

A/CONF.6/C.1/L.28

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

PERSONNEL

THE SELECTION AND TRAINING

OF CORRECTIONAL PERSONNEL IN BURMA

by Ba. Thein,

Inspector General of Prisons,

Ministry of Justice of Burma, Rangoon



UNITED NATIONS

THE SELECTION AND TRAINING OF CORRECTIONAL PERSONNEL IN BURMA

by Ba Thein,

Inspector General of Prisons,
Ministry of Justice of Burma, Rangoon

I. PRISON POPULATION AND NUMBER OF INSTITUTIONS

The total prison population in Burma on 1 August 1954 was 8,702; it was composed of 5,969 convicted persons, 2,382 under-trials, 348 detenues and 3 debtors.

There are thirty-three adult jails, one juvenile jail and one combined Borstal and Senior Training School (the Senior Training School corresponds to an Approved School in England).

II. CATEGORIES OF INSTITUTIONAL STAFF AND THEIR SALARIES

Number	Rank	SALARY		
		Initial	Annual increment per month	Final
	<i>Superintendents of Jails</i> (in charge of standard size jails)			
3	Senior grade superintendents	Ks.800	50	1,200
10	Superintendents	350	25	700
	<i>Deputy Superintendents of Jails</i>			
3	Deputy superintendents	350	25	700
	<i>Officers-in-Charge of Jails</i>			
22	Officers-in-charge of jails	330	15	450
	<i>Jailors Staff</i>			
16	Chief jailors (housemasters in case of Borstal institution)	200	10	300
107	Jailors (assistant housemasters in case of Borstal institution)	110	10	200
	<i>Supervisory Staff</i>			
12	Principal officers (for Borstal institution)	70	5	110

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.

A/CONF. 6/C. 1/L. 28

21 March 1955



Number	Rank	SALARY		
		Initial	Annual increment per month	Final
13	Chief Warders	50	2	60
71	Head warders (senior officers in case of Borstal institution)	50	2	60
1,391	Warders (junior officers in case of Borstal institution)	40	1	50
<i>Technical Staff for Industries</i>				
<i>Boot Factory</i>				
1	Manager	350	25	700
1	Foreman	200	10	300
1	Assistant foreman	110	10	200
1	Senior maistry	70	5	110
2	Junior maistries	50	2	60
1	Saddler	70	5	110
1	Mooche (skilled worker)	50	2	60
<i>Textile Factory</i>				
1	Assistant textile expert	200	10	300
1	Head overlooker	110	10	200
2	Woolen overlookers	70	5	110
5	Cotton overlookers	70	5	110
1	Weaving instructor	50	2	60
1	Sock maistry	50	2	60
1	Blacksmith instructor	50	2	60
<i>Furniture Workshop</i>				
1	Foreman	110	10	200
1	Carpenter instructor	50	2	60
<i>Tailoring Section</i>				
1	Master tailor	110	10	200
5	Assistant tailors	70	5	110
1	Tailoring instructor	50	2	60
<i>Soap Making Industry</i>				
1	Soap making expert	110	10	200
<i>Mechanical Staff</i>				
5	Mechanics	50	2	60
<i>Clerical Staff</i>				
8	Head clerks	110	10	200
1	Accountant	110	10	200
49	Clerks	70	5	110
<i>Medical Staff</i>				
2	Medical officers	350	25	700
22	Sub-assistant surgeons	200	10	300
6	Compounders	70	5	110

III. DUTIES OF PRISON STAFF AND STATUS IN COMPARISON WITH OTHER GOVERNMENT SERVICES

The table given below describes the duties of prison staff and shows that its status is on a par with the other branches of the Civil Service:

Rank in prison administration	Duties of prison personnel	Comparable status in Civil Service
Senior grade superintendent	The general control and management of jails	District superintendent of police
Superintendent	"	Deputy superintendent of police
Deputy superintendent	Assists superintendent of jail	"
Officer-in-charge of jail	The general control and management of small jails	Superintendent of the Secretariat
Chief jailor	Chief executive officer responsible to the superintendent and placed in control of the subordinate executive staff and discipline of the jail; in charge also of the registers and records	Inspector of police
Jailor	In charge of a house in addition to disciplinary duties	Sub-inspector of police
Chief warder	In charge of the warders' staff, responsible to the chief jailor for the allocation of duties to warders and for the maintenance of discipline in the jail	Head constable
Head warder	Shares the duties of chief warders under the orders of chief jailor	Head constable
Warder	Performs duties for guarding and supervising prisoners	Constable
Manager, boot factory	The management of the boot factory	Deputy superintendent of police
Foreman, boot factory	Assists the manager in running the boot factory	Inspector of police
Assistant foreman	"	Sub-inspector of police

Rank in prison administration	Duties of prison personnel	Comparable status in Civil Service
Senior maistry (assistant)	Performs the work assigned by the manager in teaching prisoners the art of boot making	Station writer
Junior maistry (assistant)	"	Head constable
Saddler	Performs the work assigned by the manager in teaching prisoners the art of boot making	Station writer
Mooche (skilled worker)	"	Head constable
Assistant textile expert	In charge of the textile industry	Inspector of police
Head overlooker	Performs the work assigned by the textile expert in teaching prisoners the art of weaving	Sub-inspector of police
Woollen overlooker	"	Station writer
Cotton overlooker	"	"
Weaving instructor	Teaches the art of weaving to the inmates of the Borstal	Head constable
Sock maistry	Teaches the prisoners the art of knitting socks by machine	"
Foreman, furniture workshop	In charge of the carpentry section	Sub-inspector of police
Carpenter instructor	Teaches carpentry to inmates of the Borstal	Head constable
Master tailor	In charge of the tailoring section	Sub-inspector of police
Assistant tailor	Performs the work assigned by the master tailor in teaching tailoring to prisoners	Station writer
Tailoring instructor	Teaches tailoring to the inmates of the Borstal	Head constable
Soap making expert	In charge of the soap making industry	Sub-inspector of police
Mechanics	In charge of the power houses and engine driven water pumps	Head constable

Rank in prison administration	Duties of prison personnel	Comparable status in Civil Service
Head clerks	In charge of the clerical work of the jails	Sub-inspector of police
Clerks	Perform the clerical work of the jails under the supervision of the head clerks	Station writer
Accountant	Attached to the boot factory; in charge of the accounts of the boot factory	Sub-inspector of police
Medical officers	Responsible for the proper maintenance of health of prisoners and cleanliness of the jail	Deputy superintendent of police
Sub-assistant surgeons	"	Inspector of police
Compounders	Compounding of medicines under the direction of the medical officers and sub-assistant surgeons	Station writer

IV. RATIO OF STAFF TO INMATES

The approximate ratio of staff of each category to the prison population is given below:

Rank	Ratio
Senior grade superintendent	1 : 1000
Superintendent	1 : 300
Deputy superintendent	1 : 1000
Officer-in-charge of jail	1 : 200
Chief jailor	1 : 500
Jailor	1 : 120
Chief warder	1 : 500
Head warder	1 : 120
Warder	1 : 6
Manager, boot factory	1 : 200
Foreman, boot factory	1 : 200
Assistant foreman	1 : 200
Senior maistry	1 : 100
Junior maistry	1 : 50
Saddler	1 : 25
Mooche (skilled worker)	1 : 25
Assistant textile expert	1 : 100
Head overlooker	1 : 100
Woollen overlooker	1 : 50
Cotton overlooker	1 : 20

Rank	Ratio
Weaving instructor	1 : 20
Sock maistry	1 : 20
Foreman, furniture workshop	1 : 100
Carpenter instructor	1 : 40
Master tailor	1 : 100
Tailoring instructor	1 : 50
Assistant tailor	1 : 50
Soap making expert	1 : 20
Head clerk	1 : 600
Clerk	1 : 120
Medical officer	1 : 1000
Sub-assistant surgeon	1 : 200
Compounder	1 : 500

V. PRESENT STATE OF THE PRISON ADMINISTRATION

The Prison Administration is still in a state of transition. The report of the Prison Enquiry Commission set up in 1950 is under review by the Government. The present changes and improvements in this administration are, therefore, provisional and experimental. One of these changes is the employment of full-time officers in charge of the institutions in place of the medical officers of the districts who had been *ex officio* in charge of these institutions.

Posts for full-time officers have been filled, as a matter of course, by promotion of senior members of the permanent prison service, the vacancies caused by these promotions being filled from the next lower rank and so on. There has, however, been a great difference in educational standards between the jailors and the warders, making promotions from one rank to the other difficult, so that persons must be recruited for these categories of staff. Pending the making of recruitment rules for all categories of the prison service, recruitment is still limited to these two categories. It is, however, likely that these rules will not be very different from the existing recruitment rules for other branches of the Civil Service and that they will be almost identical with the rules for the police service. The existing Civil Service rules allow for 75 per cent direct recruits and 25 per cent promotions from the service to fill senior and junior state posts.

Apart from the regular prison staff there are other categories such as clerks, technical staff for prison industries and medical staff.

Posts for clerical staff and technical staff for industries are filled both by promotion and by recruitment. The medical staff is drawn on loan from the Medical Directorate of the government.

No special training is provided for these three categories of staff; they receive their professional training before appointment. It is, therefore, only necessary to give an account of the selection, recruitment and training of jailors and warders.

VI. SELECTION AND TRAINING

A. Warders

Warders are recruited by the superintendents of the central jails situated in various parts of the country. Rule 210 of the Burma Jail Manual sets the required qualifications as follows:

Candidates for warderships shall be between 18 and 25 years of age, of robust constitution and not less than 5 feet 5 inches in height. In the case of Burmans, the minimum height shall not be less than 5 feet 3 inches. Preference should be given to men who can read and write.

In view of the present-day standard of prison administration, the Inspector-General of Prisons insists that every effort should be made by the superintendents to recruit persons who comply with the minimum educational requirements of a vernacular primary school, i.e. who possess a satisfactory elementary education. Approximately 50 per cent of the recruits are, however, found to be below this level and about 5 per cent cannot even be classified as literate. Since the present scale of pay cannot attract persons with better qualifications and since the institutions cannot do without such staff, the prison administration is compelled to make the best of the recruits available by combining their professional training with elementary education.

The superintendent of jails must consider the health, personality, character, temperament and intelligence of candidates. The recruits must pass a medical examination before selection. Once selected, they are attached to a senior warder. Basic instruction concerning their duties and their relationship with the prisoners is given. The recruits are sent in groups to the training centre as soon as accommodation is available for practical and theoretical training in the basic requirements of their duties, as well as for physical drill, judo, games and arms training.

This course lasts only a month; experience has shown, however, that its duration should be extended to two months at least in order to ensure adequate training. The programme of the course is as follows:

During the first week introductory lectures on the rules of discipline are given. The trainee is attached to senior warders in the Rangoon and the Insein Jails in order to gain experience in various duties. Discussions on the impressions gained by the trainees are held, and physical, intellectual and educational attainment tests are given. Lessons in arithmetic are also given.

During the remaining three weeks, the trainees study selected chapters of the Burma Jail Manual, and attend the Inspector-General of Prisons' lessons on modern methods of treatment and discipline of prisoners, visit special institutions and take examinations. They are also given physical drill every morning, except for Sundays and holidays, as well as judo lessons and arms training on alternate week days. This programme is considered to be the essential minimum.

During the course, the recruits are under observation by the authorities of the training centre, and a board, consisting of the Inspector-General of Prisons, two senior grade superintendents of nearby jails and the principal and staff of the training centre, makes the final assessment and selection for appointment on a permanent basis. Recruits will not, however, be confirmed in their appointment unless they are found suitable during the six months' probation period. There is at present no scheme for recurrent or in-service training for warders since the training centre is fully occupied with the initial training of warders. Such training course is, however, considered essential to keep the warders in touch with the developments in the administration and to learn to solve day-to-day problems.

B. Jailors

Approximately twenty-five persons are recruited annually to the jailors' staff. Applications for training are sought through the newspapers and radio broadcasts. The minimum requirement is a High School Final Certificate or its equivalent.

The candidates are interviewed by a board consisting of the Inspector-General of Prisons, the Parliamentary Secretary and the Deputy Secretary of the Ministry of Judicial Affairs. Each candidate's education, character, personality, intelligence and apti-

tude for the service are considered by the board. Upon selection, recruits are given a six months' training course at the Central Training Institute at Insein. Unsuitable recruits are eliminated both during and at the end of training. The programme mainly consists of lectures on penology, psychology, criminal law and of practical work in prison administration and management. The six months' training course for cadet jailors is as follows:

After an opening speech by the Inspector-General of Prisons and a welcome by the Superintendent of Insein Jail, the rules and regulations of the training centre are explained by the principal. Tests to establish the educational and the intellectual level of the recruits are given. Medical examinations are held. Cadet jailors are given instruction on the taking of lecture notes and are taught how the personal history forms of prisoners should be filled out. They are taken on a tour of Insein Jail. The theoretical instruction given includes lectures on penology (*English Prisons and Borstals*), social psychology, penal code and penal procedure, routine orders and circulars, and "Wakefield lessons," and in addition outside lectures provide general instruction on police work, judicial work, social service work and mass education work. The candidates also study the Burma Jail Manual. Practical instruction includes work in Insein and Rangoon Jails, visits to high courts, police courts, boys' homes, the mental hospital and the air port. Candidates participate in physical drill every morning except Sundays and holidays and in judo, arms training and games according to an established schedule. At the end of the training period an examination is held.

The candidates who pass the examination with satisfactory results are sent to the jails for duty. During their first year of service they are assigned duties of limited responsibility under the direction of experienced jailors. After a suitable period of service, jailors are called back to the training centre for a further theoretical course of training and discussion on practical administrative problems, the Recurrent or In-Service Training Course. The duration of the course is one month. It includes discussion of subjects selected from the Inspector-General of Prisons's lessons and *English Prisons and Borstals* by Fox, and of practical problems, as well as lectures on topics of criminology, selected by the Inspector General, and the lectures on detailed work of house-masters and on preparation for release, supplemented by practical

work in Insein and Rangoon Jails. For the benefit of superintendents, deputy superintendents and officers-in-charge of jails annual conferences have been held in Rangoon since 1951. These conferences provide facilities for exchange of views on all matters connected with prison administration and training of prisoners, and for the dissemination of new policies and exchange of experiences of the different institutions. After the conference the officers return to their respective jails and hold separate conferences with their staffs. There is a general practice of moving the members of the service from one jail to another in order to train them for special duties and to acquaint them with special institutions.

C. Authorities responsible for selection and appointment

With respect to the division of authority in matters of selection, appointment, grant of leave and disciplinary action, the personnel falls in two groups as follows:

Position	Authority
Group 1	
Executive Staff	
Superintendent of Jails	Local Government
Deputy Superintendent of Jails	
Officer-in-charge of jail	
Technical Staff	
Manager, boot factory	"
Medical Staff	
Medical officer	"
Group 2	
Executive Staff	
Chief jailor	Inspector-General of Prisons
Jailor	
Housemaster	
Assistant housemaster	
Chief and head warder	
Principal and senior officer	Superintendent of Jails
Warder	
Wardress	

Position	Authority
----------	-----------

Technical Staff	
Foreman, boot factory	Inspector-General of Prisons
Assistant foreman	
Senior maistry	
Junior maistry	
Saddler	
Mooche	
Assistant textile expert	
Head overlooker	
Woolen overlooker	
Cotton overlooker	
Weaving instructor	
Sock maistry	
Foreman, furniture workshop	
Carpenter instructor	
Master tailor	
Assistant tailor	
Tailoring instructor	
Soap making expert	
Mechanic	

Selection and appointment to the posts in Group 1 are made by the Government through the Public Services Commission, whose recommendations are decisive, though the prison administration may be consulted in these matters.

As regards selection and appointment to the posts in Group 2, they are made by the Inspector-General of Prisons. In the case of the technical staff for jail industries in this group, selection and appointment are made on the strength of each individual's technical qualifications, character and suitability for employment in the prison service. The employee will be on probation for a period of a year, and only when he has proved satisfactory in proficiency, character and suitability is he confirmed in his appointment.

In order to ensure the co-ordination of various functions in each of the institutions, monthly meetings are held in each institution at which various categories of the staff are represented. The medical officer, the chief jailor, the housemasters, the chief warders and the most senior officers from among the technical staff attend the monthly board meetings which are chaired by the superintendent of the institution.

VII. EVALUATION OF THE RESULTS

The existing system of recruitment and training has been in

effect only since 1951. The prison administration has to recruit every year approximately fifteen jailors and 250 warders to fill the vacancies caused by various reasons such as transfers to other departments, resignations, retirements, dismissals and removals, deaths etc. Of the annual number of recruits for the warders' staff, approximately eight have to be disqualified during and after the course of training; of the annual number of recruits for the jailors' staff approximately one has to be disqualified during and after the course of training. In this connexion it should be mentioned that the standard of assessment of individuals during and after the course of training has to be rendered a little more lenient than desirable as there is difficulty in obtaining better types of recruits. The prison administration also loses annually about 120 trained warders and about six trained jailors through resignations and transfers to other departments, and has to dismiss or remove from service about 130 warders, though almost none from the jailors' staff. These figures are significant of the fact that this service needs to be made more attractive in order to secure and retain persons with the necessary qualities and suitability.

Improvements in the internal administration of the institution are clearly evident, and may be attributed directly to the new system of recruitment and training of prison personnel. They may be described as follows:

1. *Staff.* There has been a great change for the better in the attitude of the prison personnel towards the purpose of imprisonment and towards inmates of prisons and offenders in general. This change is due to a better understanding of human nature and social problems, and to modern methods of institutional treatment. Complaints regarding ill-treatment and unfairness have disappeared. Cases of corruption and contraband have become exceedingly rare and are seldom serious. Relations between the members of the staff have improved, as a result there is greater security and discipline among the prison population.

2. *Inmates.* The attitude of the inmates towards the members of the prison personnel is evidence of greater confidence and respect. The inmates show more initiative. They are keener on self-improvement. Increasing numbers are taking an interest in education and religious instruction classes. The results of the

annual religious examinations held by outside agencies prove this fact. No serious outbreaks, riots or violent incidents have occurred for the last three years. This is a very significant factor indicating the advantages obtained from the training of the various categories of the prison personnel.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

The system of classification of prisoners has not worked efficiently for want of expert knowledge and experience. Thus, it has not been found possible to prevent the entry of undesirable persons who can only be eliminated from the service later.

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.