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## PERSONNEL

SELECTION AND TRAINING OF PERSONNEL  
FOR PENAL AND CORRECTIONAL INSTITUTIONS  
IN THE PHILIPPINES

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INTRODUCTION

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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The last war caused a serious increase in delinquency in the Philippines. As a consequence concerted and determined efforts, though limited in scale, were made by the Government to improve the conditions in the correctional field. Qualified officials who have made prison work their professional career were sent to the United States of America to study and observe modern trends in correctional work with a view to adopting the methods of care and treatment of offenders best suited to meet the current needs of the country. Exhaustive reports on their observations abroad were submitted to the Bureau of Prisons and a detailed appraisal was made of practices suitable for incorporation in institutional procedures and programmes. Early in 1954 the Bureau of Prisons, after a reorganization of its executive and administrative staff, embarked upon a progressive scheme for the selection and training of staff in the penal and correctional institutions under its direct authority.

I. CATEGORIES OF PERSONNEL

The following general categories of personnel exist in the Philippine Bureau of Prisons:

1. The administrative group is the smallest and the most important. It includes all the top executive and administrative personnel of the institutions and the administrative heads of all divisions and sections of the service.
2. The professional group is engaged in highly specialized fields of work and includes medical officers, psychiatrists, psychologists, sociologists, vocational counsellors, educational counsellors and chaplains.
3. The technical group is the largest and is comprised of all

other employees not in the above groups. It includes all the custodial and correctional officers as well as all project supervisors whose jobs are confined to the industrial, construction and maintenance phases of institutional work.

4. The clerical group includes all the secretarial and clerical workers of the various institutions.

## II. SELECTION AND EMPLOYMENT CONDITIONS

The following standards for the selection and training of personnel are being followed in the Philippine Bureau of Prisons:

1. *Merit System.* The selection of qualified persons is a fundamental objective in any correctional system. The qualifications of every employee are subjected to an impartial scrutiny. The merit system in the Bureau of Prisons is governed by the civil service law, and all classes of personnel, administrative, professional, technical and clerical, except the Director and Assistant Director of Prisons who are Presidential appointees, are appointed and promoted in accordance with civil service rules and regulations.

Employment or promotion on the strength of political or other non-professional considerations is looked upon with disfavour. Although in some cases a candidate's entry into the service may be facilitated by political intervention or other non-professional reasons, nevertheless his qualifications must be equal to those of the other applicants. Every applicant for a position in the correctional service must submit to a competitive civil service examination; there is a standard type of written and oral examination suitable for every post.

Every employee is placed on probation for six months. If the employee has proved himself to be satisfactory during his probation he is given a permanent appointment, otherwise he is discharged.

2. *Position specification.* Announcements of open competitive civil service examinations for posts in the Bureau of Prisons contain a description of the duties of the post, the rates of pay and prospects of advancement, as well as the qualifications, such as standard of education, previous experience, skills, sex, health, physical requirements and personality factors. For example, the qualifications for the post of prison guard are as follows:—

(a) high school graduation; (b) height (not less than 5 feet 5 inches); weight (not less than 135 pounds); (c) age (from 18 to 45 years); (d) good character. Preference is given to persons with training and experience in the armed services or teaching. A candidate for a post in the professional category, in addition to satisfying the prescribed health and character requirements, must have a baccalaureate degree and the major subject of study must relate to the position he is applying for; he must have two years of experience in the field of major study.

3. *Education before appointment.* Employees, especially those who have direct dealings with the inmates, must continually improve their knowledge and skill, otherwise the purposes of the service cannot be achieved. Only a small percentage of the present staff of the entire penal and correctional system are professionally qualified to handle the care and treatment of offenders of all categories. This is easily understandable in view of the fact that in this country there is not a single institution offering a course designed to prepare for a career in the correctional service. Only during the last few years, courses in penology and criminology have been introduced in law schools and a couple of universities are providing courses in social work. The opportunities for employment in the correctional service are so limited that they do not justify the offering of professional courses in the State University or any private university. However, with the rapid development of courses in social work in the universities, priority will be given to graduates of these courses in the recruitment of correctional workers. The Director of Prisons plans to furnish universities with information regarding employment possibilities in the correctional service and to offer internships at correctional institutions to students in social work.

4. *Selection.* Selection for employment is made from the certified list furnished by the Bureau of Civil Service, giving preference to candidates obtaining higher ratings. The candidate is interviewed by the head of division concerned in order to determine his fitness for the particular work on which he is to be employed. As a rule the applications of persons who have given character references and the names of their previous employers are carefully considered. As a general rule all applicants for positions in the Bureau of Prisons are subjected to psychological and psychiatric examinations to prevent recruitment of persons who

are emotionally unstable or have sadistic tendencies. The probationary period permits the supervisory and administrative personnel to eliminate persons who show themselves unfitted for any particular kind of work.

5. *Employment conditions.* The present prison administration adheres to the policy that personnel efficiency, pride in employment and professional dignity are to be attained through proper organization, selection and training, and that without proper employment conditions, personnel incentive will be lacking. Provisions relating to employment in the Philippine prison system in respect of pay scale, vacation, sick leave, status, hours of work and retirement are contained in the civil service law and other special laws. Pursuant to a law recently passed by the Philippine Congress, the minimum pay for an employee is four pesos (4.00 or U. S. \$2.00) a day. An employee is entitled to fifteen days vacation and another fifteen days sick leave a year, cumulative up to ten months. All employees, except the custodial personnel, work forty-five hours a week. In the prison service, as in any other branch of the Philippine Government, compulsory life and optional retirement insurances for permanent employees are provided by law.

6. *Job assignment criteria.* On being accepted for service, the new employee is required to fill in an "employee's record" form which includes information on education, previous work experience, training, personality and interests and such other particulars as are needed to permit proper assignment of the employee according to his abilities and the needs of the service. This document forms the basis of the employee's chronological service record. The employee's service record is used by supervisory and administrative personnel for purposes of promotion and reassignment. Rotation of employees on different job assignments in order to develop staff versatility and teamwork is often resorted to, subject to a budgetary law limitation that no employee shall perform any duty corresponding to another position. For purposes of promotion, an employee is assessed according to the work performed by him; seniority in the service is taken into account as a secondary factor.

### III. TRAINING OF PERSONNEL

1. *Preparation of training programme.* There has never been a

provision in the budget of the Bureau of Prisons for a unit to take care of the orientation and formal training of prison employees. With the emphasis laid by the present prison administration on the selection and training of personnel, a prison employee has been designated personnel training officer on the departmental level, in accordance with the provisions of Directive No. 103, series 1954, issued by the Director of Prisons (see Appendix A). Owing to the lack of professionally trained employees in the service, this personnel training officer does not perform his job on a full-time basis. The directive requires the personnel training officer to establish policies governing the personnel training programme, to develop and organize appropriate courses of training, and to assist institutional officials in co-ordinating the training schedule and courses with institutional operations. He is aided by a Training Advisory Committee composed of heads of divisions. Heads of institutions are directed to designate a training school for the in-service training of their personnel. Preparation for in-service training of prison personnel is carried on in two institutions out of seven now conducting in-service classes. It must be admitted that little progress has so far been accomplished on account of the lack of budgetary provision for equipment, facilities and technical personnel.

2. *Scope of the training programme.* The personnel training officer appointed under this directive has prepared a curriculum patterned on that outlined in the "In-Service Training Standards for Prison Custodial Officers" published by the American Prison Association (see Appendix B). The curriculum includes courses in correctional work for all types of employees, courses dealing with custodial methods, classification and treatment, supervisory and human relations, self-defence methods, use of firearms and chemical equipment and for employees belonging to the technical group courses in the control and treatment of abnormal prisoners. The staff to conduct these courses is being recruited, but it must be admitted that the Bureau lacks men with sufficient experience, training and professional background to give these courses, and for this reason there has been a considerable delay in the organization of the classes.

Refresher courses are offered in the different units in the institution with a view to improving the morale of the employees, and personnel efficiency.

3. *Budget for training.* For the present, the training programme for personnel of this Bureau is very much handicapped by the lack of budgetary provision for this type of service. In the past, the need for such service has never been so much felt, so that there has never been any attempt on the part of the administration to include a personnel training unit in the administrative organization of the system. The present prison administration plans to create this type of service and make the necessary appropriations in the budget of the coming fiscal year. With a view to furthering this plan, the Director of Prisons has already requested a grant abroad to enable the staff of the Bureau to be trained abroad.

## APPENDIX A

Republic of the Philippines  
Department of Justice  
BUREAU OF PRISONS  
Muntinlupa, Rizal

16 March 1954

### **DIRECTIVE<sup>1</sup>,** **No. 103 . . s . . . 1954**

In order to insure rendition of maximum efficiency service by the personnel of this Bureau, there is hereby created a Personnel Training School in this Bureau.

Mr. Julio Alcantara, aside from his duties as Acting Chief of the Reception-Guidance Center, is hereby assigned as head of the School, and is designated Personnel Training Officer of this Bureau.

The following Chiefs of Divisions shall form a Training Advisory Committee to the Personnel Training Officer:

1. The Manager of Prison Industries
2. The Superintendent of the New Bilibid Prison
3. The Administrative Officer
4. The Chief of Prison Hospitals
5. The Chief of the Classification Division
6. The Chief of the Finance and Supply Division

The Personnel Training Officer is assigned the following responsibilities:

1. To establish policies governing the personnel training program.
2. To develop and organize appropriate courses of training.
3. To direct the preparation of training manuals and teaching aids.
4. To assist division chiefs and institution superintendents in making studies for the purpose of determining training needs.
5. To assist institutional officials in coordinating the training schedule and courses with institutional operations.
6. To keep abreast of current training material and improved methods.

<sup>1</sup> Official text as submitted by the author of the report.

7. To collaborate with institutions of higher learning, as may be appropriate relative to training.
8. To evaluate recruitment methods and selection standards and practice and correlate them with training.
9. To prepare reports on training.

The Personnel Training Advisory Committee shall perform the following functions:

1. To evaluate the training needs of employees.
2. To make recommendation on training policies and procedures.
3. To make recommendations on equipment and facilities needed.

The Personnel Training Officer shall immediately prepare a course of instruction in "Introduction to Institutional Correctional Service", and shall so select the instructors thereof. He shall also make arrangements with the division chiefs in order for the latter to send at least five employees from each division to form the first batch of trainees in the New Bilibid Prison.

To implement this directive, Superintendents of colonies and the Correctional Institution for women are directed to organize a training school for the in-service training of their employees. They shall consult the Bureau Personnel Training Officer regarding the courses to be offered in these institutional training centers.

This directive shall take effect immediately.

ALFREDO M. BUNYE  
Acting Director

## APPENDIX B

### SCHEDULE FOR IN-SERVICE TRAINING

#### Courses:

- No. 1. Introduction to Institutional Correctional Service
- No. 2. Custodial Duties and Techniques
- No. 3. Introduction to the Psychology, Guidance and Treatment of Prisoners
- No. 4. Supervision Techniques
- No. 5. The Control and Treatment of Abnormal Prisoners

**Length of Training:** One week (36 hours)

#### SCHEDULES

##### —First Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 1(a)

- (1) Purpose and Scope of Initial Training.

Explanation of induction training and what the employee is to gain from it.

- (2) Organization and Programme of Institution.

Description of plan of organization, channels of communication, lines of authority, and the features and facilities of the institutional programme for inmates.

(10:00 A.M. to 12:00 A.M.)—Course No. 2(a)

- (1) Custodial Organization and Programme.

Presentation of the plan of organization of the custodial department, lines of authority, channels of communication, delegation of responsibilities. Description of the custodial responsibilities of the institution.

- (2) Physical Facilities and Custody.

Interpretation of the maintenance of custody of inmates in keeping with the physical facilities of the institution.

- (3) Custodial Rules and Regulations.

Discussion of the application of custodial rules and regulations by institutional employees.

- (4) Nature and Scope of Duties Assigned Custodial Officers.

Presentation of the duties and responsibilities assigned cus-

todial officers, and the knowledge, skills and attitudes which they must have to perform such duties.

(2:00 P.M. to 4:00 P.M.)—Course No. 3

(1) Why a Person May Become a Criminal.

Interpretation of the causes of crime as related to the unsatisfied needs of human beings and discussion of how unmet needs may lead to criminal behaviour.

(2) How Inmates May React in Prison.

Description of general types of adjustment to prison; normal, aggressive hostility, compensation, evasion of reality. Inmate social relations, sexual patterns and adjustment to the prison programme are described.

(3) What Classification Is.

Description of how each prisoner is studied and the procedures followed to utilize the information about each inmate as the basis of a programme for him. Interpretation of the form and content of the institutional record folder on each inmate.

—Second Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 1(b)

(1) Outline of History of Crime and Treatment.

Discussion of historical origin of punishment for crime, the criminal law, origin and development of the prison system.

(2) General Characteristics of Inmates.

Description of general characteristics of the inmate population to include: age, race, birthplace, intelligence, educational achievement, military service record, criminal record.

(3) The Inmate Programme from Reception to Release.

Introduction to the classification and treatment programme for inmates.

(4) The Classification Committee.

Employee observation of the Classification Committee in action for determination of inmate custody, work and education assignment.

(10:00 A.M. to 12:00 A.M.)—Course No. 3

(1) The Treatment Programme.

Description of the facilities available and how they are employed to provide a constructive programme for inmates, individually and collectively.

(2) The Administration of the Treatment Programme.

Interpretation of policies and procedures governing the treatment programme and description of the levels of authority and lines of command governing operation of all treatment activities.

(3) Types of Employment to Provide Constructive Treatment.

The value of a diversified employment programme; the goals of constructive employment of inmates; proper work habits and vocational training; general types of work assignment which may provide constructive treatment.

(2:00 P.M. to 4:00 P.M.)—Course No. 2(b)

(1) Participation in the Classification and Treatment Programme.

Discussion of custodial officer responsibilities as teacher, counselor, and the importance of reports on inmate work and conduct.

(2) Supervision of Inmates in Living Quarters.

Discussion of custodial officer responsibilities in living quarters; custodial requirements; sanitary procedures; maintenance of living quarters; count procedure.

(3) Supervision of Inmates in Segregation and Isolation Units.

Purpose and use of segregation and isolation units; special custodial rules for supervision of inmates.

(4) Supervision of Inmates During Service of Meals.

Procedure governing serving of meals, seating of inmates, checking on utensils; rules governing waste of food by inmates; types of incidents which commonly occur and how they may be handled; the importance of good service of food and properly prepared foods.

—Third Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 4

(1) The Custodial Officer as Supervisor.

Presentation of the scope of responsibilities of the custodial

officer as a supervisor of inmate workers. Relationships with superiors, allied supervisors, and subordinates.

(2) The Supervisor's Job and Qualifications.

Interpretation of the effects of new concepts of penology—vocational training, diversified industries, and constructive work projects. The custodial officer is a work foreman, a teacher, a counselor. Presentation of the qualities of leadership which a custodial officer must possess to be a good supervisor.

(3) Planning—A Supervisory Technique.

The importance of planning as the basis of all constructive effort. How to analyze the work to be done; how to plan to supervise each day's work.

(4) Safety—Rules for the Supervisor.

The importance of an institutional safety programme and rules which the supervisor should apply to enforce safe working conditions and practices.

(10:00 A.M. to 12:00 A.M.)—Course No. 2

(1) Supervision of Inmates During Visiting Periods.

Procedures governing the visiting Programme. The constructive influence family and friends may have on inmates. Lay visiting groups authorized to visit inmates.

(2) Supervision of Inmates on Work Assignments.

The custodial officer's dual role as work supervisor and custodian. Grading the work and conduct of inmates.

(3) Supervising of Inmates During Recreational Periods.

Discussion of the value of types of recreational activities for inmates. Interpretation of the custodial officer's responsibilities to foster inmate participation in constructive recreational activities and also control gambling or other abuses of recreational opportunities.

(2:00 P.M. to 4:00 P.M.)—Course No. 5

(1) The Evolution of the Handling of Abnormal Prisoners.

Interpretation of the changes in philosophy, policies, and procedures for the handling of abnormal persons in prisons.

(2) The Types and Number of Abnormal Prisoners.

Definition and description of the types of abnormal inmates in the prison.

—Fourth Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 1(c)

(1) Personal Relationships.

Principles of human relations to be followed with the supervisor, fellow employees, the inmates and the public.

(2) Written and Oral Reporting.

Characteristics of proper reports, how to keep a note-book, telephone procedure.

(3) Fundamentals of Safety.

Safety principles and procedures to avoid accidents, injury to persons or damage to equipment.

(4) Protective Weapons and Equipment.

Rules governing the use of firearms, chemical equipment, restraint equipment.

(10:00 A.M. to 12:00 A.M.)—Course No. 5

(1) Facilities and Programme for the Control and Treatment of Abnormal Prisoners.

Discussion of facilities, staff and programme for the treatment of abnormal prisoners.

(2) The Sex Offender.

Interpretation of sex offenses as defined by law and the types of sex offenders incarcerated; discussion of problems relative to their imprisonment and treatment.

(2:00 P.M. to 4:00 P.M.)—Course No. 2

(1) The Disciplinary Programme.

Interpretation of the purpose of discipline; authorized punishments; report procedure for inmate infractions of rules.

(2) Institutional Count Procedure.

Description of count procedure; techniques to avoid errors in making counts; precautions against counting dummies.



(3) Escape Procedure.

Interpretation of custodial officer duties when escape procedure plan is put into effect; discussion of past escape attempts, successful and unsuccessful; typical mistakes of custodial officers which allow inmates to escape.

(4) Security Inspections.

Types of inspections; search of inmate's person and clothing; search of inmate's living quarters and working areas; bar and lock inspection.

(5) Transportation of Prisoners.

Transportation within prison areas and between institutions; modes of transportation; procedures for safe transportation by auto, bus and train; precautions in carrying firearms; examples of escape attempts and attacks on transporting officers by prisoners; common mistakes made by transporting officers.

—Fifth Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 3

(1) Education and Recreational Activities.

The types of educational programme: academic, vocational and physical; library services for direct and indirect education of inmates; the recreational programme and hobby activities as a part of the treatment programme.

(2) The Disciplinary Programme.

The nature of positive and negative discipline. Purposes of discipline: to maintain order, to prevent misconduct, to maintain proper standards of work, education and sanitation. The ultimate aim of the disciplinary programme: to develop self-control, self-respect, and self-discipline in the inmate.

(3) The Employee's Role in the Treatment Programme.

Interpretation of proper relationship between officers and inmates and principles to be applied by the officer for constructive treatment.

(4) Treatment through Counselling.

Counselling defined; techniques which the officer may use to counsel the inmate regarding his problems and behaviour.

(10:00 A.M. to 12:00 A.M.)—Course No. 4

(1) The Use of Instructions and Suggestions.

How to receive instructions from superiors; how to transmit instructions to subordinates. Description of methods to check on the carrying out of instructions. When and how to receive, evaluate, and use suggestions.

(2) Measuring and Reporting Work and Conduct.

Procedures to be followed and standards to be applied for the fair evaluation of work and conduct of inmate workers.

(3) The Handling of Problems and Grievances.

Interpretation of work problems and causes of grievances, how to evaluate problems and grievances and guiding principles for handling them.

(2:00 P.M. to 4:00 P.M.)—Course No. 5

(1) Homosexuality in Prison.

Discussion of the problems of homosexuality in prison; the segregation and treatment of homosexuals.

(2) The Mentally Disturbed Prisoners.

Interpretation of the types of mental disorders of prisoners; discussion of the control and treatment of such prisoners.

—Sixth Day—

(8:00 A.M. to 10:00 A.M.)—Course No. 4

(1) How to Maintain Discipline.

The importance of just rules and training of subordinates to understand and accept the rules. How to correct mistakes; how to give reprimands. The submission of disciplinary reports, interpretation of the goals and results of positive and negative discipline.

(2) Developing Co-operation and Building Morale.

How to supervise and gain the confidence of subordinates; techniques for promoting horizontal and vertical co-operation.

(10:00 A.M. to 12:00 A.M.)—Course No. 5

(1) The Psychopathic Personality.

Interpretation of the psychopathic personality and control and treatment of such prisoners.

(2) Rehabilitative Therapies.

Interpretation of occupational therapy, recreational therapy, musical therapy, bibliotherapy, educational therapy, religious therapy, and group therapy in the treatment of abnormal prisoners.

## RESUME

Le Bureau des prisons des Philippines comprend quatre catégories de personnel: le personnel administratif, qui groupe l'échelon exécutif et administratif supérieur; le personnel spécialisé, qui comprend les fonctionnaires médicaux, les psychiatres, les psychologues, les sociologues, les conseillers en matière d'éducation et de formation professionnelle, et les aumôniers; le personnel technique, qui comprend le reste du personnel correctionnel, le personnel de surveillance et les surveillants de travaux; et le personnel de bureau.

La responsabilité du recrutement du personnel incombe au Bureau des prisons. Le recrutement est basé sur le système du mérite, et se fait selon les principes et la procédure applicables aux fonctionnaires de l'administration publique, qui règlent également les nominations et les promotions. Les qualifications individuelles sont évaluées au moyen de concours organisés par le Bureau de l'administration publique. On a recours à des examens écrits et oraux pour déterminer l'aptitude des candidats à assumer une fonction déterminée. Les qualifications requises pour la nomination sont indiquées dans les annonces de concours. Pour les surveillants de prison, ces qualifications comportent une instruction secondaire, un âge de 18 à 45 ans, une bonne moralité et des exigences physiques spécifiques (grandeur et poids); la préférence est donnée aux personnes qui ont été employées antérieurement dans les forces armées ou dans le domaine de l'instruction. Le personnel spécialisé doit disposer de diplômes et titres appropriés et avoir eu deux ans d'expérience pratique. Il n'existe pas aux Philippines d'instituts d'éducation qui offrent des cours spécialisés de formation pour le service correctionnel; mais des cours de pénologie et de criminologie ont été introduits récemment dans les facultés de droit et certaines universités ont à leur programme des cours en matière de service social. Les personnes ayant suivi de tels cours avec succès bénéficient d'une priorité pour le recrutement dans le service correctionnel. Le choix du personnel est opéré sur la base de listes fournies par le bureau de l'administration publique, complétées par des entrevues et par des renseignements reçus d'employeurs antérieurs. En général, tous les candidats sont soumis à des examens psychologiques et psychiatriques. Les personnes retenues accomplissent une période d'essai de six mois

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