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SELECTION AND TRAINING OF PENAL PERSONNEL
IN VICTORIA (AUSTRALIA)

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UNITED NATIONS

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In accordance with the tradition of past Congresses, it has been possible to secure the co-operation of certain national prison administrations for the printing of documentation for the First United Nations Congress on the prevention of crime and the treatment of offenders, which is from an historical point of view the Thirteenth International Penal and Penitentiary Congress. Thus the present report has been generously printed by the Federal Bureau of Prisons of the United States of America, in the prison printing plant at Leavenworth, Kansas.

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In Victoria, the Penal Department is a branch of the Chief Secretary's Department. It is administered by the Inspector-General, who subject to the Gaols Act and the control of the Governor in Council, is responsible for all gaols and prisons including reformatory prisons.

While the Public Service Board is the authority responsible for the appointment of all personnel, the selection and training of such personnel is vested in the centralized penal administration under the direction of the Inspector-General.

In practice, the initial selection of most categories of staff and all subsequent training is the responsibility of the Chief Education and Training Officer, a full time member of the penal administration.

This officer is at present reviewing and reorganising the overall system of staff training and some parts of the training scheme outlined below are only in the course of being implemented at present.

I. CATEGORIES OF STAFF

A. Central Administration

The Central Administration consists of the Inspector-General, the Deputy Inspector-General, the Chief Education and Training Officer, the Supervisor of Industries, the Welfare Officer, the Medical Department, the Chief Clerk and the clerical officers at Head Office.

Their functions are as follows:

Deputy Inspector-General

Chief Education and Training Officer: responsible for the

vocational, academic, cultural and recreational training programmes in all institutions, as well as for the recruitment and training of the staff.

Supervisor of Industries: responsible for the co-ordination of all secondary industries and the supervision of overseers of such industries.

Welfare Officer

Medical Officer: Health Department.

Chief Clerk: responsible for head office clerical administration.

B. Institutional Staff

Higher Executives: e.g., Governors, Deputy-Governors, Superintendents, Matrons, sub-Matrons.

Custodial Staff

Specialized Staff: e.g., hospital staff, overseers and assistant overseers of secondary industries, officers in charge of rural industries (poultry, sheep, cattle, crops, etc.), classification staff, needlework instructress, domestic economy instructress, etc.

Instruction Staff:

- academic education: full time teachers;
part time teachers;
- vocational training: part time technical teachers;
overseers of secondary and rural industries;
part time - by qualified members of custodial staff;
- cultural and recreational training: part time lecturers and teachers;
part time - by qualified members of custodial staff.

Each institution has a full time Training Officer who is responsible, under the direction of the Department's Chief Education and Training Officer, for the organization and supervision of all aspects of inmate training.

Medical and Dental Staff: full time and part time.

Welfare and Advisory Staff: chaplains, welfare officers and social workers.

Clerical Staff: members of penal staff,
clerical officers of the Public Service.

II. METHOD OF SELECTION FOR EACH CATEGORY

A. Central Administration

Inspector-General

The practice is for the Public Service Board to appoint the most highly qualified and suitable applicant. The present Inspector-General has high academic qualifications (Bachelor of Commerce, Diploma of Education) and has had overseas experience in penology and wide experience in educational and administrative fields in the Victorian Education Department and the Royal Australian Air Force. Immediately prior to his present appointment he held the position of Deputy Inspector-General in this Department.

Deputy Inspector-General

The method of selection for this position is similar to that for the Inspector-General. The present Deputy Inspector-General is a Bachelor of Science and has had administrative experience outside the Penal Service.

Chief Education and Training Officer

The appointment is made by the Public Service Board on recommendation by the Inspector-General and is based on qualifications, experience and suitability. The present officer holds a Bachelor of Arts Degree and a Diploma of Education and has had extensive experience in all branches of education in the Victorian Education Department and the Royal Australian Navy.

Supervisor of Industries

Based on qualifications and experience in administrative and industrial fields, selection is made by the Inspector-General and the appointment confirmed by the Public Service Board.

The present officer has had wide experience in industrial administrative practice and technique outside the Penal Service. He is an Associate Member of the Institute of Mechanical Engineers, an Associate Member of the Institute of Production Engineers and a Member of the Society of Industrial Engineers.

Welfare Officer

A Chief Welfare Officer is attached to the central administration. He was selected from the penal staff on grounds of experience and suitability.

Chief Medical Officer

A full time qualified medical officer supplied by the Health Department is attached to the central administration although most of his field work is undertaken at the main institution, Pentridge. This officer is also a qualified psychiatrist.

Chief Clerk and other clerical officers

These officers are permanent public servants and their appointments are made by the Public Service Board.

B. Institutional Staff

Higher Executives

Two methods of selection are used viz:- from the ranks of the Penal Service on a basis of seniority, qualifications and suitability and also from outside the service on the basis of special qualifications and experience. In each case nomination is made by the central penal administration and the appointment is made by the Public Service Board.

Custodial Staff

Selection of all candidates for appointment to the custodial staff is made by the central penal administration. The Chief Education and Training Officer in the first instance, interviews all such candidates with regard to personality, temperament and general suitability. Character references are required concerning the candidate.

For male officers the minimum age required is 22 years, the maximum 35 years. In special circumstances and in the case of ex-servicemen, the maximum age is 41 years.

In the case of female officers the minimum age is 25, the maximum 35.

A minimum height of 5 feet 8 inches, and a minimum weight of 11 stone is required of custodial officers.

Custodial staff must have completed the Primary school standard of the Victorian Education Department or have equivalent qualifications.

Specialized Staff

All officers of the specialized staff are selected by the central penal administration on the basis of qualifications, suitability and experience and appointments are made by the Public Service Board. In most instances candidates are selected from outside the penal service e.g., hospital staff, overseers of industry, needlework and domestic economy instructresses. Overseers of Industry are selected from candidates with the requisite qualifications and experience in the particular industrial field. In some instances, selection is made from suitable, qualified and experienced custodial officers.

At present, some former custodial officers are taking the Diploma in Social Studies, specializing in penal work. On completion of their course, these officers will be employed in a special capacity, e.g., classification, welfare work, etc.

Instructional Staff

All full time teachers are permanent, fully qualified officers of the Victorian Education Department. They are appointed on the basis of qualifications and suitability. The Education Department also supplies part time teachers to some institutions. Part time vocational instructors are supplied by the Technical Division of the Education Department. Vocational Training Officers at training prisons (technical and rural) are also selected by the central penal administration from suitable and experienced members of the custodial staff, while part time lecturers and instructors are appointed by the central administration on recommendation from outside organizations such as the Council of Adult Education, the Council of National Fitness, etc.

The selection of Training Officers who co-ordinate the training programme in each institution is made by the penal administration. These officers also undertake custodial duties in some institutions.

Medical Staff

As already stated a full time medical officer-psychiatrist, supplied by the Health Department, is attached to the main institution, Pentridge. In the smaller country institutions, local practitioners undertake part time duties. Part time dental officers are employed in all institutions.

Welfare and Advisory Staff

At Pentridge a full time chaplain is employed. This officer is appointed by the Church of England subject to approval of the penal administration. In all institutions part time chaplains of the other main denominations are employed.

A full time Welfare Officer is employed by the Department. The present officer was selected from the penal staff on grounds of suitability and experience. Other officers are taking the course for the Diploma of Social Studies and specializing in penal and welfare work, and future welfare officers will be selected from the list of qualified officers.

Much of the welfare work, especially in the post-discharge field is undertaken by the officers of Prisoner's Aid Society. These officers are appointed by the Council of the Prisoner's Aid Society, subject to efficiency, suitability and experience. Welfare work is also undertaken by voluntary officials of church and social organizations, e. g., the Consultative Council for Female Prison Reform and the Civil Rehabilitation Committee.

Clerical Staff

Clerical staff of the central administration and of some institutions is appointed by the Public Service Board. In small institutions, clerical duties are carried out by penal officers.

III. STATUS AND SALARIES

All full time officers of the Central Administration are permanent public servants. With the exception of the teaching

staff all members of the institutional staffs are also permanent public servants. The Public Service Board is their independent tribunal which determines salaries, conditions, and promotions. All appointments are based on qualifications and efficiency and in no way are subject to political control or interference. All salaries are adjusted to the cost of living every 3 months.

Illustrations of Status and Salaries

A. Central Administration

Post	Classification	Salary
Inspector-General	'A', 'AI', professional	£ 1635-1985
Chief Education and Training Officer	'BI', 'A', professional	£ 1348-1655
Deputy Inspector-General	'B', professional	£ 1348-1440
Supervisor of Industries	'B', professional	£ 1231-1309
Medical Officer		£ 1630-1930
Welfare Officer		£ 911- 937
Chief Clerk	'B', administrative	£ 1231-1309

B. Institutional Staff

Post	Salary
Governor Grade I (Governor of Pentridge)	£ 1231-1309
Governor Grade II (Governors of smaller institutions)	£ 1007-1033
Superintendent, Training Centres	£ 1231-1309
Senior Chief Warder	£ 963- 989
Chief Warder	£ 911- 937
Senior Warder	£ 859- 885
Warder	£ 729- 820

By comparison the basic wage for males in Victoria is £11.15 per week or an annual rate of £611.

Allowances

In addition to the salaries, stated allowances ranging from £10 per annum to £25 per annum are payable to certain officers of the institutional staff for special duties performed.

Overtime is paid at the rate of time and a half.

Penalty rates are paid as follows:

Saturday—time and a quarter

Sundays—time and a half

Public Holidays—time and a quarter

In certain cases officers receive an allowance in lieu of overtime and penalty rates.

Uniforms are provided free to all officers required to wear uniforms.

Conditions

As members of the Victorian Public Service, all permanent officers of the department, both in the central administration and in the institutional staff, enjoy Public Service conditions, viz:

- a five-day forty-hour work week;
- three weeks leave annually plus all Public Holidays (usually twelve) on full pay;
- sixteen days' sick leave on full pay and sixteen on half pay during the first year's service, eight days on full pay and eight days on half pay each year thereafter (if not taken, sick leave accumulates);
- six months' long service leave with pay after twenty years of service, with a further three months for each additional ten years of completed service.

All officers contribute to a superannuation fund, the Government contributing 2 units for each single unit paid by the officer.

This fund assures the officer an adequate pension in case of ill health or on retirement at 65 and also gives security to the wife and children under 16 in the event of the officer's death. Officers may elect to retire at 60.

If injured on duty, officers are covered by the provisions of the Workers' Compensation Act.

Various sporting bodies, social and professional associations provide recreational facilities for institutional staff.

IV. TRAINING OF PERSONNEL

A. Central Administration

All senior administrative officers possess high pre-entry qualifications. They are given ample directed field experience before undertaking specific duties. A planned reading course enables them to become conversant with modern trends in criminology and penal administration. Experience in, and a study of, the penal methods of other Australian states and overseas countries are made available when possible.

B. Institutional Staff

In a department which is comparatively small, the main emphasis of recruitment and training is on the custodial side. Other categories of staff, such as specialized and instructional staff, have had pre-entry training in their particular work and such training and their qualifications are orientated towards the penal field by practical experience under supervision and by a directed reading course.

In order to implement the more positive training programme for prisoners now being developed in this department, the overall system of instructional staff training is being re-organized.

The purpose of the new scheme is not only to enable officers, particularly custodial officers, to fit more effectively into the modern trend of penal development in this State, but also to enable a more accelerated rate of promotion of the most capable officers. In this way, the best qualified and most efficient and suitable members of the custodial staff will be able to reach higher administrative positions in institutions while they are comparatively young. Qualifications and efficiency in promotion will enable ability to replace seniority.

The following outline of the training scheme and qualifications for institutional staff is at present being implemented:

Temporary Warder

Selected candidates attend a 4 weeks training course at the

Instructional Centre at Pentridge. The syllabus (mainly theoretical) covers:

- 1 Gaol Rules and Regulations;
- 2 Penology (Elementary);
- 3 Firearms use;
- 4 First Aid;
- 5 Physical Drill;
- 6 English.

Candidates who satisfactorily complete this course, then receive practical experience in the field during which time they are under observation and supervision by senior officers.

Probationary Warder

Candidates who have passed an examination in Gaol Rules and Regulations and whose reports have been satisfactory are promoted after 3 months to the rank of Probationary Warder.

Warder

Probationary Warders who have completed 12 months satisfactory service are then promoted to the rank of Warder.

Senior Warder

No officer shall be promoted to the rank of Senior Warder unless he has passed the following examinations:

1. Gaols Acts and Regulations;
2. Principles and Practice of Prison Management. Part I.;
3. English;
4. One additional academic subject (Geography—Modern History—Australian History—General Knowledge) or an approved equivalent.
5. Promotion shall be by selection from the list of qualified officers.

Chief Warder

No officer shall be promoted to rank of Chief Warder unless he has passed the following examinations:

1. Accounting and Stores;
2. Principles and Practice of Prison Management Part II.;
3. Psychology;
4. One additional academic subject or an approved equivalent.

Promotion shall be by selection from the list of qualified officers.

Senior Chief Warder

No officer shall be promoted to the rank of Senior Chief Warder unless he has passed the following examinations:

1. Comparative Penology (a study of selected modern penal experiments);
2. Criminology.

Higher Administrative Positions (Governors, Deputy Governors, Superintendents)

Promotion shall be by selection from list of

- (a) Senior Chief Warders;
- (b) Chief Warders who are qualified for the rank of Senior Chief Warders.

Tuition in the various subjects is provided by lectures at the Instructional Centre and Correspondence Courses are provided for officers at country stations.

Some sections of the scheme are not yet operative but it is anticipated that in the near future the remaining parts will be put into effect.

Officers possessing approved equivalent qualifications may be exempted from all or part of the requisite examinations for the various ranks.

Specialized Training

Periodically members of the custodial staff are selected for specialized training at the Instructional Centre, Pentridge. This selection is based on qualifications, efficiency and suitability. On completion of training these officers undertake full or part time specialized duties.

The Training Officers' Course: qualifies officers to organize and develop training programmes, vocational, academic, cultural and recreational, in small institutions where there is no full time Education Officer.

The Physical Education Officers' Course: qualifies officers to act as physical education instructors in institutions. This course is conducted by the Victorian Council of National Fitness in conjunction with the Department of Physical Education, University of Melbourne.

V. RATIO OF STAFF (ALL CATEGORIES) TO PRISONERS

Institution	Function	Ratio
Pentridge Gaol	multi-purpose	1 : 3½
Ballarat Gaol	for short sentence prisoners	1 : 5
Sale Gaol	for short sentence prisoners	1 : 5
Bendigo Training Prison	vocational training (technical)	1 : 4
Geelong Training Prison	vocational training (technical)	1 : 4
Beechworth Training Prison	vocational training (technical & rural)	1 : 3½
McLeod Training Centre	vocational training (technical & rural)	1 : 4
Langi Kal Kal Training Centre	vocational training (technical & rural)	1 : 4
Cooriemungle Prison Camp	open-forestry prison	1 : 5
Castlemaine Gaol	for aged and infirm	1 : 9
Fairlea Womens' Prison	multi-purpose	1 : 4

VI. CONCLUSION

The introduction of a positive treatment programme for prisoners by this department is still in its early stages but very substantial progress has been made in the past two years. Examples of the progress recently made are:

1. the appointment of an Education and Training Officer to develop and co-ordinate the Department treatment programme;
2. the appointment of additional specialist officers full and part time, e. g., teachers—vocational instructors, etc.;
3. the conversion of custodial institutions to training centres;
4. the opening of new training centres;
5. the development of vocational training in special institutions;

6. the development of cultural, recreational and academic training in all institutions;

7. the re-organization and expansion and specialization of staff training;

8. the improvement in the quality and an increased quantity of training facilities in all institutions, e. g., equipment, rooms, libraries, recreational and sporting goods, etc.

At this stage of the transition in emphasis on custody to emphasis on treatment, an accurate evaluation of results obtained is impossible. It can, however, be stated that prisoner reaction to the new development has been very favorable and a high percentage of prisoners are availing themselves of the opportunities for rehabilitation. It has been evident that disciplinary problems have decreased with the introduction of the more positive progressive programme.

The introduction of the new programme and methods has made staff duties more complex and arduous than formerly when the chief function of staff was custodial in nature. This change has made the need for qualified staff more urgent. The employment, full time or part time, of an increasing number of specialists has partly met the need. To avoid, however, the obvious danger of over specialization and diversification of staff, the necessity of co-ordinating the activities of the various categories has not been overlooked. To do this, a policy of giving specialized training to suitable custodial officers and of using the specialist qualifications of other custodial personnel has been implemented. This policy is designed to give a maximum number of staff members an understanding of the various aspects of the programme and thus ensure a high degree of uniformity and coherence of method.

This archiving project is a collaborative effort between United Nations Office on Drugs and Crime and American Society of Criminology, Division of International Criminology. Any comments or questions should be directed to Cindy J. Smith at CJSmithphd@comcast.net or Emil Wandzilak at emil.wandzilak@unodc.org.