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PERSONNEL
SELECTION AND TRAINING OF PERSONNEL
FOR PENAL AND CORRECTIONAL INSTITUTIONS
IN THE UNITED STATES FEDERAL PRISON SYSTEM.

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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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A. Selection

Employees in the Federal Prison system of the United States are selected through United States Civil Service Commission procedure. The Civil Service Commission announces and conducts competitive examinations throughout the country. The examinations are planned by a group of experts in the Commission in consultation with the Bureau of Prisons. Applicants receiving a passing grade on an examination for a specific type of position are placed on a register of eligible candidates. The names of the candidate with highest grade who has veterans' disability preference is placed at the top of the register, the one with second highest next, and so on. Veterans without disability preference and non-veterans are listed similarly below disabled veterans.

When a vacancy occurs the three applicants at the top of the register are considered. These applicants are invited to visit the institution in which the vacancy exists, or a federal institution near their residence. During this visit they have an opportunity to see all parts of the institution and ask questions about prison work. The Warden of the institution in which the vacancy exists selects one of the candidates, subject to approval by the Director of the Bureau of Prisons. The appointee undergoes an investigation as to character and suitability. Personal qualities and character must be excellent. The employees must have a good influence on prisoners.

The new appointee serves a probationary period of one year during which he is trained in the requirements of his job and his services are evaluated periodically by various supervisors. To be successful in dealing with prisoners one must exercise practical judgment. In order to determine how to select persons having this quality the Bureau of Prisons has made

experimental use of a standardized test known as the Cardall Test of Practical Judgment, Form AH.¹ This test consists of 49 multiple-choice questions which are answered by punching holes with a pin. Each question has four alternative answers. Only one best answer is requested for each of the first nine questions. Of the remaining 47 questions each calls for a first, second, and third choice.

The Bureau of Prisons is now considering a means of recruiting employees with somewhat higher educational qualifications than those required for the position of Correctional Officer. The "Correctional Aid" position is being established as a trainee assignment. Correctional Aids are now being recruited. Some are entering prison work directly from school and are given closer attention by supervisors. After six months of duty a Correctional Aid can be promoted to a Correctional Officer position or to a technical position, such as Social Caseworker, for which he is qualified by education.

B. Training

Each of the 26 institutions in the Federal System trains personnel under the direction of the central office in Washington.

In each of these institutions there is a Supervisor of Training who is responsible for developing, coordinating and supervising the training of employees. Under the general supervision of the Warden and the Associate Warden and in cooperation with the heads of the departments in the institution, he plans, organizes and directs training activities. These activities are designed to assure safe custody, and also to contribute toward modifying the attitudes and behavior of inmates so that they will be returned to society as more useful members than before.

The Supervisor of Training at each institution selects and trains instructors. He guides both the instructor and the trainee, and through individual counseling, assists employees in increasing their effectiveness in prison work.

¹ This test is published by Science Research Associates, Inc., 57 West Grand Avenue, Chicago 10, Illinois. Results obtained from its use in the Federal Prison System are discussed in an article, "Correctional Institutional Personnel—Amateurs or Professionals?", *The Annals of the American Academy of Political and Social Science*, Vol. 293, May, 1954, pp. 72-74.

There are five principal types of standardized training in the Federal Prison System, as follows:

1. *Basic Training* for new employees.
2. *Defensive Training* for male employees.
3. *Quarterly Training* for all employees.
4. *Specialized Training* for Culinary, Social Casework, and other employees performing highly specialized functions.
5. *Advanced Training* for selected, experienced employees.

I. Basic Training

This type of training is given to all new employees in the Custodial Service, and to employees entering the System as cooks, farmers, social caseworkers, engineers, plumbers, or as other specialists. Basic Training consists of one week of group instruction and three weeks of individual on-the-job instruction at 14 training posts in the institution.

During the initial week of group instruction there are special demonstrations, including role playing. There is a tour of the entire institution. The Warden, the Associate Warden, and each Department Head give brief talks and answer questions.

During the three weeks of individual on-the-job instruction the trainee is assigned to 14 different posts, which encompass a wide range of institutional activity, such as reception and indoctrination of inmates, preparation and serving of food, supervising inmates in quarters, supervising close-custody inmates at work inside the institution, supervising minimum-custody inmates on the farm, and supervising activities in the Education Department. In performing these duties, the trainee is instructed and rated by an experienced, capable employee.

During Basic Training the new employee receives thirty hours of instruction in 19 judo holds, and approximately four hours in safe use of the .38 calibre revolver and the M-1 carbine. He studies two books, Volume I of *The Way to Prison Work*, and *Prison Work as a Career*; Volume II of *The Way*

to *Prison Work*; contains suggestions for use of Orientation Speakers and Post Instructors.

In order to complete Basic Training satisfactorily the new employee is required:

1. To prepare 14 narrative reports, one for each Training Post. These narratives should indicate (1) what he actually did under supervision, (2) what he observed which was of particular interest, and (3) his suggestions for improvement of procedures and physical facilities.
2. To receive sufficiently high ratings from Post Instructors to indicate that he has the ability to absorb and use instruction concerning prison routines.
3. To demonstrate speed and accuracy in executing the 19 judo holds under surprise conditions.
4. To fire a qualifying score, both slow and rapid, with the .38 calibre revolver and the M-1 carbine.
5. To attain a grade of 70 on the examination on the text of Volume I of *The Way to Prison Work*. (If he fails he may take one re-examination on condition (a) that he has completed all other phases of his Basic Training successfully, and (b) that the Warden of the institution in which he is on duty so recommends.)
6. To prepare, in writing, answers to seven questions listed on pages 281-282 of *Prison Work as a Career*. (These answers must reflect familiarity with the book, and show original thinking on the part of the trainee.)
7. To attain an over-all rating of 77 per cent or better on Basic Training. (A maximum of 50 per cent is given to the narrative reports and the ratings by Post Instructors, 20 per cent to the rating on proficiency in use of judo holds, 10 per cent to the rating on the use of firearms, and 20 per cent to the grade attained in the examination on *The Way to Prison Work*. One entire point is added to the over-all rating if the seven answers to questions on *Prison Work as a Career* receive a grade of very good; two points are added if those answers receive a grade of excellent; one point is deducted if they receive a grade of fair. If they are considered unsatisfactory the trainee is asked to rewrite them.)

II. Defensive Training

This phase of the training programme is designed to insure that the personnel of the Federal Prison System is equipped with the necessary skills and techniques to enable it to cope, effectively, but humanely, with individual acts of violence by prisoners and with group uprisings and disturbances.

a. *Physical Training*: This includes instruction in 19 jujitsu holds and in calisthenics, and testing, each three months, in five jujitsu holds. All male employees except Chaplains, and a small percentage of employees who are about to be retired because of ill health, or who are temporarily disabled, take these tests.

b. *Firearms Training*: This emphasizes safety in the use of two standard weapons—the .38-calibre revolver and the M-1 carbine. Male employees, except Chaplains and a very few persons having serious eye trouble or suffering from serious nervousness, are required to shoot a qualifying score once every summer. Each year firearms teams are selected in most of the institutions. These teams meet in matches at one of the institutions to compete for highest marksmanship honors and to learn about the over-all prison programme of the institution which they visit.

In August 1954 teams met at the following host institutions: US Penitentiary, Atlanta, Georgia; US Penitentiary, Leavenworth, Kansas; US Penitentiary, McNeil Island, Washington; Federal Reformatory, Chillicothe, Ohio; Federal Reformatory, Petersburg, Virginia; Federal Correctional Institution, Seagoville, Texas; Federal Prison Camp, Tucson, Arizona.

c. *Emergency Procedures Training*: Selected employees, mainly from the Custodial Service, are given one or two days of intensive training each year. This training includes practice in the use of jujitsu, firearms, and tear gas guns, and the discussing of hypothetical emergency situations. Men thus trained are especially qualified for emergency uprisings or disturbances. In any one year this emergency training is made available to only approximately five per cent of the employees of duty during the year, whereas the physical and firearms training are participated in by practically all personnel.

III. Quarterly Training

This type of training performs three functions: (a) it gives details on items which were stressed in Basic Training, (b) it serves as a refresher course on details learned in and since Basic Training, and (c) it supplies current information about prison work. Every three months all employees below the level of Department Head are given four hours of planned instruction concerning prison problems and human behavior. This is their Quarterly Training. In a large measure the Department Heads themselves do the instructing. This feature insures that the Department Heads take a genuine interest in the Quarterly Training.

During some parts of the year the Warden selects the items of Quarterly Training from a list furnished by the Washington Office, or requests approval to conduct instruction in items which originate at the institution. During other parts the Washington Office indicates what subject matter shall be covered. During October-December 1953, each institution devoted the four hours to a study of the American Prison Association's pamphlet, *Prison Riots and Disturbances, 1953*, with particular reference to its own problems. Each employee took an examination on the contents of the pamphlet. During October-December 1954, all institutions devoted their Quarterly Training time to discussions of the first fifty pages of the May 1954 issue of *The Annals of the American Academy of Political and Social Science*, which deals with "Prisons in Transformation."

Usually for a three-month period the following procedure is employed in the institutions in scheduling, conducting, and reporting Quarterly Training.

1. It is determined which topics of instruction recommended by the Bureau are needed by employees of the institution.
2. Among the topics considered most necessary, the institution selects the one for which a suitable instructor can be found.
3. The number of hours of instruction to be given to the topics thus selected is determined. Where the Bureau suggests two hours for one item, one institution may want to give only

one hour of instruction and another may find three hours more practical.

4. The institution posts or circulates a list of the items for instruction together with the number of hours of instruction to be devoted to each subject. The following is a typical example:

Items of Instruction	Number of Hours
The Federal Prison System	2 hours
Employee-inmate relations	2 hours
Gratuities for inmates at time of release	1 hour
Conserving utilities	1 hour
How the institution's Classification and Parole Office functions and its relation to the other departments	2 hours
Correct procedure for receiving inmates	2 hours
What to look for when inspecting inmate letters and how to channel pertinent information	2 hours
Escorting inmates, individually and in groups, within the compound and on remainder of the reservation	1 hour

5. Department Heads furnish guidance to employees in their Department, consider the choice of items of instruction made by the employees, and decide what items should be included in the four-hour programme. In making this decision they take into consideration the economy of group instruction and the desirability of having groups range from eight to fifteen persons.

6. The institution's Supervisor of Training enters on an individual sheet for each employee the items of which the employee's four-hour instruction for the quarter consist. The sheet is known as "Record of Quarterly Training" and is a permanent, cumulative record.

7. The Department Head provides instruction, some personally, some with the assistance of other staff members or with the help of the institution's Supervisor of Training, or, in some instances, with the help of another Department.

8. Each instructor reviews the names of employees he is to instruct and the Bureau's outline for the course which he

is to conduct and makes any changes in the outline which he and his Department Head deem necessary. The following is a typical outline furnished by the Bureau:

Inter-Departmental Relations

Over-all view of inter-departmental relations in an institution; 2 hours (Ease of communication between departments facilitates entire programme of institution; use of non-technical language when talking about your department to employees of another department assists in building good inter-departmental relations; through visiting each part of the institution at least once a year the employee gains an over-all view of the physical facilities of the respective departments; through reading *The Bulletin Board*, *The Progress Report* and *Field Operations News Letter* an understanding of the activities of the different departments is gained; finances for the Administrative, Advisory, Culinary, Custodial, Farm, and Mechanical Services and for the hospital all come from the same budget; call outs are necessary in a programme of individual treatment even though requiring one department to release an inmate temporarily to another department; transfer of inmates from a job in one department to a job in another may frequently be necessary for the benefit of the institution and society; an understanding of sound disciplinary practices by employees in all departments decreases contradictory approaches in supervising inmates; co-operation between departments is necessary in accomplishing special or seasonal jobs; an extra amount of co-operation between departments may be necessary when an epidemic strikes a large number of inmates or personnel).

Use Assistant Director Frank Loveland's article in the April 1944 issue of *The Bulletin Board*, entitled "Co-operation between Departments".

9. The institution's Supervisor of Training coordinates the scheduling of time and place of instruction for the respective items.

10. Instructors, with the help of Department Heads and the institution's Supervisor of Training, seek ways to make their

instruction direct and interesting and to secure participation by all members of the group. Tests are devised. In some instances, each member of the group is asked to score his own test. This arouses interest and enables the instructor to evaluate fairly well the amount of each member's participation and learning.

11. Since instructing is an excellent way for a capable person to learn, any employee selected by his Department Head to instruct is given credit towards his four hours of Quarterly Training—one hour credit for every hour of instruction. If a Lieutenant, Correctional Instructor or Parole Officer, instructs for two hours during a quarter he needs only two hours of instruction.

12. Department Heads briefly summarize in writing the instruction which has been given to employees of their department during the quarter and transmit the summary to the institution's Supervisor of Training together with the outline which was followed.

13. The institution's Supervisor of Training adds in concise form to the individual sheets, headed "Record of Quarterly Training", substantive comments made by instructors.

14. The institution's Supervisor of Training forwards to the Bureau, together with his comments, the quarterly summaries prepared by the Department Heads.

Examination grades and other evaluations of the quality of an employee's participation in Quarterly Training programme are entered on the "Record of Quarterly Training", maintained for each employee. This cumulative record is consulted frequently by the employee's immediate supervisor and by the institution's Supervisor of Training, as a means of planning further instruction and as one of the factors in selecting candidates for promotion.

IV. Specialized Training

From time to time the Bureau of Prisons finds it necessary to conduct training for specialized personnel. Social case workers, record clerks, or prison bus officers are assembled for specialized training.

In the same way, culinary employees from a number of institutions are brought to one institution to receive intensive instruction for a few weeks, from a representative from the Washington Office.

The purpose of the Culinary Operations Course are as follows:

1. To provide specialized in-service training in order to meet the manpower needs of the culinary service.
2. To further familiarize junior stewards with culinary operations.
3. To familiarize junior stewards with prison conditions directly connected with and relative to the feeding programme.
4. To indoctrinate junior stewards with a clear knowledge with which to apply the standard ration.
5. To stress the importance of realistic budgeting.
6. To inculcate junior stewards with a good working knowledge of food inspection.
7. To teach, by doing, how to conduct food-preparation demonstration.
8. To teach the importance of good nutrition.
9. To stress the importance of good housekeeping.
10. To emphasize, through practice, the importance of good inmate supervision, including trade training and care of equipment.
11. To maintain and improve general culinary standards.

V. Advanced Training

This six-weeks course is made available only to employees having at least five years experience in the Federal Prison System and who have already demonstrated ability to handle responsible assignments. The course is divided into two phases. The first consists of five days of discussion devoted mainly to planned talks presented by the participants, and discussions led by them on everyday problems of prison management. As a result of these discussions a pamphlet is prepared by the Class. The following excerpt from the pamphlet

prepared by the Advanced Training Class of 1954, at U.S. Penitentiary, Terre Haute, Indiana, is typical: "Should all inmate disciplinary matters be referred to the adjustment board?"

Every infraction which jeopardizes security of the institution, custody of the inmates, or safety and welfare of employees and inmates, must be reported. Examples: (i) possession of hazardous tools or weapons; (ii) homo-sexual activities; (iii) strong arming or fighting; etc.

The criterion or measuring stick to be utilized in classifying an infraction as minor is the judgment and experience of the individual employee. If you know the type of individual with whom you are dealing, you can with a little thought anticipate how he will probably react to a particular action on your part. Two separate incidents of spilling coffee occur in the dining room. In one case you are certain it was an accident and a minor matter—in the other case you submit a disciplinary report. Why?

Minor infractions are handled each and every day by every employee. The class concluded that the following factors would always be considered in this treatment;

1. Judge each incident independently.
2. Display no anger, ridicule, nor attempt to humiliate.
3. Be fair, considerate, and as consistent as possible.
4. Polite and courteous reprimanding is not a sign of weakness.
5. Warnings, not threats, are constructive discipline.
6. If your action entails restriction of an inmate's privilege, notify your supervisor. Do not usurp the duties of the Adjustment Board.

Finally, if the matter is to be noted on the inmate's Conduct Card, written in memorandum form to the Associate Warden MIT (mass treatment,) or written formally as a disciplinary report, always notify the inmate."

During the second phase, five weeks in length, each member of the group studies a selected prison problem. At the conclusion of the course, he presents his findings in summary form to the Bureau of Prisons.

Some of the most useful of these summaries are printed in pamphlet form.

Among the Advanced Training studies which have been published by the Bureau for general circulation are the following:

1. A Study of the Response to Recreational Therapy of Five Psychopaths and Psychoneurotics at Medical Center for Federal Prisoners, Springfield, Missouri.
2. Use of Leadership Techniques on a Construction Detail.
3. A study of the Population of Vermont House, Federal Correctional Institution, Danbury, Connecticut, as Reflected by Work Reports, Quarters Reports, and Conduct Records.
4. A Study of the Vocational Training Programme at Federal Reformatory, El Reno, Oklahoma.
5. How Effective is Our Programme of Meritorious Awards?
6. Staff Attitudes as Reflected in Inmate Behavior.

A summary sheet entitled "Record of Advanced Training" is placed in the personnel jacket of each employee who completes the Advanced Training Course satisfactorily (See Annex I for an example.)

Each of the two phases of the Advanced Training Course is evaluated in terms of letter ratings, "E" (Excellent—95) "G" (Good Plus—83), and the like. An over-all rating is computed by assigning a value of one-third to the rating for the first week and two-thirds to the rating for five weeks study and the résumé. The Certificate issued by the Director for satisfactory completion of the course is valued highly by those who have received it.

An advanced Training Class usually consists of ten to twelve persons. This number forms a good working group during the first week. Enlarging the group would decrease the opportunity given to each member to express ideas and lead discussions. With a group much larger than twelve there is a possibility that the remaining five weeks of the course would be unsatisfactory.

From year to year it is necessary to improve prison methods and procedures. Failing to make such improvement results in stagnation. There is no middle way between progress and ret-

gression. Experience indicates that much valuable and well organized data result from the week of Advanced Training discussions. A mimeographed summary of the discussions of each Advanced Training Class is placed in the Staff Library of each institution so that all who care to read them may do so. The résumés themselves prepared by each member of a class after studying a practical problem for five weeks are also available. As a result of Advanced Training programme much information on prison experience is studied.

In addition to these five standardized types of training, the Supervisor of Training in each institution counsels employees individually in order to assist them in dealing effectively with the inmates. The Supervisors of Training also encourage employees to make use of the Staff Library in the institution and to take advantage of correspondence courses offered by reputable schools, and of college courses given nearby or by extension. The Bureau of Prisons, under the direction of Mr. James V. Bennett, Director, holds service-wide conferences for Wardens, Associate Wardens, Captains, Chief Clerks, and other heads of institutional activities. Employees are interchanged between institutions and between institutions and the central office as a means of improving efficiency of operations and training men qualified to assume increasingly responsible assignments.

Carefully selected and well trained personnel is the greatest asset in correctional work. Regardless of the amount of money spent on prisons, if the personnel is poorly selected, or if in-service training is neglected, the prison system cannot rehabilitate the offenders.

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Annex I

The following is quoted from the summary sheet of an employee at U. S. Penitentiary, Leavenworth, Kansas:

1. Assembled Week—February 15-19, 1954.

Rating: Very Good Plus

Remarks:

Mr. was selected by the Staff Committee to take the training as one of our most experienced officers and one who could contribute much to the programme. He presented his talks excellently. He rated high in his indication of preparation on all topics throughout the week, and evidently put considerable thought in advance to each topic he was covering. He was somewhat critical of administrative procedures in some instances, particularly in his first topic, but was quick to agree later that a good many of his criticisms were due to a misunderstanding on his part when later the true information refuted his contentions. He contributed a large share to the discussion and summary periods, always being ready with points which were pertinent to those brought out by other speakers. He led his discussion periods in an exemplary manner, and rated highest in his class, by fellow class members, on the basis of daily ratings. It is felt that Mr. gained much information from the class work. His talk on "Supervising Narcotic Offenders" was rated, by the group, as the best.

2. Practical Problem (Study Topic)

Rating: Excellent

Title: Control of Hazardous Tools

Remarks:

It is considered that M 's summary of his topic is one of the best submitted. He spent a great deal of his own time in digging out information for his summary. His paper is well organized and is presented in an interesting manner. His conclusions are warranted and are based on the facts found in his summary. He presented his findings to staff members and employees in Quarterly Training classes, and did an excellent job in all five sessions of conveying information to

others. His remarks included some very pertinent observations. He made a collection of pictures of various escapes, escape attempts, bar spreaders and other hazardous tools that were used and circulated them among employees in attendance at the training session to illustrate his talks. It has been mentioned by several that Mr. . . . 's instructing was most interesting and was presented clearly."

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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.