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PERSONNEL

RECRUITMENT, TRAINING AND STATUS
OF CORRECTIONAL PERSONNEL IN ISRAEL

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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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I. CENTRAL ADMINISTRATION

The Commissioner of Prisons is at the head of the Prison Service in Israel. He is selected for this post on account of his training and experience in social work and teaching. The Commissioner lays down and carries out the policies governing all prisons, with the exception of police lock-ups which do not come under the jurisdiction of the Prison Service. He is in charge of the rehabilitation of prisoners, which includes research, individual treatment, vocational training and re-education, after-care and all social services for prisoners. The Commissioner is assisted in making and carrying out these policies by a Deputy Commissioner who is responsible for security and discipline in prisons and supervision of the general administration of the Service, including the management and training of the staff, supplies, production and budget.

The Central Administration comprises the following six Departments, each headed by a Chief of Department:

- 1) General administration, including statistics and research;
- 2) Finance;
- 3) Quartermaster (supplies and equipment);
- 4) Personnel, including welfare services for personnel;
- 5) Production, including building and maintenance, supervision of prison industries and vocational training; and
- 6) Classification, individual treatment and after-care (social services for prisoners).

The Chief of the Production Department is an engineer, and the Chief of the Classification, treatment and After-Care Department is a psychiatric social worker.

Each department includes secretaries, clerks, accountants and typists.

II. CATEGORIES AND FUNCTIONS OF THE INSTITUTIONAL STAFF

The *supervisory personnel* in the correctional institutions comprises chief warders, sergeant warders, corporal warders and warders. A chief warder is responsible for opening the prison, the distribution of warders, inspection of prison gates, supervision of cleanliness, sanitary conditions in the prison and discipline; and the inspection of prisoners. Sergeant warders are responsible for the supervision of the warders, daily reports, working parties, parading of sick prisoners and inspection of cells. Corporal warders assist the sergeant warders and act as their deputies. The warders are in direct charge of the prisoners and the parts of the prison assigned to them by the sergeant warden; they are also in charge of the maintenance of discipline and good order, and the searching of prisoners.

The *technical staff* in the prisons is under the works officers who are in charge of prison labour, prison industries and vocational training, and construction and maintenance work. There are instructors in the trades practiced in the institutions: carpentry, woodcraft, shoemaking, leatherwork, tailoring, tinsmithery, blacksmithery, mechanics, bookbinding, assembling of electrical appliances, and manufacture of toys, string bags and paper bags. Foremen builders, plumbers, electricians and laundrymen carry out the construction and maintenance work in the prisons, each with a group of prisoners. The technical staff gives vocational training to prisoners in the various trades and occupations.

The *specialized staff* in the Prison Service comprises teachers, physical training instructors, social workers, medical and nursing staff and religious personnel. One full-time teacher is employed at the Youthful Offenders Wing of the Central Prison where all young prisoners are detained; he gives elementary instruction to prisoners who are illiterate and more advanced instruction to other prisoners. Two part-time teachers are employed to teach Hebrew in two other prisons while in the remainder of the prisons this task is carried out by a selected group of prisoners. The Prison Service employs two part-time instructors in physical training and sports. Five social workers, under the direction of a psychiatric social

worker, provide a comprehensive social service to prisoners. Their functions include observation of prisoners, recording of case histories, maintenance and improvement of relations between the prisoner and his family, establishment of contacts between the prisoner and the appropriate social agencies and after-care for prisoners by finding suitable employment and housing for them upon release. This work, which provides constant moral support for prisoners and assists in their resettlement upon release, is of the utmost importance. The Service employs one part-time psychologist to give psychological tests and to advise the prison authorities with respect to the treatment of individual prisoners. One full-time medical doctor is in charge of the Prison Service Hospital and also provides medical services in three prisons, while two other doctors are employed on a part-time basis in the two other prisons. Dental care in the prisons is provided by two part-time dentists, and ear, throat and nose specialists and other specialists are employed part-time as required. A full-time psychiatrist heads the Psychopathic Ward of the Prison Service. One pharmacist and two assistant pharmacists, both employed on a full-time basis, operate the Central Pharmacy of the Prison Service which caters to all the prisons. There are two medical orderlies in every prison in charge of the prison clinics and sick-bays providing nursing care day and night. An adequate number of orderlies work in the Prison Service Hospital, and specially trained orderlies are employed in the Psychiatric Ward. One Rabbi, on full-time, and one Moslem Kadi, on part-time, visit the prisons regularly; chaplains of other creeds are called in whenever requested by prisoners. The Prison Service also employs a Jewish religious worker on a full-time basis.

The *executive personnel* in the Prison Service comprises the directors and assistant directors of institutions and, in the case of the Central Prison, the directors of the youthful offenders wing and the women's prison which form part of that institution. All new prisoners are admitted first to the central prison for classification, after which they are assigned to the various prisons. The classification board of the central prison is composed of the director and/or the assistant director, the psychiatric social worker, the social worker, the doctor

and, in some cases, the psychologist.

In addition to the above-mentioned, the Prison Service employs clerks, accountants, storekeepers and the like, and various other employees including cooks, drivers and power-plant operators. The number in any institution depends on its size. The women's prison, which is a wing of the central prison, employs female staff exclusively.

III. STATUS AND EMPLOYMENT CONDITIONS

The staff of the Prison Service has a status equal to that of the Police Force. There is only one range of positions divided into 10 grades. Possibility of promotion depends upon the needs of the Service. Promotions are effected on the recommendations of superior officers, for grades 10 to 5 by the Commissioner of Prisons and for grades 4 to 1 by the Minister of Police on the recommendation of the Commissioner. Promotion is according to seniority and aptitude. Every officer has the possibility of attaining any post or rank in the Service.

The minimum and maximum salaries are equal to those paid to persons of comparable training and competence in the other branches of the Civil Service. In addition, members of the Prison Service receive special benefits, such as free uniforms, reduction in income taxes, municipal taxes and trade-union taxes, and food and housing allowances. Directors and assistant directors of prisons, who are required to reside in the institution, are provided with free residence as are the unmarried members of the staff who wish to reside in the institution. Accommodation is also provided for staff members who have short off-duty periods between working hours. Staff members wear uniform except the Commissioner of Prisons and his deputy, the social workers, the medical staff and the chaplain, who although entitled to wear uniform prefer not to do so. Only warders on duty outside the prisoners' compound carry arms, but all warders have access to arms in the prison armory if necessary.

There is no official age limit for employment in the Prison Service. The staff are members of the various health insurance funds and are covered by the National Insurance Law, under which they pay one third of the contributions while the Government pays the remaining two thirds. Each staff member is

also covered by a collective Government life insurance policy for I. £. 2,000, to which he contributes I. £. 3½ per annum. There is at present no provision for pensions. A comprehensive social service is provided for members of the staff and their dependents.

Staff members are required to work on an average 48 hours per week. They are entitled to 30 days vacation every year. The distribution of working hours during the day varies according to the situation of the prison: in prisons near towns employees work on 8 hour shifts and have 24 hours off every week: in prisons far from towns where they have to travel a considerable distance to come to work they are on duty for 24 hours, with alternating 3 hour periods of work and rest, and are off duty for the next 24 hours: they have 24 hours leave every fortnight. Custodial night service is performed by the same category of personnel as service in the day time. The average proportion between the number of supervisory and technical staff and the number of prisoners is 1 : 3 and between the number of specialized personnel and the number of prisoners 1 : 26.

The Commissioner of Prisons may inflict one or more of the following disciplinary penalties: dismissal, reduction in rank, a fine not exceeding 14 days' pay. The director of an institution or his assistant may impose the following disciplinary measures: reprimand or severe reprimand, a fine not exceeding 7 days' pay, confinement to camp, extra duty, admonition. Prior to any decision relating to disciplinary measures the staff member is given a personal hearing. He may be assisted by counsel and has the right to appeal against the decision. There are no provisions for granting rewards.

Employees in the Prison Service are allowed to be members of any professional association or trade union to which they may wish to belong. The Central Administration does not consult the staff prior to making decisions relating to personnel policy or to the functioning of the administration.

IV. RECRUITMENT AND TRAINING

The Central Administration of the Service is responsible for the recruitment of personnel for the Prison Service. There is no clearly defined age limit but normally the supervisory

staff is recruited from the age group between 20 and 30 years. Candidates must be physically fit, must have received an elementary education, and must not have been convicted of any criminal offences. For staff other than supervisory personnel proper qualifications in their particular trade or profession are required. All staff members, except those belonging to the specialized personnel, must have completed their military service. Candidates are required to produce certificates or diplomas, and after an interview are given a trial period of six months. This applies whether a person is recruited from the outside or by selection from another category of personnel.

New recruits for the supervisory staff must attend a three months training course at the Police College before being appointed. Training takes the form of lectures and, where possible, practical demonstration. The subjects covered in the course are: principles of criminal law, prison ordinances and rules, institutional treatment of prisoners, prison guard duties and techniques, gymnastics and self-defence, use of arms, fire fighting and first aid. The teaching staff for these courses are the regular instructors of the College and visiting lecturers. After completion of the course the recruits are assigned for practical training in a prison for a period of three months. The progress of the recruit is tested by examinations during his attendance at the Police College and by periodical reports from his superior officer during the period of practical training in prison. During this period the recruit enjoys the same privileges as permanent employees except that their salaries are approximately 10% lower for the first four months.

A comprehensive programme of in-service training has been introduced with the aim of supplementing the knowledge of all categories of employees. At present such training is provided for the following categories:

1) Supervisory personnel are sent in groups to attend courses at the Police College for a period of three months. The training they receive is the same as that described above in the case of new recruits.

2) A number of young employees have been sent for a course of study and training at the School for Social Workers in Tel-Aviv. This is an intensive course which lasts two years

and combines theoretical instruction and practical work. Upon successful completion of the course these persons will be assigned to prisons as social workers.

3) Trade instructors are sent to the schools and training centres of their respective trades in order to supplement their skill and knowledge.

4) Medical orderlies are sent to medical centres for supplementary training.

5) Employees in the Finance Department of the Central Administration attend courses in higher accountancy.

6) One employee in the Statistics and Research Section of the Central Administration is taking a course in Statistics.

The various agencies by which such training is provided issue certificates or diplomas to the persons who complete their training with satisfactory results, and these employees may then be promoted to a higher rank or grade or to the category of post for which they have received specialized training.

Staff members who show outstanding capacity and suitability in their work are transferred to the Central Administration. The personnel working in the Central Administration may at any time be called upon to serve in institutions.

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.