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PERSONNEL
SELECTION AND TRAINING OF PERSONNEL
FOR ADULT CORRECTIONAL INSTITUTIONS
IN THE STATE OF CALIFORNIA (U.S.A.)

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I. INTRODUCTION

1. *The Need for Personnel Standards*

In recent years a great deal has been said about the necessity for adequate selection and training of correctional employees, and many of the institutions and correctional systems are making notable progress. Although ultimate success in the correctional field will depend to a large extent upon the public understanding and support, the provision for adequate physical facilities to deal with a diversified type of offender, and the establishment of programmes of treatment and training for every type of prisoner aimed at his ultimate rehabilitation; but the degree of future success or failure will depend more than anything else upon the one factor of *personnel*. This means that personnel must be adequate in number and in quality. The entire staff from the top administrator to the lowest correctional employee must be carefully selected according to high standards of ability, experience, personality and character. The employees must be subjected to a continuous training programme. Employees must also be assured of good working conditions, adequate pay, reasonable working hours and provision for annual vacation, sick leave and retirement benefits. It is not sufficient to give the employee a preliminary training course of two or three months, or two or three days, as is often the case. Although many recognize this initial training as essential, in addition every employee in the correctional institution, both the civilian employee and the custodial employee should be required to participate in basic training and refresher courses or promotional instruction for a minimum of one-half working day per month. The reply to the argument that this costs money is that it costs more not to do it. The cost of training is a sound investment and can and does result in better protection to the public, a saving in human lives, and a more efficient use of prison facilities and equipment.

Statements of fact in this report are the responsibility of the author, and opinions expressed are not necessarily those of organs or Members of the United Nations.

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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2. *The California experience*

To appreciate California's progress in the development of a sound personnel management programme, one must be aware of the problems which confronted the State when the present correctional system was established. The State administration had changed in 1943, and a special committee was appointed by the new Governor, who had noted certain deficiencies in the penal administration. It is significant to note, with respect to personnel management, that a political spoils system had developed for the selection, promotion and retention of employees, which was an obstacle to the service becoming a professional one. The staff was selected in a haphazard manner and little attempt was made to train those appointed. The only real exception to this existed at the new California Institution for Men, Chino, which was opened for minimum security prisoners in 1941.

The present methods of selection and recruitment of personnel in the Department of Corrections had their beginnings in this institution. Therefore a review of the recruiting and training of the original complement of custodial personnel of the California Institution for Men, which took place before the extension of the civil service to the California prisons, may be of interest and benefit to correctional officials in prison systems which do not now have the merit system for the selection and promotion of employees.

For the first time in the history of prisons in California the facilities of the State Personnel Board, the agency charged with the responsibility of administering the civil service laws of the State, were used to develop a new type of position classification known as a Supervisory Officer. The programme of that new institution for the control and treatment of first offenders was to be built upon the selection of approximately fifty officers who as supervisors would handle the prisoners. Since the success of the programme hinged upon the selection of men who had the personality, ability, and courage necessary to handle the inmates without the use of threats, force, or firearms, careful recruitment and selection was necessary.

After a carefully planned programme of recruitment, approximately 1,500 men made application for the position of Supervisory Officer. The requirements for the applicants in-

cluded personal qualifications described as follows in the examination announcement: "Applicants' personal attributes and character must be excellent and will be subject to investigation. They must be fearless, cool in emergencies, willing to perform necessary extra duties, and possess good morals, patience, capacity for leadership and influence for uprightness among confined persons. They must also possess good social and personal attitudes, and be willing to work at an institution to establish a career in the State prison system, and to participate in an arduous and continuous training course, to include: firearms instruction, judo, calisthenics, courses in criminology, applied psychology, sociology, case investigation and other applied subjects." With respect to training no experience in prison or police work was required, but graduation from high school and experience of two years of full-time work with a recognized social or welfare agency, school, probation office, or police officer was required; for those without practical experience certain college training could be substituted.

Applicants for the Supervisory Officer position were carefully screened. About 850 applicants qualified and were permitted to take a written examination prepared and conducted by the State Personnel Board. 250 persons passed the thorough written test and were interviewed by an oral appraisal board of which the Superintendent of the institution was a member. The men selected participated in an extensive programme of almost two months of training for new officers, since only one had previous experience in prison work. This training included physical conditioning, judo, firearms instruction and qualification, and placed a major emphasis on indoctrination in and understanding of the social sciences (criminology and penology), and the best practices in correctional administration and treatment progress for inmates. The results of this carefully planned and executed programme of recruitment, selection and training of Chino's original complement has paid rich dividends to the State prison system and twenty-five of these forty-eight men are now in responsible positions in the Department of Corrections.

During the first two years following the passage of the Prison Reorganization Act, primary concern centered on the elimi-

nation of abuses, the development of a sound and well-rounded staff of specialists for the Department, and planning for necessary additional institutions in which to carry out the new law. Some of the many specific improvements of the management and personnel operations which have been introduced might be summarized as follows:

- 1) The spoils system for recruitment and promotion was eliminated and all personnel both of the institutions and the central office of the Department have been placed under the State Civil Service System.
- 2) A realistic, thorough, continuous training programme for institutional employees has been established. Under the general supervision of the Departmental Training Officer, an in-service training officer conducts training sessions at each institution for all employees. These sessions are not limited to custodial officers. Training manuals, audio-visual aids, course outlines, and other instructional aids have been prepared for use in this training programme.
- 3) Staffs of institutions have been reorganized and divided into departments according to ideas of modern organization. Now it is possible for an employee to advance through the ranks to the top position according to an orderly promotion system. The time has passed when it was necessary to seek desperately for some qualified individual to fill an unexpected vacancy in the higher ranks of the prison organization or a responsible staff position in the central office.

II. SELECTION AND STATUS OF CORRECTIONAL PERSONNEL

1. Administrative Organization

Although it is not intended in this report to give any detailed analysis of the staff organization of the institutions and the Department it should be pointed out that the pattern of organization is changing. The number of persons reporting directly to the head of a correctional institution should be kept small, preferably from 3 to 6 individuals.

1. *A Manual of Correctional Standards*, The American Prison Association, New York, Chapter V: The Administrative Organization of an Institution for Adult Prisoners.

In a major institution for adults, these might include the following individuals: an associate warden or superintendent in charge of security, custody and discipline; an associate warden or superintendent in charge of classification, records, vocational training, library, religious programme, recreation and athletic activity; a business manager responsible for budget planning, fiscal control, and assisting in the general house-keeping functions such as feeding, clothing, stores, and plant maintenance; a chief medical officer responsible for the administration of the hospitals, clinics, general health programme, psychiatric treatment, and participation in the classification process; and a superintendent of production responsible for productive industrial and agricultural enterprises.

A careful analysis should be made of the need for each position together with a complete, accurate and factual justification for the establishment of all positions. The development of a schedule of post assignments for supervisory custodial positions has proved very helpful. It will be observed that certain posts will require 24-hour coverage where others will require 16-hour coverage, and still others may require only 8-hour coverage. A normal institution complement would include one associate warden in charge of custody, one correctional captain, one correctional lieutenant for each shift plus relief positions, one correctional sergeant for each first shift, two for the second and third shifts, plus the necessary relief. The use of the post assignment schedule assures adequate coverage of each post for vacation, holidays, sick leave and regular days off, as well as provision for paid in-service training.

2. Recruitment of Correctional Officers

Once policy, procedure, and organization structure are established, the implementation of the personnel programme becomes a primary and constant consideration. The first problem is, of course, that of recruitment. In California this function is largely handled by a separate State agency, the State Personnel Board, but it is necessary for the Department to work closely with the Board in setting up the necessary classifications of employees and defining in writing, through the means of the job specification, just what the duties, respon-

sibilities, typical tasks, and the educational and experience qualifications for the job or group of jobs should be. This is a technical operation and requires the assistance of competent personnel consultants. The personnel classification schedule should include not only the job specifications, organization chart and salary scales, but also the lines of promotion.

The duties and functions of a correctional officer, which is the category comprising the largest number of employees in the State correctional system, may be described as follows: he may be charged with the duties entailed by various assignments during any of the 8-hour periods of duty. He is responsible for maintaining and safeguarding the custody and well-being of prisoners, for supervising their work and conduct, and for maintaining discipline, including such specific duties as supervision in the housing units and dining rooms, and during bathing, change of clothing and recreational periods, hearing inmate grievances and counselling inmates, censoring mail, maintaining outer perimeter security, supervising visits to prisoners, transporting prisoners, supervising the work performances of inmates, or handling emergency situations. This general description of the position means that the correctional officer must have the ability to apply discipline to persons under restraint, control and instruct inmates individually and in groups, rate inmate work and conduct accurately and impartially, interpret and enforce rules and procedures, act quickly and correctly in various types of emergencies, promote socially accepted attitudes and behaviours among inmates, and be ready and willing to report for duty at any of the eight hour shifts or in times of emergency.

However, correctional institutions should not merely provide safe custody for persons who are a menace to free society; they are also expected to bring about changes in attitude to prepare these individuals for return to a law-abiding life. This must be accomplished by a programme of re-direction and socialization of a substantial number of prisoners if society is to be given anything but temporary protection. The maintenance of custody is not in conflict with the aims of the rehabilitative programme of the institution. In fact, custody and proper control of inmates are necessary for the success of any rehabilitative programme. Just as the correctional officer aids and assists in the corrective treatment of inmates, so do all of the employees

of the institution aid and assist him in maintaining custody. More than any other individual in the correctional system, the correctional officer is in continuous daily contact with the inmate and is, therefore, the main factor in society's attempt to alter the inmate's behaviour and to influence a change of attitudes along socially acceptable lines. With this in view the officer should study the individual inmates and try to understand their attitudes and their reactions. He must be interested in what the men are doing and aware of changes in their attitudes and behaviour, and must transmit this information either by written or verbal reports to supervisory officers so that it may be added to the knowledge of the individual inmate. Until an officer becomes thoroughly competent in good custodial practices, he is of little value to the institution, but it is an equally important fact that unless an officer seeks the key to the complexity of human behaviour and contributes his share to the solution of the problem, he will not be a success in meeting the responsibilities of his position.

3. Wage Standards

It is an all too frequent occurrence that a promising young correctional officer who would like to remain in the field is unable to do so because of the salaries offered and the necessity of maintaining a growing family during times of high expense and increasing costs, and it may therefore be of interest to note what progress has been made in the payment of salaries for correctional officers. In 1940, guards at the then two existing California institutions, San Quentin and Folsom, were paid at the rate of \$135 per month. On the opening of the California Institution for Men the supervisors were employed at an entrance salary of \$160 with the possibilities of annual salary increments up to \$200 per month and eventually the salaries of the correctional officers at the two other institutions were brought up to the same level. However, the picture was not materially improved in the country as a whole, and the American Prison Association resolved in 1946 to "make increased efforts to dignify and professionalize penal and correctional work and to assist in increasing the salaries of correctional employees commensurate with the importance and

social value of their work.² A survey made just after World War II revealed that in 34 states representing every major section of the country, including Federal service, the annual starting salary for guard personnel was less than \$2,000 per year. This led the American Prison Association to conclude that correctional salaries in the nation as a whole were far below the standards of pay in other comparable professions in the social field. Information published by the United Prison Association of Massachusetts³ show the average annual salary of a correctional guard at the beginning level to be between \$2,700 and \$3,400 per year. At the time of this survey, the range for officer personnel in New York was \$3,412 to \$4,213, while California ranged from \$3,382 to \$4,092. At the present writing, the beginning salary of a correctional officer in California is \$3,660 per year with annual adjustments to a maximum of \$4,512 per year. The report further notes that the differences between states in economic conditions and prisoner population, not to mention penal philosophies, are so great that a "uniform scale applicable to all institutions and states cannot be prescribed" and that "this whole question of adequate salaries, pension plans, etc., has a direct bearing to recruitment of competent personnel. . . ." However, the major justification for higher salaries lies in bringing in personnel of a higher level of competence. The public is becoming increasingly aware of need for, and insistent upon, the appointment of skilled, experienced, and trained personnel.

4. Selection Procedures

It is necessary in California to fill the positions authorized through the normal civil service procedures. Preliminary screening of all applicants is made by the State Personnel Board to determine whether each candidate meets the minimum conditions with respect to education and experience required for the position. This is followed by the formal examination procedure which consists of two parts. The first part, the written examination, is designed to test the individual's ability to supervise and maintain discipline among inmates, to

2. American Prison Association Year Book, "Resolutions of the American Prison Congress", 1946, page 276.

3. "Correctional Research", Bulletin No. 2, April 1953.

follow directions, and to analyse situations. Upon the attainment of a minimum passing score of 70 per cent of this portion of the examination, the applicant then appears before a qualification appraisal board consisting of three members, one representing the State Personnel Board, one representing the Director of Corrections (generally a staff officer or individual of high supervisory rank) and a third member selected because of experience in some allied correctional agency or specialized knowledge in the correctional field. This qualification appraisal board makes an evaluation of the education, experience, and personal qualifications of the applicants through personal interviews. These personal qualifications include the willingness of the individual to work irregular shifts as imposed by 24-hour coverage of the institution, his willingness to report for duty at any time an emergency arises, satisfactory work record, good character, leadership ability, and the personal qualifications outlined in the description of the position of correctional officers.

A minimum rating of 70 per cent must be attained in both the written and oral portions of the examination; candidates are listed according to the combined percentage scored in both portions of the examinations. Selection of the individual to fill a particular vacancy may be from any one of the three top candidates from this eligible list. The candidate may indicate at which institutions of the Department he would consider employment. Following appointment, the individual must complete a six-months' probationary period. During this time, he is carefully supervised and observed and a report of performance is submitted each two months during the probationary period. This report is a measure of the employee's qualities of leadership, industry, and effectiveness as a member of the organization and indicates to the employee those areas of responsibility and performance where the administration believes he could and should improve in quality and quantity of work. The employee must have a standard rating on his performance report to be eligible for permanent appointment and for salary adjustment, and to participate in any promotional examinations.

The departmental and institutional management has the responsibility of encouraging the proper type of people to enter the correctional service, and may on occasion find it

necessary to employ temporary personnel, even under a civil service system. In the employment of temporary personnel pending the promulgation of civil service eligible lists, the management has the opportunity, as well as the responsibility, to recruit into the service the type of person who will be adaptable to the work and who may be expected to pass qualifying examinations. It is not sufficient merely to fill the vacant position with a "body" pending the availability of suitable candidates from eligible lists. One of the means of encouraging individuals to enter the field of correctional work and of recruiting individuals for specific positions is the use of an internship programme. It has been the policy of the Department to co-operate with the college and universities in the planning of curricula which will prepare students for entry into State correctional service. Not only does the internship programme serve to interest students in State correctional service, but the programme also serves as a medium of recruitment of qualified persons for regular, established positions. Projects of value to the institutions and the Department might also be undertaken by the intern. For a more complete discussion of the internship programme, see the publication "Suggested College Curriculum".⁴

5. Promotion Policy

A second essential feature of any adequate personnel management programme which deserves consideration is the provision for adequate advancement in the profession. Administrators should recruit individuals not only capable of influencing inmates toward a change in attitudes and interests, and the substitution of acceptable patterns of behaviour for their previous way of life, but also individuals with personality, genuine interest, ability, judgment, knowledge, and understanding so that they might be developed into supervisory employees.

It will be of interest to note what has happened in the California correction system in the past decade with the opening of four major institutions. Three of the superintendents or wardens entered the California correctional system in less responsible positions; only one superintendent was recruited out-

⁴ American Prison Association, Committee on Personnel Standards and Training, New York, 1954, pages 32-38.

side California and that individual is recognized as a leader in his field with many years of comparable service. The same situation applies to the second level of command, the associate wardens. All of these have been promoted from within the ranks of the custodial and other professional personnel; and through a organized promotional system have systematically gained the knowledge and abilities which have helped to prepare them for administrative steps ahead. Of the 13 present associate wardens, six were recruited as correctional officers, three as sociologists, two as parole officers, one as a vocational counsellor, and one as a field representative.

III. TRAINING OF CORRECTIONAL PERSONNEL

The importance of the personnel factor in the operation of the adult correctional institution for the attainment of the goal of effective custodial care and rehabilitative treatment of prisoners means that not only must the staff be carefully selected individuals, but they must also be trained to render effective correctional service. An in-service training programme should therefore be provided to develop the knowledge, skills, and attitudes of the personnel with particular emphasis initially upon the needs of correctional officers. This development should be regarded as a continuous and cumulative process beginning at the time of initial employment and continuing throughout each year until the employee leaves the service. Some of the goals of such training are: to improve the capabilities of personnel for participation in the custody, classification, and treatment of prisoners; to increase the effectiveness of personnel and thereby attain greater efficiency in operation, to promote personnel capacity to recognize, understand, and solve the problems which occur in the correctional institution, and to prepare personnel for greater job satisfaction and broader career service. The training programme now in operation in our Department can be summarized as follows: During the first week of employment a 40-hour orientation programme is provided for each new male employee. The women employees are given a brief course of orientation covering essential elements of their employment, including a tour of the institution and instruction on the organization of the personnel; relationships with employees

and inmates and demeanor and dress. Since there are some differences in the setting and programme of each of our institutions, separate orientation manuals have been developed covering the essential elements of employment at that institution.

1. *Training of Correctional Officers.*

In the Department's training programme great emphasis has been placed on the specialized and technical aspects of correctional work. This training is directed toward the development of the attitudes, habits and skills necessary for those in the custodial programme. During the first year of service each correctional officer and medical technical assistant is required to participate in 53 hours of training. This training includes an interpretation of the laws and rules of civil service, the retirement system for State employees and the responsibilities of the employee based upon the appropriate sections of the Penal Code of the State of California. The employee also studies concepts of crime and methods of treatment, the history of California's correctional system and programme, and the characteristics of inmates. In addition, employees are given instruction in human relations, safety measures relating to fire prevention, elimination of accident hazards and written and oral reporting procedures.

This is followed by a basic course designed to train correctional officers to perform custodial duties skillfully and accurately. The principles and techniques of all phases of custodial duties are studied and an opportunity is given the correctional officer to practice the techniques. Not only does this give the employee a chance to understand his duties, but also to learn proper methods of performing them. It is much better to have the officer learn under skilled leadership than to practice the "trial and error method" on the job which could lead to costly mistakes and even disturbance in the prison. The proper techniques and methods of performing the following duties are discussed in this course: how to count inmates, security inspection, supervision in the kitchen and dining room, supervision of inmates in housing units, custodial communications, discipline in the correctional institutions, custodial records, and procedures in the event of escapes.

In addition to formal classroom instruction each officer is assigned to various posts so that he may observe operations on all watches and under varied conditions. The practice of placing a new officer on the first watch, 12 midnight to 8:00 a.m., probably in a tower assignment does not serve to increase the experience of a new employee as it does not give him an opportunity to become acquainted with the programme or with the inmates, nor does it give the management an indication of the possible effectiveness of the officer in other assignments. The new employee should also be encouraged to attend the meeting of the classification committee and the disciplinary committee, and the meetings of the Adult Authority or paroling agency.

Correctional officers must keep themselves in good physical condition. All officers are given annual physical examinations to ensure that they do not suffer from any physical impairments in the performance of their duties. The officers are given training each year in self-defence methods adapted from judo, as well as physical conditioning and personal hygiene. They also learn methods of disarming an assaulter attacking with a club or knife, and other methods of controlling recalcitrant inmates. Basic training is provided the first year for each officer in the use of firearms and gas equipment, and each year thereafter he receives more advanced and practical training covering the use of revolver, rifle, shot gun and gas equipment. The policies and rules governing the use of these firearms are stressed. Experience has shown that providing employees within an institution with firearms or clubs does not afford the intended protection but rather tends to expose the employees to the danger that these weapons will be used against them. It is therefore required that the employees be instructed that firearms are to be used only when absolutely necessary in preventing escapes or serious assaults. Should the employee be required to use the weapon, he should first fire a warning shot and, if the further use of the weapon is required, shoot to disable rather than to kill. But even if the employee should never need to use the weapon or self-defense tactics, the fact that he has this knowledge and can use it when necessary is very valuable to the morale and success of the correctional officer.

All the institutional employees participate directly or indirectly in the application of the classification and treatment

policies and procedures to each individual inmate. A special manual training course has therefore been designed to introduce the employee to the classification and treatment programme, as it is applied in the several institutions making up a diversified correctional system for adult prisoners in the Department of Corrections.

2. *Training of Supervisors.*

The scope of training must be extended to the entire organization including not only the correctional officers but also the supervisors, those providing ancillary services, division heads and even the chief administrative officer. Each supervisor has three major responsibilities or categories of operation: management, supervision, and training. It is often difficult to differentiate between supervisory functions and training on the job but in the proper setting valuable training can be provided in staff meetings divorced from the supervisory aspects of the job. It is recognized that much will depend upon the skill of the leader who conducts such staff meetings and whether it is clearly designed to provide the elements of good in-service training. In addition, there are two specific courses of training for supervisory duties. In the first course, "supervision techniques", the correctional officer studies supervisory functions and skills; the subjects of this course include: leadership, responsibility, the supervisor as teacher, developing co-operation and maintaining discipline. In the second course the major aim is to develop custodial supervisors (sergeants, lieutenants, captains, and associate wardens) who will carry out their supervisory responsibilities with maximum efficiency and to the satisfaction both of the management of the institution and of their subordinates. This training course includes instruction in technical skills and human relations. Each training session is designed to afford an opportunity for communications between the management and the employee, so that information, instruction, and reports will lead to a better understanding and improved performance by all personnel.

3. *Other Training Courses.*

A specialized course is offered to persons employed in the culinary department. All personnel assigned to this area,

correctional officers as well as members of the culinary division, are required to take this course which amounts to 53 hours of training for each new employee followed by 18 hours of training in successive years. The subjects of the course include classification and treatment, supervisory techniques, business procedures, food handling and sanitation. Other specialized courses of instruction are provided in business procedures in State correctional service, camp management, transportation of prisoners, and institutional civil defense.

4. *Training of Administrators.*

The need for a continuing development of managerial and administrative personnel has been recognized by the Department. The objectives of training for such staff is to improve the performance of the personnel now serving in executive positions and to provide training and experience for selected personnel to meet the future needs of a growing Department. This training is carried out by several means, such as the rotation of assignments within the same position classification in the same institution or service in an acting capacity in the next higher classification. An additional method is transfer between institutions of staff in the same category to broaden the base of the experience of the individual. This has been successfully accomplished in several categories, such as business managers and associate wardens, and has resulted in a more well-rounded experience and more competent personnel. These forms of training are supplemented by a planned series of lectures for wardens and superintendents, associate wardens, medical, business and administrative officers, training officers and other technical employees, providing opportunity for subordinate executives to participate in the making of important decisions.

5. *Administration of Training.*

It is a matter of basic policy to assist staff members in acquiring the attitude, knowledge and skills needed to carry out their duties through an adequate and intensive in-service training programme that permeates the entire structure of the organization. The programme is given an important place in the organizational structure of the Department and of the

institution. A practical training programme is developed by selecting a qualified person to direct it and by giving it the necessary support of appropriate advisory committees both at the departmental and the institutional levels. These committees evaluate the training needs of employees and make recommendations on training policies and procedures, and on equipment and facilities needed to implement the training programme.

Training Officers. The administration of the training programme of the Department is a full-time job, and the individual selected to fill this position must be a person who has had practical administrative experience in a correctional institution as well as the training and experience necessary to develop instructional materials and methods and to train institutional personnel as instructors. Likewise, it is important to have full time instructors at each institution who have adequate time to plan and prepare the lessons. The training officer may also participate in the drafting of new or revised operational procedures. The training class schedule should provide for sufficient classes to permit all custodial personnel to participate either just prior to, or immediately after their assigned shift. Compensation is provided for actual time spent in class attendance.

6. Training Methods

The following training methods are employed in the various in-service training courses:

Training Manuals. The training manual for each course should be well organized, easy to read, and comprehensive but concise for presentation of the subject matter. This type of training manual is the basic guide of the custodial officer for acquiring the knowledge of correctional work. Good training manuals provide the most up-to-date information available on policy and procedure, lend authority to the instruction, and save training time as the officer can study in advance the subject matter and come prepared to participate in each training session.

Current Events. The first portion of each training session is used by the instructor to keep the officers informed on new policies and procedures or changes in existing ones. The training time devoted to the current events of the institution has

proved very worthwhile. The custodial officers feel that the management has an interest in them and they are able to carry out their duties in line with the established policies and procedures. There are far less rumours and grievances when employees are kept informed and are consulted about the decisions of management and the programme of the institution.

Directed Discussion. The instructor directs the discussion of subject matter in such a way that all members will participate and guides the flow of opinions and varying experiences of the participants towards learning and accepting policies, procedures and improved methods governing correctional work.

Role Playing. The instructor poses problems which require one or more officers to handle each problem as if in the actual situation. A wide range of situations or problems based on actual institutional experiences may be posed so that the officers are afforded the opportunity to learn how to handle such problems in the training classroom instead of by trial and error on the job. Role playing provides concrete and realistic training.

Demonstrations. Experience has proved that demonstration of certain techniques is the best method to promote understanding. Demonstration is followed by participation in and practice of the techniques demonstrated. This method is used for example to teach the custodial officer how to search an inmate's person and living quarters, how to administer first-aid care, how to carry out radio communication procedures, and how to employ self-defense methods.

Motion Pictures, Film strips, Slides, Charts, and Recordings. (Audio Visual Aids). Audio visual aids are used to good advantage to present and illustrate aspects of human relationship in correctional work, and to describe facilities, equipment and methods. Experience has shown that such training material must be selected with care to fit the subject and the ability and experience of the officers. As there are very few audio visual aids which have been developed for training of custodial officers, the training officer may have to utilize industrial, military and naval material available in the area. Many effective training aids can be developed by the training

officer at very little expense with a little initiative and imagination.

Case Studies. Individual case histories of inmates are presented to illustrate common problems of behaviour and attitude. The study and discussion of typical cases by custodial officers helps in acquainting them with the policies and principles governing discipline and treatment of inmates. Such training improves understanding and acceptance of the decisions of the disciplinary officer and the classification committee of the institutions and promotes teamwork on the job.

Observations. As part of the in-service training, each officer is scheduled to attend and observe sessions of the institutional classification committee, disciplinary committee, and parole authority. In this way the officer obtains first-hand knowledge of classification procedure and the individualized treatment programme and learns that his reports on the work, attitude, and conduct of inmates are important as a guide for the classification committee, disciplinary committee, and parole authority.

Examinations. In connexion with the in-service training courses tests are given to assess the strength and weaknesses of employees and supervisors, to indicate training needs, and to evaluate the training which has been given. The examination process also affords opportunity for the officer to become familiar with promotional examination techniques. Objective questions of the true-false and multiple-choice types are used.

IV. EVALUATION.

One of the biggest jobs in training is to determine whether or not the instruction, published material, and training methods are producing positive results. One of the means of determining the effectiveness of the personnel management and the in-service training programme is through the use of the employee opinion and attitude survey. During the month of May 1954, such a survey was conducted by the Department of Corrections. A questionnaire was carefully prepared by staff personnel in consultation with one of the recognized schools of personnel administration utilizing the experience of private industry. The questionnaire was not designed to deal with specific complaints or grievances, which should be handled

through regular channels, but to give an opportunity to each employee to give his opinions and suggestions regarding jobs, opportunities for advancement, supervision, and working conditions. Three additional questions were: (1) What I like best about working for the Department of Corrections; (2) What I like least about working for the Department of Corrections; and, (3) I should like to make the following suggestions for changes. Employees were not asked to identify themselves and were assured that no attempt would be made to do so. The results were tabulated by machine, thus assuring freedom of expression without thought of personal criticism or commendation.

Although the results have not been fully analysed, approximately eighty per cent of all employees participated, and over 1,400 of the replies contained additional comments and suggestions. It is of special interest to note that over 87 per cent found their jobs interesting; 91 per cent felt happy or proud to be working for the Department; 82 per cent believed that the training programme was helpful or very helpful; supervisors were described as "fair", "keeps his promises", "keeps employees informed", "gives credit where credit is due", and "listens and is usually helpful in discussions". By means of the survey some training needs became apparent, and these are being analysed and steps taken to assist the supervisors to do an even better job. It should be noted that it is important that the employees are informed quickly of the results of the survey so that they are aware that the management is interested in their comments and suggestions, and that positive action for improvement will follow.

In summary, it can be stated that the California experience has demonstrated what can be accomplished through effective personnel management policies and the introduction of an adequate, thorough, and comprehensive training programme. There has been an improvement in total operations and in the attitude of the personnel as well as a reduction in errors, turnover, and absenteeism. The quality of supervision has improved, and an efficient working force developed. The personnel is capable of, and interested in, professional advancement. There are always several well qualified candidates available to take over even the most responsible positions when vacancies occur.

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Le Conseil du personnel de l'Etat, qui est l'organisme responsable de l'application des lois sur l'administration publique de l'Etat de Californie, procède au recrutement du personnel, sur la base des renseignements qui lui sont fournis par le Département. Le Conseil examine si le candidat satisfait aux exigences minima requises en matière d'instruction et d'expérience. Les candidats retenus passent un examen écrit destiné à vérifier leur aptitude, et se présentent ensuite devant un comité chargé d'évaluer leurs qualifications personnelles, leur expérience et leur instruction. Les noms des candidats qui obtiennent à ces deux examens un résultat suffisant sont portés, dans l'ordre de ces résultats, sur une liste d'où l'on choisit les personnes appelées à occuper les postes devenus vacants. Lors de sa nomination, l'employé doit subir une période d'épreuve de six mois, pendant laquelle il est observé et surveillé et des rapports sont faits tous les deux mois sur son travail et son aptitude. Les évaluations faites dans ces rapports déterminent son éligibilité à un emploi permanent, à l'octroi d'ajustements de salaire, ainsi qu'à des examens en vue de promotion. Le salaire initial d'un fonctionnaire correctionnel, qui est la catégorie la plus grande du personnel du service, est de 3,660 dollars, avec des augmentations annuelles jusqu'à un salaire annuel maximum de 4,092 dollars. Un système de promotion permet aux fonctionnaires d'avancer de postes subalternes à des postes supérieurs et de direction. Six des treize directeurs adjoints ont été recrutés comme fonctionnaires correctionnels, et trois des quatre directeurs d'établissement sont entrés dans le service correctionnel à des postes inférieurs à celui-là.

La formation du personnel débute par un cours d'orientation de quarante heures. Durant la première année de leur service, les fonctionnaires correctionnels doivent suivre cinquante-trois heures d'instruction sur des sujets tels que la réglementation de l'administration publique et les responsabilités des employés du service correctionnel, le crime et les méthodes de traitement des délinquants, les mesures pour la prévention des incendies et des accidents, et la procédure relative aux rapports. Cette première

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