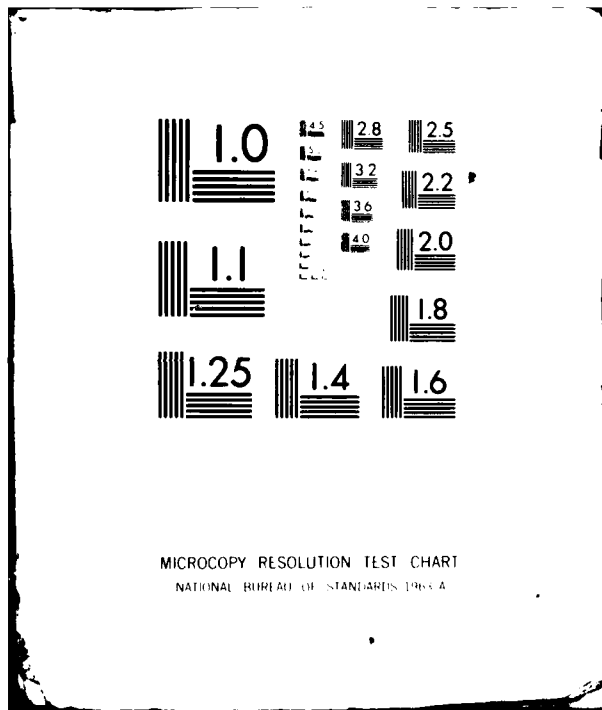
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(photocopies are acceptable) except in the case of drug abuse waivers which require the original and two copies of the USN Drug Abuse Certificate (NAVCRUIT 1133/7), properly executed, and the original of the Drug Abuse Circumstances for Waiver Consideration Questionnaire (NAVCRUIT 1133/8).

(2) Except as provided for in paragraph 1-I-4 of this chapter, in addition to completed forms and documents required by Chapter 8 of this manual, the applicant's pre-enlistment kit must include, where applicable, a handwritten statement by the applicant explaining the circumstances and full details of the following:

(a) The receipt of a disqualifying reenlistment code or other than an honorable discharge.

(b) Any period(s) of lost time or UCMJ conviction(s) including non-judicial punishment awarded during any previous term(s) of military service.

(c) All civil offenses (except minor traffic and minor non-traffic offenses where maximum fine is \$25.00 or less).

(3) Any handwritten statements required by subparagraph (2) above will be included in Item 37 of the DD Form 1966.

c. Telephonic waiver actions are not authorized except as follows:

(1) Nuclear Field telephonic waivers for experimental use of marijuana, minor civil violations, algebra grade deficiencies, and age.

(2) ATF-RM and SUBFARER telephonic waivers for experimental use of marijuana.

d. Waivers of enlistment eligibility requirements or program qualifications indicated as "(NOT Waiverable)," or words to that effect, in this manual are not authorized and should not be requested.

e. Final determination of acceptability for applicants who have been involved with civil authorities will be made after considering the following factors:

(1) Evaluation and recommendation of Commanding Officer

(2) Recruiter's evaluation and recommendation

(3) Nature of offense(s) and degree of participation

- (4) Age at time of offense (s)
- (5) Length of time since last offense
- (6) Established pattern of offenses
- (7) SCREEN Score (where applicable)
- (8) Record of behavior and attendance in school
- (9) Home environment at time of offense(s)
- (10) Applicant's general reputation in his/her community
- (11) Results of home visit, interviews with school officials, probation officers, or other persons who are familiar with the applicant's reputation and standing in the community
- (12) Applicant's motivation towards serving his/her country in the Navy
- (13) Applicant's present attitude toward compliance with laws and regulations
- (14) Applicant's overall eligibility for enlistment (i.e., how many and what type of waivers are required)

f. Requests for waivers submitted to or via Commander, Navy Recruiting Command are received at the Enlisted Programs Division (Code 33). At the time of receipt, all requests are checked for accuracy and completeness. The required information varies depending on the nature of the request. In all cases, required information must be up-to-date and clearly presented. When there is a possibility that information required to act on a request is incomplete or inaccurate, appropriate inquiries will be initiated so that the originator is informed of the need for clarification or additional detail. When the bulk of information received is incomplete, out-dated or clearly erroneous, the entire request will be returned with required action indicated.

g. All recommendations made by the Enlisted Programs Division on requests for waivers are the result of a thorough and careful review by officers assigned to the Division.

(1) In each request reviewed, the specific merits or liabilities of a request are carefully weighed. The "whole man" concept is the general rule followed in deliberations, however, specific information may take precedence in some cases depending on the nature of the request. An important factor in all deliberations is the relative competitiveness of applicants requiring similar waiver consideration.

(2) It would be impossible to list all specific considerations taken by the reviewing officers for each different type of waiver request. Generally, reviewing personnel are looking for specific evidence that the applicant has demonstrated, beyond verbal assurances, an ability to overcome the deficiencies which required a request for waiver. Assumptions on the part of recruiting personnel that certain aspects of an applicant's personality and behavior are inherently clear and understood are often detrimental in that reviewing officers must, of necessity, refrain from making any assumptions of this type.

(3) The single most important aspect of a waiver request is the recommendation made by the commanding officer. While even the strongest recommendation cannot make a non-competitive applicant competitive, it does serve to influence significantly the outcome of determinations when an applicant cannot demonstrate overwhelming potential, yet is not sufficiently below standards as to warrant disapproval of the request. Specific recommendations are desired. An endorsement merely forwarding a request will not be considered a favorable recruiter recommendation.

(4) There is often a feeling that reviewing officers, who do not have personal contact with applicants, disapprove more requests than would field recruiters who are in close personal contact with applicants. Two things are important to remember in this regard. First, requests received at COMNAV-CRUITCOM Headquarters are normally for more serious deficiencies than those for which waiver authority has been delegated to the field level. Second, in all determinations for waiver of eligibility requirements or program qualifications, a detached, objective viewpoint is necessary to ensure that the primary mission of Navy Recruiting Command is achieved successfully.

h. Navy recruiting district commanding officers may authorize their executive officer to grant "by direction" any or all enlistment waivers which are within the CO, NAVCRUIT-DIST's authority to grant. The "by direction" authority must be granted in writing and contain specific guidance concerning scope, procedures and criteria which are consistent with CRUITMAN-ENL and acceptable to the commanding officer.

A) i. Authority of acting commanding officers. Article 0817(1), Navy Regulations, 1973, provides that "an officer who succeeds to command due to incapacity, death, departure on leave, detachment without relief, or absence due to orders from competent authority of the officer detailed to command has the same authority and responsibility as the officer whom he succeeds."

1-6. DOCUMENTATION OF WAIVER APPROVAL

a. When a waiver of any eligibility requirement for enlistment, reenlistment or an enlisted program is authorized, documentation in the applicant's service record must be made.

(1) Except for drug abuse waivers, waivers granted by Commander, Navy Recruiting Command and Navy Recruiting Area Commanders must be documented by inclusion of the original authorization letter in the applicant's service record, by counter signatures of the interviewing officer and the recruiting district commanding officer in Item 35 of the Application for Enlistment (DD Form 1966), if applicable, and by the recruiting district commanding officer's signature in Section VI of the DD Form 1966. Drug abuse waivers must be documented in accordance with paragraph 1-I-4.

(2) Except for drug abuse waivers, waivers granted by Commanding Officer, Navy Recruiting Districts must be documented in the applicant's service record by the Recruiting District Commanding Officer's signature in Item 35 of the Application for Enlistment (DD Form 1966), if applicable, and in Section VI of the Application for Enlistment. Pre-service drug abuse waivers must be documented in accordance with paragraph 1-I-4.

b. Delegation of CO, NAVCRUITDIST's documentation of waiver authority:

(1) Navy recruiting district commanding officers may authorize their executive officer to sign ALL enlistment waivers "by direction." This authority will be in writing and contain specific guidance concerning scope, procedures and criteria which are consistent with CRUITMAN-ENL and acceptable to the commanding officer.

(2) Navy recruiting district commanding officers may authorize their Officer-in-Charge of Class "A" stations to sign enlistment waivers "by direction." This authority will be in writing and contain specific guidance concerning scope, procedures and criteria which are consistent with CRUITMAN-ENL and acceptable to the commanding officer. Additionally, this written authority will specify that the officer-in-charge may only sign "by direction" following case-by-case approval from the parent NAVCRUITDIST CO or XO. The NAVCRUITDIST CO/XO approval will be based on necessary documentation for the waiver. This documentation may be telecopied by the officer-in-charge to the parent NAVCRUITDIST. The approved documentation will be retained by the NAVCRUITDIST and become a permanent part of the applicant's residual file.

(3) The CO, NAVCRUITDIST is required to ensure full compliance with the enlistment waiver "by direction"

authorization. As a minimum, the CO will personally review and document at least 15 percent of the "by direction" waiver case residual files each month. The CO will sign his name in Item 37 of the DD Form 1966, signifying that he has reviewed that waiver case.

(4) The Officer-in-Charge, Standardization and Audit Team (SAT) will, during the NAVCRUITDIST's SAT audit, sample residual files and active kits containing "by direction" enlistment waivers to ensure compliance with COMNAVCRUITCOM policy.

(5) Navy recruiting area commanders will, during the NAVCRUITDIST's administrative inspection, sample residual files and active kits containing "by direction" enlistment waivers to ensure compliance with COMNAVCRUITCOM policy.

c. Except for drug abuse waivers, telephonic waivers granted by COMNAVCRUITCOM and CNO (OP-132D) for eligibility for the Nuclear Field Program must be documented in the applicant's service record. After receiving telephonic approval, the Recruiting District Commanding Officer must sign in Item 35 of the Application for Enlistment (DD Form 1966), if applicable, and in Section VI of the Application for Enlistment. Pre-service drug abuse telephonic waivers must be documented in accordance with paragraph 1-I-4.

d. A copy of any other waiver approval correspondence will be included in the applicant's service record.

e. The AFEEs Liaison Petty Officer will enter appropriate waiver codes in Item 20e of the Application for Enlistment (DD Form 1966) in accordance with instructions contained in Chapter 8, Section I of this manual.

D)

1-7. MANDATORY REJECTION/WAIVERS NOT AUTHORIZED. Applications for enlistment from individuals in the following categories will be rejected:

a. Any applicant who is awaiting trial, awaiting sentence, or on supervised conditional probation or parole.

b. Any applicant who has been placed on probation or given a suspended or deferred sentence contingent on his or her enlistment.

c. Any applicant who has had charges dismissed or who has been released from probation, suspended sentence, or any other form of civil restraint for the purpose of enlisting.

d. Any applicant who has:

(1) been addicted, or physically or mentally dependent on any drug;

(2) been a trafficker of illegal drugs;

(3) abused narcotics within the past year;

(4) abused dangerous drugs within the past six months.

e. Any applicant whose religious beliefs conflict with the principle that voluntary enlistees/reenlistees are subject to unrestricted service on a 24-hour-a-day, seven-day-a-week basis.

f. Any applicant who has reservations about military service due to religious, moral or ethical reasons.

g. A woman applicant who is pregnant.

1-8. TREATMENT OF REJECTED APPLICANTS

a. Rejected applicants must be made to feel that the Navy also regrets that they cannot be accepted and that their interest in the Navy is sincerely appreciated. At any time recruiting personnel consider that the rejection of an applicant may be cause for disrupting good local community relations, all pertinent information bearing on the situation shall be forwarded to the Navy Recruiting District for consideration and further disposition. Those potential rejection cases which are likely to stimulate interest on the part of national or state officials shall be forwarded to COMNAVCRUITCOM (Code 33) for final action.

b. In complying with DOD Instruction 1115.5, Navy recruiting activities will establish mutually satisfactory arrangements with local offices of the State Employment Services by urging those applicants not qualified for enlistment to visit the local State Employment Service Office to obtain assistance in pursuing their civilian careers.

c. The recruiter is responsible for informing an applicant that he does not qualify for enlistment in the active military service.

Source: NAVY RECRUITING MANUAL (ENLISTED), COMNAVCRUITCOM
INST. 1130.8B, CH-6 JULY 1980.



MANPOWER
RESERVE AFFAIRS
AND LOGISTICS
(Military Personnel Policy)

APPENDIX B
OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

WASHINGTON D.C. 20301

19 MAR 1980

Mr. DeQuincey A. Davis
SMC #1205
Naval Postgraduate School
Monterey, California 93940

Dear Mr. Davis:

I am responding to your letter of 18 February 1980 to Senator John Stennis, Chairman of the Senate Armed Services Committee. It appears that only questions 8, 9 and 10 pertain to the Department of Defense.

Congress has established a set of rules governing the enlistment of individuals who have been convicted of a felony. Title 10 United States Code, Section 504, states that "No person who . . . has been convicted of a felony, may be enlisted in an Armed Force. However, the Secretary concerned may authorize exceptions in meritorious cases, for the enlistment of . . . persons convicted of felonies."

Persons convicted of a single felony count may request a waiver to permit their enlistment. The waiver procedure is not automatic, and approval is based on each individual case. Waivers are not granted to individuals who have been convicted of two or more felonies. One of the considerations in determining whether a waiver will be granted is the individual's ability to successfully adjust to civilian life for a period of time following release from judicial constraint.

Although many incarcerated persons would prefer to "serve" their sentence in the military, the Department of Defense must abide by the legal constraints mentioned above. These restrictions apply to volunteers and draftees alike. At the present time, there are no plans to request amendment to Title 10 to allow "immediate" enlistment of new parolees. (See prior correspondence, attached.)

I hope this information answers any questions you may have concerning the enlistment of convicted felons into the U.S. Armed Forces. For answers to your other questions, it is recommended that you contact the Department of Justice, 900 Constitution Avenue NW, Washington, D.C. 20530.

Sincerely,


A. J. Martin
Director
Accession Policy

APPENDIX C

CHARACTERISTICS OF NEW STANDARD MEN

The following is a profile of New Standards men accepted by revised mental standards during the period October 1966 - June 1969, compared to all other men (Control Group).

	<u>NEW STANDARDS MEN</u>	<u>CONTROL GROUP</u>
1. AGE		
Average years	20.3	20.2
2. RACE		
% who were non-White	41.2%	9.1%
3. EDUCATION		
% high school graduates	45.2%	76.4%
Number school grades completed (avg.)	10.6	11.9
% who failed or repeated school grades	47.0%	NA
4. ACADEMIC ABILITY		
Reading, median grade	6.3	10.9
% reading below 4th grade	13.3%	1.1%
Arithmetic, median grade	6.3	NA
5. ARMED FORCES QUALIFICATION TEST		
Median percentile score	13.6	46.8
6. PRE-SERVICE CIVIL COURT CONVICTIONS		
Percent with convictions	9.2%	NA

Civil Court Convictions of New Standards Men

<u>Number of Convictions</u>	<u>Percent of Men</u>
0	90.8%
1	6.1
2 or more	<u>3.1</u>
Total	100.0%

Typical Weekly Income of
New Standards Men Prior to Military Service

<u>Weekly Income \$</u>	<u>Percent of Men</u>
0 (Unemployed)	42.9%
1-20	0.9
21-40	3.1
41-60	10.5
61 and Above	<u>42.6</u>
Total	100.0%

Source: Project 100,000, Character and Performance of New
Standard Men, Office of Secretary of Defense
(Manpower and Reserve Affairs), December 1969.

APPENDIX D

20 March 1980

From: DeQuincey A. Davis, SMC#1205 Naval Postgraduate
School, Monterey, California 93940

To: Director, Department of Corrections

Subj: Parolees in the Military, Studies of

Encl: (1) Questionnaire

Dear Sir:

I am a student and officer attending the Naval Postgraduate School. Presently, I am interested in research of the feasibility for utilizing skilled parolees in the United States Armed Forces from federal and state institutions.

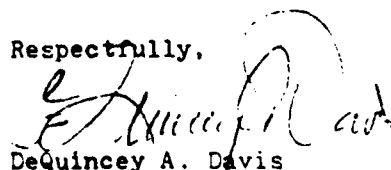
The purpose of my research is to make a comparative analyses of parolee qualifications to meet military requirements as a source to fill billets at various levels of the military service. The placement of parolees today will be beneficial for the taxpayer, the government and at least the individual, whereby he or she regains some recognition into society. Although with an idea of this nature is quite unusual, how long do we continue to let our generation fall by the wayside?

It is very difficult for a parolee to get employment, knowing that the individual had a criminal record. The employer is very reluctant to hire them because of their past and what happens is they return to the institution and consequently, irretrievably lost to society. Millions of taxpayer's dollars are dissipated each year because we as a system, reject them and can not deal with a convicted person. By allowing them a second chance to exhibit their values to society, will drastically reduce the rate of recidivism and other pertinent factors.

It is requested that information be provided in order to develop studies in this area per enclosure (1). Upon completion of my thesis, a copy will be forwarded by request.

Thank you for your cooperation, comments, information, and other referrals.

Respectfully,


DeQuincey A. Davis

QUESTIONNAIRE

1. What type of Educational and Training Programs available to prisoners?
2. What jobs do prisoners and parolees qualify from your Educational and Training Programs?
3. What is the success and failure rate and some causes of the current parole system?
4. What are the rights of parolees?
5. Do parolees have Equal Employment Opportunity rights?
6. What restrictions do parolees have?
7. What is the rate of recidivism?
8. In your opinion, do you feel that a parolee or prisoner would consider active duty military after being incarcerated?
9. Can the law compel a convicted person to serve in the military?
10. If you were considering implementing the alternative for using parolees in the military structure, how would you proposed to implement such source of manpower?
11. What statistical data is available about prisoners and their date of release for parole?
12. What data can you provide regarding the following categories?

AGE RACE TYPE CRIMES EDUCATIONAL ATTAINMENT VETERAN

SKILLS

EXPERIENCES

APPENDIX E

NATION

MILITARY PAY

VS

CIVILIAN PAY

(Pay & allowances
for a married man
with 2 children

(Fed. minimum pay
40 hr week)

\$448.80

\$520.80

Typical Annual Pay

Mil Police Sgt.

Police Sgt.

\$13,200

\$20,000

1st Class Petty Officer
Boiler Tech - 10 years of
service

Boiler Tech.

\$15,200

\$22,700

Computer Programmer
Staff Sgt - 6 years

Computer Programmer

\$14,500

\$23,000

Air Force Captain
8 years

Co-Pilot Major Airline

\$27,800

\$48,000

Source: The Manpower Crisis, Time Magazine, June 9, 1980.

Characteristics and Distribution of Persons Arrested; Arrests by Offense Charged & Age, United States, 1975 (1975 est. population 179,191,000)

APPENDIX F

Offense charged	Grand total all ages	Age										
		under 15	15-18	18-19	20-21	22-23	24-25	26-29	30-34	35-39	40-44	45-49
Total	8,013,645	716,206	2,078,439	475,615	434,962	381,874	347,005	311,059	279,641	262,158	934,210	611,474
Percent *	100.0	8.9	25.9	5.9	5.3	4.8	4.3	3.9	3.5	3.3	11.7	7.6
Criminal homicide												
Murder and negligent manslaughter	16,485	184	1,674	885	852	889	819	798	808	824	3,006	1,854
Manslaughter by negligence	3,041	80	266	209	190	207	166	147	143	109	481	264
Permissible rape	21,963	967	3,863	1,456	1,396	1,422	1,313	1,170	1,069	1,054	4,080	2,157
Robbery	129,748	12,515	44,470	11,791	9,805	8,837	7,656	6,561	5,810	5,223	16,181	6,787
Aggravated assault	202,217	10,600	35,512	10,351	9,874	9,576	9,453	8,827	8,319	8,367	31,083	21,320
Burglary	449,155	60,189	236,192	89,807	28,386	22,185	17,979	15,148	12,670	10,941	32,815	14,649
Larceny-theft	958,938	192,495	432,019	71,228	61,991	43,894	37,173	31,580	27,404	25,162	84,725	45,426
Motor vehicle theft	120,224	17,290	65,664	9,897	6,922	5,480	4,449	3,626	3,059	2,730	8,516	4,073
Violent crime *	370,453	24,166	85,418	24,456	21,927	20,704	19,041	17,350	16,004	15,468	54,952	32,132
Percent *	100.0	6.5	23.1	6.6	5.9	5.6	5.1	4.7	4.3	4.2	14.8	8.7
Property crime *	1,528,317	299,974	733,776	180,232	90,299	71,539	59,601	50,354	43,131	38,833	126,076	64,149
Percent *	100.0	19.6	48.0	7.9	5.9	4.7	3.9	3.3	2.8	2.5	8.3	4.2
Subtotal for above offenses	1,901,811	224,220	819,561	44,997	112,416	92,450	78,808	67,857	59,280	54,410	181,489	96,565
Percent *	100.0	17.1	43.1	7.6	5.9	4.9	4.1	3.6	3.1	2.9	9.5	5.1
Other offenses												
Other assaults	352,648	26,280	69,865	17,817	16,927	16,770	16,823	15,724	14,925	14,510	55,418	36,400
Arson	14,589	4,504	7,727	699	589	515	424	325	319	300	1,112	704
Forgery and counterfeiting	57,803	1,215	7,320	3,768	3,931	3,778	3,680	3,531	3,363	3,284	11,445	5,677
Fraud	146,253	851	4,605	4,065	5,404	6,001	7,312	7,784	8,014	8,447	23,171	22,265
Embezzlement	9,302	157	679	353	331	340	443	587	482	468	1,814	1,406
Stolen property; buying, receiving, possessing	100,903	9,445	32,891	8,781	7,213	6,114	5,218	4,446	4,004	3,680	11,824	6,257
Vandalism	176,865	66,663	116,046	9,415	6,983	5,435	4,514	3,743	3,177	2,920	9,476	5,139
Weapons; carrying, possessing, etc.	130,933	5,127	21,365	7,867	7,200	6,697	6,600	6,198	5,851	5,445	20,201	13,444
Prostitution and commercialized vice	50,229	177	3,262	4,622	4,778	4,953	5,126	4,883	3,828	3,328	9,013	3,459
Sex offenses (except forcible rape and prostitution)	50,837	2,928	16,676	8,379	2,315	2,220	2,201	2,077	1,863	1,761	7,361	5,038
Narcotic drug laws	508,189	16,229	123,657	54,617	49,787	44,163	37,970	32,212	26,949	23,430	66,736	24,940
Gambling	49,449	263	1,783	966	926	1,043	1,169	1,181	1,108	1,191	6,141	6,042
Offenses against family and children	54,332	2,894	6,371	3,812	2,276	2,232	2,253	2,200	2,117	2,387	9,795	7,446
Driving under the influence	908,680	289	17,060	27,995	31,957	23,377	36,778	34,373	33,004	32,119	135,937	110,899
Liquor laws	267,057	9,429	106,812	29,150	28,250	19,750	7,589	6,056	4,883	4,177	12,832	8,567
Drunkennes	1,176,121	4,243	41,457	28,498	35,077	34,231	38,458	33,169	31,223	30,645	127,779	116,400
Disorderly conduct	632,561	34,999	120,378	28,699	41,507	39,030	34,337	33,330	29,411	26,242	96,240	60,965
Vagrancy	89,277	1,266	6,233	8,665	2,473	2,031	2,092	1,933	1,718	1,522	5,036	6,463
All other offenses (except traffic)	1,037,754	95,020	256,508	96,078	62,421	58,113	53,492	48,116	42,953	40,619	137,746	82,463
Suspicion	29,098	2,365	7,718	3,082	2,221	2,031	1,679	1,536	1,411	1,342	3,642	1,726
Curfew and loitering law violations	112,117	29,974	112,117	x	x	x	x	x	x	x	x	x
Runaways	198,817	76,258	188,817	x	x	x	x	x	x	x	x	x

Source: U.S. Department of Justice, Federal Bureau of Investigation, Uniform Crime Reports, 1975

APPENDIX G

U. S. Department of Justice

Federal Prison System

REGISTERED APPRENTICESHIP PROGRAMS

March 30, 1979

Washington, D.C. 20534

MCNEIL ISLAND

Registration
Number-January 8, 1968
N-90004

- | | |
|----------------------|------------------------|
| 1. Auto Mechanic | 8. Radio TV Repairman |
| 2. Baker | 9. Small Engine & Farm |
| 3. Cabinet Maker | Equipment Repairman |
| 4. Cook | 10. Millman* |
| 5. Diesel Mechanic | 11. Painter |
| 6. Furniture Finish- | 12. Pipe Fitter |
| er* | 13. Plumber |
| 7. Machinist* | 14. Upholsterer* |

EL RENO

Registration
Number-July 30, 1970
N-90507

1. Tool & Die Maker*

TALLAHASSEE

Registration
Number-August 6, 1973
0200038

- | | |
|----------------------|------------------------|
| 1. Auto Body Repair- | 6. Metal Fabricator |
| man | 7. Millman* |
| 2. Auto Mechanic | 8. Plumber |
| 3. Bricklayer | 9. Stationary Engineer |
| 4. Cook | |
| 5. Electrician | |

ATLANTA

Registration
Number-September 19, 1973
IV-GA-38

- | | |
|-------------------|----------------------------|
| 1. Auto Mechanic* | 4. Baker |
| 2. Bricklayer | 5. Industrial Electrician* |
| 3. Cook | 6. Commercial Heating - |
| | Air Conditioning |

TERRE HAUTE

Registration
Number-October 25, 1973
N-50038

- | | |
|---------------------|----------------------------|
| 1. Air Conditioning | 7. Maintenance Electrician |
| - Refrigeration | 8. Meat Cutter |
| 2. Baker | 9. Painter (Commercial) |
| 3. Cabinet Maker | 10. Plumber |
| 4. Cook | 11. Sheet Metal Worker |
| 5. Industrial Elec- | |
| trician | |
| 6. Machinist | |

MARION

Registration
Number-March 6, 1974
V-ILL 92168.3

1. Lithographer*
2. Printing Compositor*
3. Printing Pressman*

LEWISBURG

Registration
Number-June 28, 1974
N-90077

- | | |
|---------------------------------------|--|
| 1. Baker | 13. Maintenance Plumber* |
| 2. Barger | 14. Meat Cutter |
| 3. Butcher-Meat
Cutter | 15. Mechanical Drafter* |
| 4. Cook | 16. Millwright* |
| 5. Dental Technician | 17. Offset Press Operator |
| 6. Detailer Drafter* | 18. Painter |
| 7. Electrical Equip-
ment Mechanic | 19. Power Plant Operator |
| 8. Garment Cutter* | 20. Quality Control
Technician* |
| 9. Industrial Sewing | 21. Refrigeration, Air
Conditioning & Heat-
ing Mechanic |
| 10. Machinist | 22. Tool & Die Designer* |
| 11. Maintenance
Carpenter* | 23. Tool & Die Maker* |
| 12. Maintenance
Electrician* | 24. Topographical Drafter* |

FORT WORTH

Registration
Number-November 6, 1974
VI-90815

- | | |
|--|------------------|
| 1. Air Conditioning
- Refrigeration | 4. Electrician |
| 2. Automobile Mech-
anic | 5. Painter |
| 3. Carpenter | 6. Plumber |
| | 7. Cosmetologist |

LOMPOC

Registration
Number-June 6, 1975
N-90084

- | | |
|---|----------------------------------|
| 1. Bindery Finisher* | 9. Litho Platemaker* |
| 2. Bindery Graphics
Arts Finisher* | 10. Litho Stripper* |
| 3. Litho Dot Etcher* | 11. Litho Web Press
Operator* |
| 4. Litho Camera
Operator* | 12. Photoengraving |
| 5. Litho Press Feeder
(Sheet Fed Metal)* | 13. Proof Press Operator* |
| 6. Litho Press Feeder*
(Sheet Fed Paper) | 14. Rotogravure* |
| 7. Litho Press
Operator* (Sheet
Fed Metal) | 15. Machinist |
| 8. Litho Press Operator
Operator* (Sheet
Fed Paper) | |

LEXINGTON

Registration
Number-September 29, 1975
N-90088

- | | |
|---------------------------------|--------------------------|
| 1. Air Conditioning | 10. Electrician |
| - Refrigeration | 11. Machinist |
| 2. Automobile Mechanic | 12. Meat Cutter |
| 3. Baker | 13. Painter |
| 4. Bricklayer | 14. Plasterer |
| 5. Cabinet Maker | 15. Plumber |
| 6. Carpenter | 16. Power House Operator |
| 7. Cement Finisher | 17. Sheet Metal Worker |
| 8. Cook | |
| 9. Dental Laboratory Technician | |

MILAN

Registration
Number-March 15, 1976
N-10091

1. Carpenter

OXFORD

Registration
Number-September 9, 1976
N-90095

1. Cook
2. Drafter*

LEAVENWORTH

Registration
Number-January 19, 1977
N-91031

- | | |
|---------------------|------------|
| 1. Carpenter | 3. Painter |
| 2. Drywall Finisher | 4. Cook |

TERMINAL ISLAND

Registration
Number-March 9, 1977
DAS 01436

1. Bricklayer

DANBURY

Registration
Number-April 5, 1977
N-91034

- | | |
|---------------|--------------|
| 1. Cook | 4. Carpenter |
| 2. Painter | |
| 3. Machinist* | |

ASHLAND

Registration
Number-July 22, 1977

- | | |
|-------------------------------------|-------------------------|
| 1. Bricklayer | 9. Drafter |
| 2. Carpenter | 10. Automobile Mechanic |
| 3. Electrician | 11. Machinist |
| 4. Plumber | 12. Dental Technician |
| 5. Painter | 13. Baker |
| 6. Cabinet Maker | 14. Cook |
| 7. Air Conditioning - Refrigeration | 15. Powerhouse Operator |
| 8. Steam Fitter | 16. Auto Body Repairman |

SPRINGFIELD

Registration
Number-July 22, 1977
N-91039

1. Baker
2. Meat Cutter

3. Plumber
4. Sheet Metal/Refrigeration and Air Conditioning Mechanic

ALDERSON

Registration
Number-July 17, 1978
N-91057

1. Automobile Mechanic
2. Electrician
3. Painter

4. Plumber
5. Power House Operator
6. Steam Fitter

BUTNER

Registration
Number-January 8, 1979
N-91064

1. Cook
2. Electrician
3. Painter

PLEASANTON

Registration
Number-January 17, 1979
N-91065

1. Stationary Engineer

MORGANTOWN

Registration
Number-February 12, 1979
N-91066

1. Cook
2. Drafter
3. Heating & Air Conditioning
4. Off-set Press Operator

5. Painter
6. Plumber
7. Upholsterer*
8. Baker

TEXARKANA

Registration
Number-February 27, 1979
N-91067

1. Cook
2. Automobile Mechanic
3. Plumber
4. Machinist Wood*

NOTE: Trades marked with * asterisks are sponsored by Federal Prison Industries, Inc.

APPENDIX G

OCCUPATIONAL PROGRAMS -- BY INSTITUTION

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Alderson	Certified Medical Laboratory Technology	International Medical Technologists
	Data Processing	West Virginia State Board of Education
Alderson	Accounting	
	Business Machines	
	Medical Clerical Training	
	National Cash Register Training	
	Office Practices	
	Record Keeping	
	Shorthand	
	Stenotype (Court Reporting)	
	Typing	
	Auto Mechanics	
	Electricity	
	Painting	Bureau of Apprenticeship & Training
	Plumbing	
	Powerhouse Operation	
	Steamfitting	
	Cosmetology	
Allenwood	Auto Body Repair	Pennsylvania State Department of Education
	Auto Mechanics	
	Carpentry and Woodworking	
	Computer Programming	
	Drafting	
	Electrical	
	Electronics	
	Machine Shop	
	Masonry	
	Plumbing	
	Real Estate	
	Refrigeration and Air Conditioning	
	Small Business Management	
	Small Gas Engine Repair	
	Welding	

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Butner	Basic Electronics Communications Heating and Air Conditioning Optical Mechanics Typing Baking Cooking Electricity Electronics Painting Stationary Engineering	North Carolina Department of Education Bureau of Apprenticeship & Training
Chicago	Radio and Television Com- munication Typing	
Danbury	Typing Carpentry Cooking Painting Lawn and Garden Repair Offset Printing Small Engine Repair (marine and industrial) Welding Truck Driving Simulator Training Truck Driving Theory	Office of Adult Education Bureau of Apprenticeship & Training Connecticut State Depart- ment of Vocational Education Connecticut State Depart- ment of Vocation U. S. Department of Transportation
Eglin	Baking Cooking Private Pilot Ground School	Bureau of Apprenticeship & Training Federal Aviation Administration
El Reno	Auto Mechanics Building Construction Food Preparation Heating and Air Conditioning Machine Shop Meat Processing Welding Tool and Die Making	Oklahoma State Board of Vocational and Tech- nical Education Bureau of Apprenticeship & Training

<u>Institution</u>	<u>Occupation Education Program</u>	<u>Accrediting Agency</u>
Lewisburg	Air Conditioning and Heating Installation	National Fuel Oil Association
	Central Dental Laboratory Technology	National Dental Assoc. & Williamsport Area Community College
	Building Construction Estimating	Williamsport Area Community College
	Food Service Management	
	Small Engine Repair	
	Baking	
	Barbering	
	Butchering	
	Carpentry-Maintenance	
	Cooking	
	Dental Technology	
	Drafting--Detail	
	Drafting--Mechanical	
	Drafting--Topographical	
	Electricity--Maintenance	
	Electronic Equipment Mechanics	
	Farm Machinery Repair	
	Garment Cutting	Bureau of Apprenticeship & Training
	Industrial Sewing Machine Repair	
	Masonry	
	Meat Cutting	
	Millwright	
	Offset Printing	
	Painting	
	Plumbing--Maintenance	
	Powerhouse	
	Quality Control Technology	
	Refrigeration and Air Conditioning	
	Tool and Die Design	
	Tool and Die Design	
Lexington	Technical Illustrating	Central Kentucky Vocational School
	Air Conditioning & Refrigeration	
	Auto Mechanics	
	Baking	
	Carpentry	
	Cement Finishing	
	Cooking	
	Dental Laboratory Technology	Bureau of Apprenticeship & Training
	Electricity	
	Masonry	
	Painting	
	Plumbing	
	Powerhouse	
	Sheet Metal	

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Lompoc	Barbering Business Education Heating & Air Conditioning Solar Energy Heating & Cooling Electronics Lithography & Related Trades Machine Shop Small Engine Repair Welding	State of California Board of Barber Examiners Federal Communications Commission Bureau of Apprenticeship & Training Allan Hancock Junior College American Welding Society American Society of Mechanical Engineers & Los Angeles City Certification
Marion	Composition Lithography Offset Printing	Bureau of Apprenticeship & Training
Marion Camp	Automotive Tune-up Front-end Alignment Small Engine Repair	
Maxwell	Welding Brick Masonry Electronics Emergency Medical Training	Southern Association of Colleges and Schools
McNeil Island	Electronics Meat Cutting Small Engine Repair Baking Cabinet Making Cooking Diesel Mechanics Machinist Painting Plumbing/Pipefitting Radio-Television Repair Steamfitting Welding	Bureau of Apprenticeship & Training

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Miami (Con.)	Production Machine Operating Record Keeping Refrigeration, Heating & Air Conditioning Sales Processing Small Engine Repair and Service Soldering and Welding Typing	
Milan	Private Pilot Ground School	Federal Aviation Adminis- tration
	Auto Services M,N	Total Program Certified
	Building Trades M	by the NORTH CENTRAL
	Graphic Arts M	ASSOCIATION OF COLLEGES
	Machine Shop M	AND SCHOOLS -- additional
	Upholstery	accrediting agencies:
	Welding	M--Milan Area Schools
		N--National Institute for
		Automotive Service
		Excellences
	Carpentry M	Bureau of Apprenticeship
		& Training
	Computer Programming	Cearly College, Ypsilanti
Morgantown	Apprenticeship Drafting	Fairmont State College
	Apprenticeship Graphic Arts	
	Business Education	Fairmont State College
	Welding	American Welding Associa- tion, Fairmont State College and American Society of Engineers
New York	Audio Visual Training	
Oxford	Auto Mechanics	
	Drafting	
	Electronics	Mid-State Technical
	Welding	College
	Food Service Training	Fox Valley Technical Institute

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Petersburg	Air Conditioning & Refrigeration Auto Body Repair Auto Mechanics Barbering Machine Shop Masonry Welding	Virginia Board of Education
Pleasanton	Culinary Arts Stationary Engineering Business Cashier Merchandising Cosmetology Industrial Sewing Mass Communications	Bureau of Apprenticeship & Training Amador Valley Joint Union High School District
Safford	None	
San Diego	None	
Sandstone	Auto Mechanics Building Trades Drafting Printing Welding	American Institute of Design & Drafting Bureau of Apprenticeship & Training Hutchinson Vocational Technical Institute & American Welding Society
Seagoville	Auto Mechanics Welding Bookkeeping Cabinet Making Commercial Art Graphics Heating & Air Conditioning Machine Shop Radio and Television Servicing Real Estate	National Institute for Automotive Service Ex- cellence & Chrysler, Ford & General Motors Tests Texas Testing Laboratories, Inc. National Association of Trade & Technical Schools

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Seagoville (Con.)	Auto Body and Fender Repair Electricity Offset Printing Plumbing Welding Aviation Ground School	Texas Department of Education Federal Aviation Administration
Springfield	Air Cooled Engine Repair Auto Ait Conditioning Auto/Transmission Repair Motorcycle Mechanics Baking Cooking Meat Cutting Pipefitting Plumbing Sheet Metal/Air Conditioning Steamfitting Hospital Attendant X-Ray Technology Private Pilot Ground School	Bureau of Apprenticeship & Training American Registry of Clinical Radiological Technologists Federal Aviation Administration
Tallahassee	Auto Body Repair Auto Mechanics Barbering Bricklaying Cabinet Making Machinist Mechanical Drawing Refrigeration and Air Conditioning Typing Welding Typing Masonry Baking	Florida State Department of Education Lively Vocational School Florida Apprenticeship Council Bureau of Apprenticeship & Training

<u>Institution</u>	<u>Occupational Education Program</u>	<u>Accrediting Agency</u>
Texarkana (Con.)	Basic Electricity Communication Skills Drafting Occupational Math Printing Auto Mechanics Cooking Plumbing Woodworking	 Bureau of Apprenticeship & Training

APPENDIX H

Form H-3
(Rev. 4-74)

OFFENSE CHARACTERISTICS (Severity of Offense Behavior) (Examples)	ADULT Candidate for Release Making Average Total Time Served Before Release (Including Jail Time)			
	Very Good (1-3)	Good (4-6)	Fair (6-8)	Poor (9-11)
LOW Immigration Law Violations Minor Theft (Hand-to-hand and simple possession of stolen property less than \$1,000) Walkways LOW-MODERATE Alcohol Law Violations Counterfeit Currency (Passing: Possession less than \$1,000) Drugs Marijuana, Possession (less than \$500) Firearms Act, Possession, Purchase, Sale single weapon not altered or machine gun Forgery, Fraud (less than \$1,000) Income Tax Evasion (less than \$3,000) Selective Service Act Violations Theft From Mail (less than \$1,000)	6-10 months	8-12 months	10-14 months	12-16 months
MODERATE Bribery of Public Officials Counterfeit Currency (Passing: Possession \$1,000-\$19,999) Drugs "Hard Drugs," Possession by drug user (less than \$500) Marijuana, Possession (\$500 or more) Marijuana, Sale (less than \$5,000) "Soft Drugs," Possession (less than \$5,000) "Soft Drugs," Sale (less than \$5,000) Embezzlement (less than \$20,000) Explosives, Possession, Transportation Firearms Act, Possession, Purchase, Sale altered weapon(s), machine gun(s), or multiple weapons Income Tax Evasion (\$2,000-\$99,999) Interstate Transportation of Stolen, Forged Securities (less than \$20,000) Mailing Threatening Communications Misprision of Felony Receiving Stolen Property With Intent to Resell (less than \$20,000) Smuggler of Aliens Theft, Forgery, Fraud (\$1,000-\$19,999) Theft of Motor Vehicle (Not Multiple Theft or for Resale)	8-12 months	12-16 months	16-20 months	20-25 months
HIGH Burglary of Dwelling (other than Embezzlement) From Bank or Post Office Counterfeit Currency (Passing: Possession \$20,000 or more) Counterfeiting (Manufacturing) Drugs "Hard Drugs," Possession by drug dependent user (\$500 or more) "Hard Drugs," Sale To Support Own Habit Marijuana, Sale (\$5,000 or more) "Soft Drugs," Possession (\$5,000 or more) "Soft Drugs," Sale (\$5,000-\$50,000) Embezzlement (\$20,000-\$100,000) Interstate Transportation of Stolen, Forged Securities (\$20,000-\$100,000) Mann Act (No Force, Commercial Purpose) Organized Vehicle Theft Receiving Stolen Property (\$20,000-\$100,000) Robbery (No Weapon or Injury) Theft, Forgery, Fraud (\$20,000-\$100,000)	12-16 months	16-20 months	20-24 months	24-30 months
VERY HIGH Robbery (Weapon) Drugs "Hard Drugs," Possession by non drug dependent user (\$500 or more) or by non user (any quantity) "Hard Drugs," Sale for Profit (No Prior conviction for Sale of "Hard Drugs") "Soft Drugs," Sale (more than \$50,000) Extortion Mann Act (Force) Sexual Act (Force)	16-20 months	20-26 months	26-32 months	32-38 months
GREATEST Aggravated Felony (e.g. Robbery, Sexual Act, Assault, Weapon Fired, Serious Injury, Aircraft Hijacking) Drugs "Hard Drugs," Sale for Profit (Prior conviction for Sale of "Hard Drugs") Espionage Explosives (Detonation) Kidnapping Withal Homosex	26-36 months	36-45 months	45-55 months	55-65 months
(Greater than above—however, specific ranges are not given due to the limited number of cases and the extreme variations in severity possible within the category)				

NOTES: (1) If an offense is not listed above, the proper category may be obtained by comparing the severity of the offense behavior with those of similar offenses listed.
(2) If an offense behavior can be classified under more than one category, the most serious applicable category is to be used.
(3) If an offense behavior involves multiple, separate offenses, the severity level may be increased.
(4) If an offense behavior is to be given, allow an extra (1 month) for release program provision.
(5) The above categories are predicated upon good institutional conduct and program performance.
(6) "Hard Drugs" include heroin, cocaine, morphine or opiate derivatives, and synthetic opiate substitutes.

YOUTH

Guidelines for Decision Making
Average Total Time Served Before Release (Including Jail Time)

OFFENSE CHARACTERISTICS Severity of Offense Behavior (Examples)	OFFENDER CHARACTERISTICS Parole Probation (Salient Factor Scores)			
	Very Good (11-30)	Good (8-9)	Fair (5-4)	Poor (2-3)
LOW Immigration Law Violations Minor Theft (Theft of cash, jewelry, and simple possession of stolen property less than \$1,000) Walkaway	6-10 months	8-12 months	10-14 months	12-16 months
LOW-MODERATE Alcohol Law Violations Counterfeit Currency (Passing, Possession less than \$1,000) Drugs Marijuana, Possession (less than \$500) Firearms Act, Possession, Purchase, Sale single weapon, not altered or machine gun Forgery, Fraud (less than \$1,000) Income Tax Evasion (less than \$3,000) Selective Service Act Violations Theft From Mail (less than \$1,000)	8-12 months	12-16 months	16-20 months	20-25 months
MODERATE Bribery of Public Officials Counterfeit Currency (Passing, Possession \$1,000-\$10,000) Drugs "Hard Drugs," Possession by drug user (less than \$500) Marijuana, Possession (\$500 or more) Marijuana, Sale (less than \$5,000) "Soft Drugs," Possession (less than \$5,000) "Soft Drugs," Sale (less than \$500) Embezzlement (less than \$20,000) Explosives, Possession/Transportation Firearms Act, Possession/Purchase/Sale altered weapons, machine gun(s), or multiple weapons Income Tax Evasion (\$1,000-\$50,000) Interstate Transportation of Stolen/Forged Securities (less than \$20,000) Mailing Threatening Communications Misprision of Felony Receiving Stolen Property With Intent to Resell (less than \$20,000) Smuggler of Aliens Theft, Forgery/Fraud (1,000-\$2,500) Theft of Motor Vehicle (Not Multiple Theft or for Resale)	9-13 months	13-17 months	17-21 months	21-26 months
HIGH Burglary or Larceny (Other than Embezzlement) From Bank or Post Office Counterfeit Currency (Passing, Possession \$20,000 or more) Counterfeiting (Manufacturing) Drugs "Hard Drugs," Possession by drug dependent user (\$500 or more) "Hard Drugs," Sale, To Support Own Habit Marijuana, Sale (\$500 or more) "Soft Drugs," Possession (\$5,000 or more) "Soft Drugs," Sale (\$500-\$5,000) Embezzlement (\$20,000-\$100,000) Interstate Transportation of Stolen/Forged Securities (\$20,000-\$100,000) Mann Act (No Force, Commercial Purposes) Organized Vehicle Theft Receiving Stolen Property (\$20,000-\$100,000) Ransom (No Weapon or Injury) Theft, Forgery/Fraud (\$20,000-\$100,000)	12-16 months	16-20 months	20-24 months	24-28 months
VERY HIGH Robbery (Weapon) Drugs "Hard Drugs," Possession by non drug dependent user (\$500 or more) or by non user (any quantity) "Hard Drugs," Sale for Profit (No Prior conviction for Sale of "Hard Drugs") "Soft Drugs," Sale (more than \$5,000) Extortion Mann Act (Force) Sexual Act (Force)	20-27 months	27-32 months	32-36 months	36-42 months
GREATEST Aggravated Felony (e.g. Robbery, Sexual Act, Assault) Weapon Fired or Serious Injury Aircraft Hijacking Drugs "Hard Drugs," Sale for Profit (Prior conviction for Sale of "Hard Drugs") Espionage Explosives (Detonation) Kidnapping Willful Homicide	(Greater than above—however, specific ranges are not given due to the limited number of cases and the extreme variations in severity possible within the category)			

NOTES (1) If an offense is not listed above, the proper category may be obtained by comparing the severity of the offense behavior with those of similar offenses listed.
(2) If an offense behavior can be classified under more than one category, the most serious applicable category is to be used.
(3) If an offense behavior involved multiple separate offenses, the severity level may be increased.
(4) If a continuance is to be given, allow 30 days (1 month) for release program provision.
(5) These guidelines are predicated upon good institutional conduct and program performance.
(6) "Hard Drugs" include heroin, cocaine, morphine or opiate derivatives, and synthetic opiate substitutes.

APPENDIX I

SALIENT FACTOR SCORE

Case Name	Register Number
Item A	☐
No prior convictions (adult or juvenile) = 2	
One or two prior convictions = 1	
Three or more prior convictions = 0	
Item B	☐
No prior incarcerations (adult or juvenile) = 2	
One or two prior incarcerations = 1	
Three or more prior incarcerations = 0	
Item C	☐
Age at first commitment (adult or juvenile) 18 years or older = 1	
Otherwise = 0	
Item D	☐
Commitment offense did not involve auto theft = 1	
Otherwise = 0	
Item E	☐
Never had parole revoked or been committed for a new offense while on parole = 1	
Otherwise = 0	
Item F	☐
No history of heroin or opiate dependence = 1	
Otherwise = 0	
Item G	☐
Has completed 12th grade or received GED = 1	
Otherwise = 0	
Item H	☐
Verified employment (or full-time school attendance) for a total of at least 6 months during the last 2 years in the community = 1	
Otherwise = 0	
Item I	☐
Release plan to live with spouse and/or children = 1	
Otherwise = 0	
Total Score	☐

APPENDIX J

MARINE CORPS RESERVE ENLISTED STRENGTH SHORTAGES* SELECTED CAREER MANAGEMENT FIELD (000)

<u>CAREER FIELD</u>	<u>REQ</u>	<u>INV</u>	<u>SHORTAGES</u>	<u>% SH/REQ</u>
Total	21.4	13.0	8.4	39
03-Infnty	8.7	5.5	3.2	37
04-Logistics	.3	.1	.2	67
08-Arty	1.7	.9	.8	46
13-Engr	2.3	2.0	.3	13
18-Tank/Amphib	1.3	.6	.7	54
21-Ordnance	.7	.4	.3	36
25-Op Comm	4.0	2.4	1.6	40
26-Telecomm Maint	.7	.3	.4	65
60-Aircraft Maint	1.6	1.1	.5	29

*As of 31 December 1976

AIR FORCE RESERVE AIR NATIONAL GUARD ENLISTED STRENGTH SHORTAGES* SELECTED CAREER MANAGEMENT FIELDS (000)

<u>CAREER FIELD</u>	<u>REQ</u>	<u>INV</u>	<u>SHORTAGES</u>	<u>% SH/REQ</u>
Total	17.4	13.6	3.8	21
11-AirCrew Ops	4.2	3.4	.8	19
56-Sanitation	.3	.2	.1	33
57-Fire Protectn	.9	.7	.2	20
60-Transp	9.2	7.4	1.8	20
62-Food Service	3.0	1.8	1.2	40

*As of 31 December 1976

U.S. COAST GUARD RESERVE
ENLISTED STRENGTH SHORTAGES*
SELECTED CAREER MANAGEMENT FIELD

<u>CAREER FIELD</u>	<u>REQ</u>	<u>INV</u>	<u>SHORTAGE</u>	<u>% OF TOTAL</u>
Total	16.5	6.9	9.6	58
BOATSWAIN MATE	2.0	1.4	.6	33
RADAR MAN	.2	.1	.1	50
GUNNERSMATE	.3	.1	.2	67
MACHINERY TECH	2.5	1.5	1.0	40
SUBSISTENCE SPEC	.4	.2	.2	50
RADIOMAN	.6	.2	.4	67
SEAMAN/FIREMAN	6.9	1.3	5.6	80
PORT SECURITY	3.0	2.0	1.0	33
INVESTIGATOR	.4	0	.4	100

*As of December 31, 1976

ENLISTED STRENGTH SHORTAGES
SELECTED CAREER MANAGEMENT FIELDS*
ARMY RESERVE AND ARMY NATIONAL GUARD
(000)

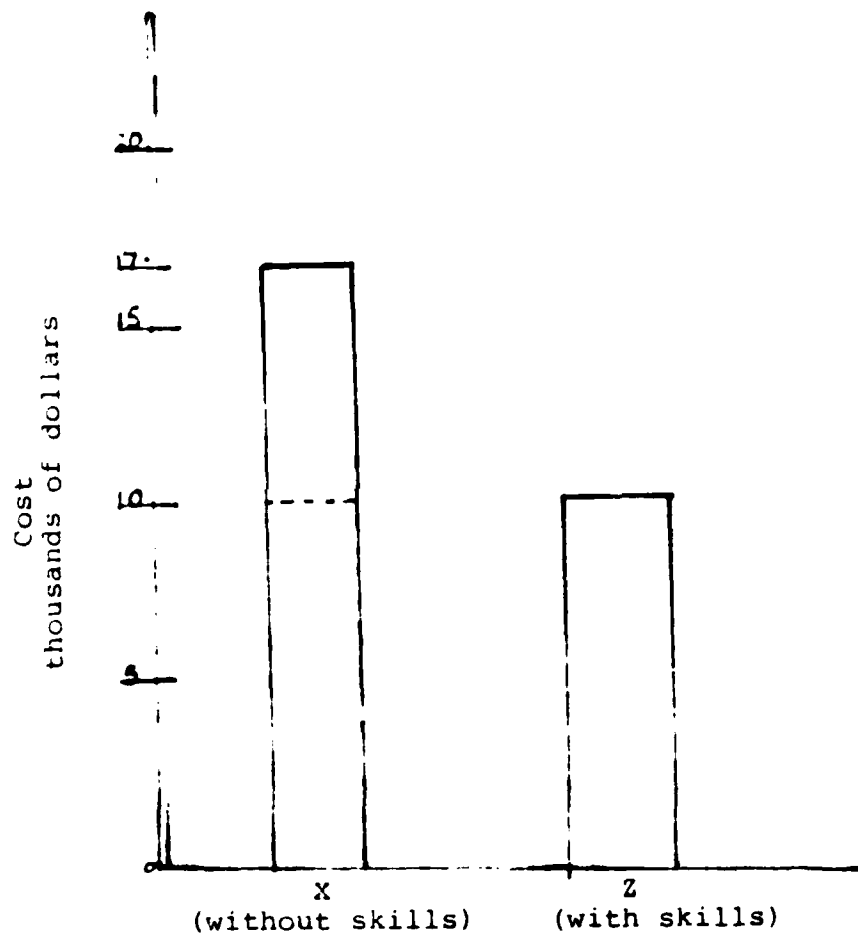
<u>CAREER FIELD</u>	<u>REQ</u>	<u>INV</u>	<u>SHORTAGE</u>	<u>% SH/REQ</u>
Total	304.8	207.1	97.6	32
11-Manuver				
combat arms	115.1	81.1	34.0	30
13-Field Arty	41.5	24.9	16.6	40
12-Combat Engr	34.2	22.0	12.2	36
16-ADA	5.2	3.1	2.1	40
51-Gen Engr	29.4	19.7	9.7	33
52-Pwr Prodn	6.4	3.2	3.2	50
55-Wire/Ctrl				
Maintenance	13.8	9.9	3.9	28
64-Transptn	14.6	9.9	4.7	32
67-Aviation	2.5	1.0	1.5	60
72-Telecom	16.5	14.2	2.3	14
76-Supply/Srve	25.6	18.2	7.3	29

*As of 28 February 1977

Source: Reserve Compensation System Study, OSD (Manpower, Reserve Affairs and Logistics), 30 June 1978.

APPENDIX K

ESTIMATED TRAINING COST FOR ENLISTED BILLET BASIC AND SPECIALIZED SKILL



X Non Prior Service (NPS) Raw Recruit

Z Non Prior Service Special (NPSS) Special Recruit with Skill

* Computed based upon approximation

Source: Military Manpower Training Report for FY 1977.

APPENDIX L

DEPARTMENT OF DEFENSE RECRUIT AND SPECIALIZED SKILL TRAINING AND SUPPORT COSTS PER STUDENT; STAFF-STUDENT RATIOS FISCAL YEAR 1977

	Army	Navy	Marine Corps	Air Force
<u>Recruit Training</u>				
Weekly Training and Support Costs per Student <u>a/</u>	\$140	\$60	\$78	\$95
Approximate Training and Support Costs per Graduate <u>b/</u>	\$980	\$540	\$858	\$570
Staff-Student Ratio	1:1.8	1:3.4	1:2.9	1:3.7
<u>Specialized Skill Training</u>				
Weekly Training and Support Costs per Student <u>a/</u>	\$249	\$167	\$202	\$255
Approximate Training and Support Costs per Graduate <u>b/</u>	\$2,316	\$685	\$2,161	\$2,295
Staff-Student Ratio	1:1.4	1:1.6	1:1.3	1:1.3

Sources: Derived from data published in the Military Manpower Training Report for FY 1977, Department of Defense, March 1976, p. IX-3; and Senate Armed Services Committee, Hearings on the Fiscal Year 1977 Defense Authorization, 94-2, 1976, Part 7, pp. 4467, 4484.

a/ Excludes student pay and allowances.

b/ Cost per student-week times average length of training. Also excludes student pay and allowances. This measure does not fully reflect losses during training (trainees who fail to graduate). True costs per graduate would be higher due to these losses and to the addition of student pay and allowances.

APPENDIX M

ENLISTED OCCUPATIONAL GROUPS AND COMPARABLE CIVILIAN OCCUPATIONS

ENLISTED OCCUPATIONAL GROUP	CIVILIAN EQUIVALENTS (1960 CENSUS)
Aircraft and A/C engine mechanics and repairmen	Airplane mechanics and repairmen
Electronics maintenance technicians	Technicians, electrical & Electronic: radio and television mechanics and repairmen
Electronics equipment operators	Radio operators
Medical and dental	Medical and dental technicians: attendants, hospitals and other institutions; therapists & healers, N.F.C. attendants, physicians' and dentists' offices
Ship operating crafts	Sailors and deck hands: boatmen
General administrative and clerical	Clerical and kindred workers, N.E.C.: secretaries; typists; file clerks, stenographers
Supply	Stock clerks and storekeepers; shipping and receiving clerks
Food service	Cooks; bakers; meat cutters; kitchen workers, N.E.C., waiters; counter and fountain workers; housekeepers and stewards.
Security	Protective service occupations, excluding firemen
Automotive mechanics and repairmen	Automobile mechanics and repairmen
Personnel	Personnel and labor relations workers
Firefighting	Firemen, fire protection
Surveyors and draftsmen	Draftsmen; surveyors; chainmen, rodmen and axmen, surveying
Construction and utilities	All construction craftsmen and apprentices: air conditioning, heat and refrigeration mechanics; power station operators; stationary firemen
Motor transport operators	Bus drivers; taxi drivers and chauffeurs; truck and tractor drivers
Metal working	Machinists; welders and flame cutters; tinsmiths, coppersmiths and sheet metal workers; blacksmiths; heat treaters, etc.: apprentices
Printing	Compositors and typesetters; pressmen; photoengraving, lithographers; photographic process workers; apprentices

Source: Wool, Harold, The Military Specialist Skilled Manpower for the Armed Forces, The John Hopkins Press, 1968.

APPENDIX N

CALCULATIONS OF WELFARE PAYMENTS

MEMBERS IN FAMILY	BASIC COST + FOOD STAMPS	# OF INMATES	TOTAL DOLLARS
1	\$262	30,784	\$ 8.1
2	\$351	32,708	11.5
3	\$450	23,088	10.4
4	\$539	28,860	15.6
5*	\$401*	1,924	<u>.8</u> \$46.4 million

*Average # Members from One Through Four
and the Average Basic Cost Plus Food Stamps

Source: Public Information Office, Department of Welfare,
Salinas, California and a Percentage of the National
Prisoner Statistics, Special Report, March 1976.

APPENDIX O

ARMED FORCES CALCULATION OF PAYMENTS

RATE	SALARY	BAQ/DEP	BAQ/ WITHOUT DEP	# INDIVIDUALS BAS
E-1	\$449	\$161	\$92	192,400 \$96.30

WITH DEPENDENTS: SALARY IS \$706 117,364
TOTAL: \$82.8 million

WITHOUT DEPENDENTS: SALARY IS \$541 75,036
TOTAL: \$40.5 million
TAXABLE REVENUE: \$123.3 million

Source: Active Duty Military Pay Table (1 October 1979)

APPENDIX P

INMATES WHO WERE SELF-SUPPORTING PRIOR TO ARREST BY NUMBER OF DEPENDENTS

<u># OF DEPENDENTS</u>	<u># OF INMATES</u>	<u>% OF INMATES</u>
Total	146,500	100
0	57,800	39
1	23,900	16
2	24,100	17
3	17,700	12
4 or more	22,200	15
Not Reported	800	1

Source: National Prisoner Statistics, Special Report,
March 1976

PERCENTAGE OF INMATES BY DEPENDENTS

<u>% OF INMATES</u>	<u>DEPENDENTS</u>	<u>INMATES</u>
Total		
100	-	192,400
39	0	75,036
16	1	30,784
17	2	32,708
12	3	23,088
15	4 or more	28,860
1	Not Reported	1,924
<u>100</u>		<u>192,400</u>

APPENDIX Q

WELFARE PAYMENTS STATE OF CALIFORNIA

#MEMBER IN FAMILY		BASIC MO. COST +	FOOD STAMPS +	MEDICAL CARE
*	1	\$252	10	unknown
**	2	\$331	20	unknown
***	3	\$410	40	unknown
****	4	\$487	52	unknown
*	wife			
**	wife & child			
***	wife & 2 children			
****	wife & 3 children			

Source: Public Information Office, Salinas Dept. of Welfare

APPENDIX R

QUESTIONNAIRE

1. Age: _____
2. Physical Condition: _____ Excellent, _____ Good, _____ Fair, _____ Poor.
3. Highest Grade Completed: _____
4. College degree: _____ Yes, _____ No, _____ Some college.
5. Work Experiences and length of each: _____
6. Vocational Skills: _____
7. Crimes committed: _____
8. Have you ever been paroled? _____ Yes, _____ No.
9. Married: _____, Single: _____, Divorced: _____.
Any children? _____ Yes, _____ No. How many? _____.
10. What activities do you like to participate in? _____
11. Would you enlist in the Armed Force, using the skill you possess, a minimum of 1 - 5 years? (Check One Below)
Quite Willing: _____
Willing: _____
Not Willing: _____ (If this one is checked, Stop Here and return to me)
12. How long would you consider other than the minimum above for enlisting in the Armed Forces. _____

13. What service would you consider for enlistment?

AIR FORCE: _____, US ARMY: _____, US MARINES: _____, US NAVY: _____,
MILITARY RESERVES: _____

14. Could this opportunity help you re-establish yourself in society?

Why? _____

15. Additional Comments is appreciated:

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Chairman of the Rehabilitation Board, Georgia
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| 13. | Commissioner Dave Evans
Department of Offender Rehabilitation
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