

FIRST UNITED NATIONS CONGRESS ON THE PREVENTION
OF CRIME AND THE TREATMENT OF OFFENDERS
GENEVA 1955

PERSONNEL

SELECTION AND TRAINING OF CORRECTIONAL STAFF

IN THE STATE OF NEW YORK (U.S.A.)

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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.

A/CONF. 6/C. 1/L. 29
- 21 March 1955



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On 1 January 1955 the New York State Department of Correction was responsible for the care of 18,549 male and female offenders of all types. These offenders are generally of the more serious categories, charged with or convicted of major crimes. They range in age from 16 years up. They are housed in seventeen institutions scattered throughout the State and there are approximately 5,000 employees caring for them. The institutional population includes both sane and insane persons. The annual budget of the Department is approximately \$32,000,000.

CATEGORIES OF PERSONNEL

More than 4,000 of the employees in State institutions are guards or attendants. Other categories of staff comprise teachers, guidance counsellors (social workers), recreational leaders and medical specialists.

The salaries of guards range from \$3,540 to \$4,490, the maximum salary being attained through annual increments of \$190. There are opportunities for advancement to the positions of sergeant, lieutenant, captain, assistant principal keeper and assistant superintendent or principal keeper, as well as superintendent or warden. The salary scale for such supervisory and administrative staff is:

Sergeant	\$4,130 to \$5,200	annual increment \$214
Lieutenant	\$4,830 to \$6,020	" " " \$238
Captain	\$5,360 to \$6,640	" " " \$256
Assistant Principal Keeper	\$6,250 to \$7,680	" " " \$286
Assistant Superintendent/ Principal Keeper	\$6,940 to \$8,470	" " " \$306
Superintendent/Warden	\$7,450 to \$11,500	" " " \$675 (plus full maintenance)

The salary scale for the educational staff is:

Institution Teacher/ Vocational Instructor	\$3,540 to \$4,490	annual increment \$190
Institution Education Supervisor	\$4,350 to \$5,460	" " " \$222
Institution Education Director	\$5,090 to \$6,320	" " " \$246

The salaries of guidance counsellors are the same as those of institutional teachers or institutional vocational instructors. The salaries of guidance supervisors range from \$4,580 to \$5,730 with annual increments of \$230.

II. SELECTION OF STAFF

All appointments to guard positions are made from lists established after open competitive examinations conducted by the State Department of Civil Service. The criteria for the selection of persons for employment as guards are based upon the acceptance of the fact that the primary responsibility of the Department of Correction is the protection of society. A corollary purpose is, of course, the rehabilitation of offenders, but when these two objects conflict the protection of society must always take precedence. For this reason, the qualifications required of candidates for guard positions emphasize physical capacity to provide safe custody of inmates at all times. Experience has developed the following set of minimum qualifications, which are those established for the last guards' examinations:

Candidates must not be less than 21 years of age and must not have completed 30 years on the date of the examination. They must be of good moral character and habits, must be mentally sound and alert, courageous and resourceful, must have the bearing, personality and temperament calculated to command respect and obedience of persons in their custody, and must possess good judgment and a sympathetic understanding of human nature. They must meet the following physical requirements: minimum height—5 feet 9 inches in bare feet; minimum weight—155 pounds stripped; physical proportions with the accepted standards; satisfactory hearing; satisfactory eyesight without glasses (not poorer than 20/30 in either eye). Moreover, they must be physically strong and active, and free from any mental or physical condition which might tend to incapacitate them for service and must show cleanliness and neatness in personal appearance. Candidates must be graduates of a standard senior high school; a high school equivalency diploma will, however, be accepted instead of high school graduation.

Staff members representing other rehabilitative disciplines, such as education, social work, recreation and medicine are required to possess the appropriate qualifications in their fields. For example, the last examination for teachers specified the following requirements:

Candidates must be graduates of a recognized college, university or institution for teacher training, from a four year course for which a bachelor's degree is granted with specialization in the subjects of the examinations for which they apply. In addition, they must possess or be eligible for the New York State certificate for teaching such subjects. Candidates who lack full eligibility for obtaining a certificate and who have the requisite degree from a recognized college or university may be allowed to compete in one or more of these examinations. If successful in appointment, such candidates are expected to avail themselves of the opportunities offered to obtain professional teacher training and to satisfy the conditions for certification within a reasonable time. As in the case of the guards, these positions are filled by means of State-wide competitive examinations. There are opportunities for advancement to supervisory positions.

The last examination for guidance counsellors, (institutional social workers), which is also an open competitive examination, specified the following minimum requirements:

Graduation from a recognized college or university upon completion of a four year course for which a bachelor's degree is granted, combined with any one of the following qualifications:

- (a) one year of paid full-time experience with satisfactory work performance in employment interviewing, guidance, social work, or institutional work involving mostly guidance, social work or personnel techniques; or
- (b) satisfactory completion of 30 graduate semester hours with specialization in guidance, social work or personnel administration; or
- (c) an equivalent combination of satisfactory experience and graduate training in guidance, social work, or personnel administration.

Positions for guidance supervisors are filled by promotion examinations. Candidates for such positions must be permanently employed in the competitive class in institutions of the Department, and must have served continuously on a permanent basis for one year preceding the date of the examination as correction institution teacher, correction institution vocational instructor or guidance counsellor.

III. TRAINING OF PERSONNEL

The varied backgrounds of the staff make for a difficult personnel training problem. Nevertheless, the Department has made progress in meeting the training needs of staff in all fields. The first effort in this direction to be attempted on a major scale was the establishment of a central guard school at Wallkill Prison, Wallkill, New York, on 5 November 1936. While, as the title indicates, this was a guard training project, the training provided lectures and instruction in many other rehabilitative disciplines. Not only was stress placed upon the contributions of religion, education, psychiatry, medicine, recreation and other specialties in the rehabilitative process, but guards were also instructed in the function, organization and operation of the entire State Department of Correction and of agencies outside the Department, such as the State Divisions of Probation and Parole. In this way, the groundwork was laid for training activities subsequently referred to herein as the Moran Memorial Institute on Delinquency and Crime. The central guard school provided training not only for more than 500 new recruits, whose appointment was required by reason of the legal establishment of an eight-hour working day for prison guards in New York State in 1936, but also advanced training for guards experienced in the service. A substantial percentage of the present custodial personnel of this Department received training during the period of the existence of the central guard school.

With the closing of the central guard school upon the United States' entrance into World War II, departmental training was decentralized. Major emphasis first was placed upon an introductory course for newly appointed guards and a course in correctional administration and treatment for those with greater experience in the service. The introductory course

supplies information on the services, functions and organization of the entire Department of Correction, as well as of other agencies of the State government. It acquaints newly appointed guards with the various departments in the institution in which they are employed and stresses the knowledge of the employees' rule book and safety and security matters. Instruction on correctional administration and treatment for the more experienced group particularizes, and advances this knowledge. Other courses, such as one in human relations, have been more recently developed to supplement this training activity. At about the same time as the central guard school was being abolished, initial activity was under way to develop other training facilities which ultimately were to be substituted for the central guard school training project. This new training programme was intended to meet the need for training of probation personnel in the northern section of the State rather than the need for training custodial and other institutional personnel. Undoubtedly, this development is traceable also to the fact that the in-service programme developed in substitution for the closed central guard school training provided useful training opportunities for guard personnel which did not exist in the field of probation.

On 16 March 1942 a first meeting of persons interested in providing training opportunities for probation officers employed in the northern part of the State was held at St. Lawrence University, Canton, New York. A programme of training was agreed upon and planned for the summer of 1942. World conditions and travel restrictions made it impossible for this programme to be launched as planned. Until 1947 the idea lay dormant while the need for probation training remained to be met. In 1947 interest in this project was revived and a one-day training conference was held at St. Lawrence University, jointly sponsored by the university and the State Department of Correction. In 1948 this training activity, then known as a "study conference" was conducted for three days, primarily for probation officers. It was at this conference that the late Chairman of the New York State Board of Parole, Commissioner Frederick A. Moran, suggested the broadening of the conference to include workers from other fields of correctional care. What was envisaged was training for a career service in the State system of correctional care involving

training programmes and correctional research in co-operation with interested colleges and universities. While no conference was held in 1949, it was during this year that an Advisory Committee was set up for the reorganized St Lawrence Institute on Delinquency and Crime. This Advisory Committee included the State Commissioner of Correction, the State Commissioner of Social Welfare, the President of St. Lawrence University, and Commissioner Moran. Each member of the Advisory Committee designated representatives of his agency to serve on a planning Committee. The Planning Committee was responsible, with the assistance of the Dean of St. Lawrence University, for the establishment of the courses, workshops and addresses which went to make up the Institute. The 1950 Institute ran for one week. It has been repeated for a similar period in 1951, 1952, 1953 and 1954 with ever increasing interest and participation.

In January 1953 the Governor of the State recommended to the Legislature the change of the name of the Institute to "The Frederick A. Moran Institute on Delinquency and Crime," and the making of an appropriation for the expenditure involved in conducting the Institute. The Advisory Committee to the Institute was reorganized to include the State Commissioner of Correction as Chairman; the State Commissioner of Mental Hygiene; the President of the State University; the Chairman of the State Youth Commission; the State Commissioner of Health; the State Commissioner of Social Welfare; the Chairman of the State Board of Parole; the State Commissioner of Education; and the President of St. Lawrence University. The Planning Committee was continued as previously organized. The Governor's recommendation was accepted and the first of annual appropriations made from State funds. The amount so appropriated totals \$75,000 for the fiscal year. (1 April 1954-31 March 1955).

The objectives of the Moran Memorial Institute on Delinquency and Crime have been set forth as follows:

1. "To keep abreast of new ideas and research findings evidenced in professional fields, the assumption being that the professionally trained individual utilizes new information and research knowledge as part of his professional growth.

2. "To help the specialized correctional worker understand the relationship of his job to rehabilitative procedures in adjacent areas.
3. "To encourage the understanding and application of basic religious principles and teachings in programmes of rehabilitation.
4. "To focus attention on community resources useful in effective rehabilitation.
5. "To provide new skills and improve old skills, i.e.; counselling techniques, interview procedures, social casework procedure, use of psychological data and methods, research analyses and community organization analyses.
6. "To encourage the discussion and implementation of existent policy on the operational and administrative level.
7. "To develop programmes of interpreting correctional policies and procedures to the public.
8. "To supplement and complement existent in-service training programmes with the aid of university specialists and facilities."

Indicative of the scope and appeal of the annual one-week Institute held at St. Lawrence University are the following summary figures taken from the registration for the period 15 to 21 August 1954:

<i>Personnel in Attendance</i>	
Correction	174
Law Enforcement (including Sheriffs)	101
Probation	49
Parole	44
Social Welfare	20
Mental Hygiene	9
Magistrates	8
St. Lawrence University	7
Youth Commission	7
Civil Service Department	4
State Education Department	4
State Department of Labor	2
Miscellaneous and Other States	41
Total	471

Out-of-State Personnel in Attendance

Illinois	1	North Carolina	1
Maryland	2	Pennsylvania	3
Massachusetts	1	Washington, D.C.	2
Michigan	1	West Virginia	1
Minnesota	1	Wisconsin	2
New Hampshire	2	Canada	6
New Jersey	1	Puerto Rico	1

The focus of the Institute is an interchange of ideas rather than a specialized training for any particular discipline or State agency. At the 1954 Institute, approximately thirty courses were offered by outstanding authorities in the field of correctional care. In addition, personnel in attendance from State and local agencies participated in about twenty workshop groups. Attending the courses and workshops were police officers, custodial officers, educators, probation workers, parole officers, psychological and psychiatric personnel, judges, case and group workers, delinquency prevention workers and some persons from the private agency field. One of the most interesting developments of the last two years, in connexion with the progress of the Institute, has been the addition of the chaplains to this training activity. An inter-faith committee of chaplains assigned to our correctional institutions, working with the Planning Committee, has made a major contribution to the training activities and to the recognition of the value of religion in correctional work. Approximately thirty chaplains, representing different faiths and different institutions caring for juvenile and adult offenders, participate in the Institute and help to arrange sessions for the general attendance as well. The 1954 Institute was highlighted by a course in teaching methods to be used in presentation of the newly developed departmental course for inmates "Successful Living" which supplements the regular work of the chaplains. All newly received inmates and all inmates about to be paroled receive instruction in character development and guidance. The results have been most promising and the instruction offered at the Institute in methods of improving the teaching of this course received high acclaim from all those in attendance.

In all phases of the programme of the Institute an effort has been made to relate the training given to civil service requirements. Civil service personnel in attendance not only

participate in courses and workshops but are also available for consultation on pertinent matters, so that the needs of the correctional service are indicated to civil service examination personnel with a resultant benefit to the Department of Correction.

The Moran Memorial Institute envisaged additional training beyond that offered in the one-week Summer Institute conducted at St. Lawrence University. Various training projects still are being developed. Illustrative of those already established is a six-weeks' summer session also conducted at St. Lawrence University for the past few years for selected personnel from this Department and the State Division of Parole. Personnel so trained in 1954 were assigned with the thought in mind that they would form nuclei for training projects in each institution. Generally speaking, one educator and one custodial person were selected from each institution to attend the 1954 summer session. Courses given centred around new techniques in better human relations and better methods of teaching human relations.

Even more recently developed are shorter sessions to be conducted for particular types of institutional personnel with additional visual aids obtained from Moran Memorial funds, the value of which was demonstrated at the 1954 Summer Institute course on "Successful Living". A short three-day training programme for chaplains will be conducted early in 1955. One chaplain from each of the three major faiths has attended the United States Army Training School at Fort Slocum, New York, for advanced knowledge of character guidance teaching methods. These three chaplains, together, will organize and help direct a three-day Institute for other chaplains and civilian personnel engaged in giving the course on "Successful Living" to inmates of our institutions. Thereafter, similar "spot" training institutes of like duration will be conducted for physical training personnel, for guidance supervisors and guidance counsellors (social workers), and possibly for educational personnel in the various institutions. Outside instructors of recognized competence and leadership in the respective fields will supply intensive specialized training to such groups during these periods. It is noted that such specialized training complements as that offered at the one-week Summer Institute as well as the currently conducted are in:

stitutional in-service training programmes of an introductory and administrative character.

The most recent feature of the Moran Memorial Institute on Delinquency and Crime is an item in the budget granting, as an experiment, partial scholarships to employees of this Department for attendance at suitable colleges and universities, or on a group instruction basis with teaching personnel from these colleges or universities going to the institutions. Individuals participating in the partial payment scholarship programme are nominated by personnel training committees which have been set up in each of the institutions of the Department. If an individual scholarship or a group instruction programme for an institution is approved, one-half the cost is paid out of the Moran Memorial funds up to certain maximum amounts established by budgetary limitations. The additional one-half of the cost of the training programme, and any incidental costs incurred, are borne by the personnel benefiting from the programme. This training activity, in contrast to the one-week Summer Institute, and the summer session, is conducted on the employees' own time. A tentative evaluation of this experimental programme is planned for June 1955. It is hoped that two years of operation will be possible before a final determination is made of the results accomplished.

Plans are under preparation for the next fiscal year of operation of the Moran Memorial Institute on Delinquency and Crime (1 April 1955—31 March 1956). It is anticipated that tried and proven portions of our training activities, such as the one-week Summer Institute, will be continued at least at their present levels. Additional training activities are being considered. Meanwhile, the regular in-service training programmes, aimed primarily at custodial personnel, continue with a staff of teaching personnel selected from the regular employees of each institution, augmented and aided by a training technician and a consultant to the Moran Memorial Institute attached to the central office of the Department. It is planned that content of in-service training courses will be further strengthened by the knowledge gained through the partial scholarship programme. Teachers for this scholarship programme come from such varied fields as psychiatry, education and research.

IV. CONCLUSION

The pattern of selection of correctional personnel in this Department is well established for the various categories. It would appear that very little change can be anticipated in the immediate future in the qualifications required for the types of correctional workers described herein. Qualifications, as established, represent the findings of experience and the best judgment of experienced personnel. They represent also a realistic facing up to job requirements and salary standards for similar work in other fields, such as public education and social work.

The pattern of training of personnel, while long established, is not yet permanent. The necessary changes in training activities which have been brought about by world conditions have caused training activities to remain flexible. At the present time it would appear that further experiments in the type of training most beneficial to job performance is in order. These experiments have been launched recently in co-operation with various colleges and universities. A preliminary evaluation of the results obtained can supply only tentative findings. A final evaluation of the partial scholarship programme and other training activities conducted as parts of the Moran Institute on Delinquency and Crime should be fruitful.

Ultimately, it is hoped there will be developed an overall pattern of correctional training to meet the specific needs of the various specialities such as custodial, educational, and guidance work, as well as the needs common to all fields of work. Major steps in that direction have been taken at each of the one-week Summer Institutes of the Moran Memorial conducted at St. Lawrence University, Canton, New York. Additional steps in that same direction are planned for 1955.

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.