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CORRECTIONAL OFFICER TRAINING

Edited by
Jane Mugford

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CORRECTIONAL OFFICER TRAINING

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Edited by

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FOREWORD

The workshop on Correctional Officer Training drew together representatives of all Australian correctional departments. Those attending represented management, trainers, and prison officers through the participation of prison officer associations. This was the first time that such a group had been brought together at the Institute, and it was unusual in that it cut across the more usual lines of organisational communication (eg. union/management; training/management). In addition, three non-corrections guests provided useful 'outside' perspectives: Ray Myers described his research on the work of prison officers and also examined the relevance of tertiary education for prison officers; David Bradley drew out some of the comparative themes between police training and prison officer training; and Helena Cornelius demonstrated the importance in the prison setting of appropriate training in conflict resolution.

My sincere thanks to Bill Kidston, who made the suggestion that the Institute hold a workshop on this topic, and who presented the keynote address; to all other corrections participants; to the guest speakers, the chairperson, Dennis Challinger; and to our Conference Services Officer, Glenys Rousell, for her constant support.

Jane Mugford
November 1987

OPENING ADDRESS

Mr Bill Kidston
Director-General
Office of Corrections
Victoria

The most valuable, important resource in any organisation is the people who work in it. How they are selected, recruited, trained, managed and listened to will determine how well the organisation performs. And yet in Australian corrections we have traditionally ignored the necessity to make a strong organisational, financial and management commitment to these vital functions. Consistently the most severely deprived area has been training.

My experience in corrections over the past 18 years has taught me the importance of the role that human resource management must play in achieving corporate objectives.

In the time available to me I would like to comment briefly on the need for commitment to training, and on the following aspects of correctional training:

- defining roles;
- centralised training;
- residential training;
- community contact;
- professionalism;
- trainer training;
- continuity of training.

COMMITMENT TO TRAINING

Training staff is a vital role for any organisation. It is essential they 'get it right'. If one expects organisations to invest large resources in this vital activity then one has a right to expect a substantial return on that investment and an outcome for the training dollar.

This implies that training should be successful and improve the performance of staff. However, it is difficult to see how

organisations can improve performance of staff until they clearly know what it is they require staff to perform and how they intend to measure that performance. This in turn cannot be defined until the overall corporate goals and objectives are defined and their achievement measured.

In short, the corporate commitment to training must be directly linked to its commitment to establishing clearly the organisational goals and objectives, directions and performance measurements - its corporate plan.

Far too often I have heard correctional administrators refer to training in the context of rectifying corporate ills or as a device to bring about unspecified organisational change. My inevitable reaction is that they, the administrators, are the ones who must rectify ills and be responsible for the achievement of organisational change. Training certainly plays a central role in implementing change and in providing feedback to modify these goals and implementation strategies, but it cannot be held responsible for rectifying the executive's dereliction of its responsibilities. The organisation must settle its corporate plan, implementation strategies, feedback mechanisms and clearly define the role training will play in this total process.

The organisation must decide what training is about. Any such commitment to training will require significant access to both human and financial resources. This in turn requires an unambiguous commitment, especially to corrections, by the government of the day. In Victoria we are fortunate to have such a commitment from the government, especially from our Minister, the Honourable Jim Kennan. He has demonstrated a keen interest in training and is very supportive of the training role.

Personally, I find it unhelpful to see training included in lists of organisational priorities. This suggests to me that the organisation is not really serious about achieving any of the other priorities. Training in these cases is seen as an adjunct to the achievement of those goals and can be dropped too readily as a cost cutting mechanism. Training must underlie every corporate goal, and be funded accordingly.

The executive of the organisation must constantly convey its commitment to training to institutional managers, community correctional managers and headquarters middle managers. There should be no room for negotiation as to whether a particular officer can be released for training or placed in an approved program as part of furthering his experience. By the same token, no member of the executive group should ever indicate that his priorities preclude him or one of his key operatives from participating in a training program. Such a clear commitment by senior management will convey to all staff that the corporation views training seriously. In my own organisation all members of

the executive group are required to participate in all recruitment and promotional courses held at our Staff Training College at Watsonia.

The corporate commitment to training should exist at all levels. Too frequently one reviews training programs which are solely directed to base recruits or base grade operatives. This is often so during a period of organisational change. Surely the most logical groups to receive training first are the senior and middle managers. No organisation can expect its junior ranks to take its own commitment to training seriously if they observe that senior ranks are not involved in the process. In our own case, the College management and the executive group plan the annual College program to ensure a mix of courses are conducted concurrently, for example, prison officer training, volunteer training and inservice seminars for governors and community correctional managers. Finally there needs to be a commitment by the appropriate staff association or union towards training, including the opportunity to input into course developments. I am pleased to see all state staff associations are represented at this seminar and I congratulate the Institute in extending invitations to these groups.

CORRECTIONAL TRAINING

When using the term 'training' I refer to the provision of knowledge and skills required to carry out the particular job as effectively as possible, to the provision of opportunities for the development of personal skills and career opportunities, to the development and changing of attitudes, and the provision of skills necessary for managing and initiating organisational changes.

(a) Defining Roles

The first step in designing training courses is to identify clearly the officer's role. From this it is possible to identify the tasks which constitute that role and, consequently, the skills and knowledge required of the officer in order to perform his duties.

There are clearly distinct tasks to be performed. Primarily the officer is a custodian and therefore responsible for security, involving locking, unlocking and checking doors and bars, and conducting searches. This is an important role and should never be devalued. The officer is also expected to recognise the individuality of prisoners and, increasingly, to exercise discretion and judgement which require high levels of observation skills and a deep understanding of human behaviour and interaction.

There are inherent contradictions in the job. We expect the

officer to form close relationships with groups of prisoners and at the same time to keep his distance; we expect him to help individuals but he is not responsible for their personal rehabilitation; he is not a qualified social worker or psychologist but we expect him to have many of their skills. Working with prison officers to define this role more clearly may avoid conflicts created by these ambiguities and allow training courses to be targeted accordingly.

During 1986 we undertook such a process in Victoria while we developed the Workforce Planning and Training Plan for the Office of Corrections (extracts from which are included in Part Three of these proceedings). This involved four senior departmental staff for eight months, all governors, community correctional managers, headquarters staff, the college staff and prison officer representatives. We do not maintain that this document is all inclusive or 100 per cent correct. What the document has done is to allow us to drastically revise the contents and programming of recruit and promotional courses for prison officers based on our job task skill analysis. It provides a base for evaluation and modification as roles change, to reflect both internal and external requirements. I would welcome feedback from the seminar both on this process and the contents of the document.

(b) Centralised Training

My belief in the total corporate commitment to training leads me to believe it is essential that training should be a centralised function with close links to prisons and community based regions. The central facility is a focus for many activities and our own college at Watsonia has the capacity to provide flexible facilities for seminars, staff conferences, planning operations and the practical testing of new techniques for the construction of prisons (for example, prototype cells, perimeter security and low cost construction techniques). Most importantly, the staff college provides the opportunity to all staff, uniformed and non-uniformed, to interact. In sum, centralised training adds to a sense of ownership of the college and hence an ownership of training by all staff.

(c) Residential Training

I further consider that such a facility should be residential. This is often difficult to achieve when one is programming capital expenditure in the correctional setting. However, residential courses greatly enhance team building, intensify training, facilitate attitudinal development, and change and facilitate that ever important cross fertilisation of functional groups.

Even so, the principle of centralisation does not and should not interfere with those vital links which must be maintained with

the field. At Watsonia, for example, a field liaison scheme has been developed to communicate with prisons and community correctional regions in order to allow prompt evaluation and implementation of field requirements. It is also used to determine which components can best be taught in the field. A 'mentor' system will allow a number of operational senior prison personnel to maintain close links with the College while they take personal responsibility for specific recruits after training at their prison.

(d) Community Contact

In the operation of any aspect of corrections, I believe it is essential that close contact with the community is maintained and available community resources are utilised. In prisons this is accomplished through official visitors, in community based programs, through community correction advisory councils and at the College through an advisory body. In Victoria we are in the process of establishing such an advisory body comprising representatives of independent learning institutions, departmental representatives and union representatives. This body will offer independent advice on curriculum development and teaching techniques, and act as a 'watchdog' of professional standards. It will facilitate access of staff to these various independent institutions. This access is vital in that it exposes staff to various external influences and better equips them to evaluate course content.

An interesting 'spin off' of the involvement of external lecturers has often been a willingness on their part to involve themselves in wider departmental activities, particularly in the area of policy development. However, in order to make best use of their contribution, it is essential that sufficient resources are made available to enable them to gain some practical insight into the operation of facilities. This will ensure they are able to realistically relate their expertise to the realities of correctional programs and allow them to integrate their courses into the curriculum.

(e) Professionalism

Reading the program for this seminar one can conclude that recruit prison officer training will be one of the main topics for discussion.

As with all courses, recruit prison officer training should be:

- planned with specific aims and objectives;
- targeted to the task and skill requirement of the job;
- integrated with corporate policies and practices;

- taught by the method most appropriate to the content; and

- taught by the most appropriate and skilled trainers.

Recruit training should, I believe, contain four major components:

- management and communication;

- technical and administrative skills;

- organisational policies, legislative requirements and the role of the officer in the broader criminal justice system; and

- health and fitness.

It is essential that these components are ordered in such a way as to enable the officer to learn early that his professionalism as a prison officer is derived from his unique ability to manage prisoners both individually and in groups, utilising a variety of interpersonal skills and techniques.

The officer needs to feel comfortable in this role and have the necessary skills to manage prisoners before he is taught other forms of control such as the use of force. It is important that these management and interpersonal skills are taught first and that officers use these skills first, even though it is often easier to focus initially on skills in riot control, self defence and the use of various pieces of equipment. Unless interpersonal skills are taught first, role conflict will inevitably result and this will be difficult to change either in the field or during future courses.

(f) Trainer Training

Training staff also need training. Obvious though this may be, it has been my experience that most Australian correctional jurisdictions do not allow sufficient resources to permit this. Provision of such programs is particularly important when one encourages a fairly regular flow of experienced operational personnel in and out of the College. In Victoria an arm of the Training College concentrates on training the permanent and seconded staff of the College. If this is not possible in your jurisdiction, then the minimum requirement must be the closure of your College for at least one month each year to enable 'train the trainer' programs to be conducted.

(g) Continuity of Training

Continuity of training will assist both in demonstrating a corporate commitment and leading to its success. Far too often

in the past we have seen correctional jurisdictions offer ad hoc, one off, poorly integrated training programs. This is not and will not be successful. The organisation must be able to see training as a continuous, integrated process and not as an island isolated by its own objectives. Mechanisms must exist for continuous feedback from the field and refinement of courses.

In Victoria we have developed a number of mechanisms to achieve this goal. Firstly, each course provides for weekly evaluation of each student's performance as well as group evaluation and feedback. This allows the student to know his progress as well as allowing the course leaders to adjust subsequent segments to counter any short-falls.

Secondly, as I mentioned earlier, we have a unit at the College constantly in touch with field operators to discuss training requirements.

Thirdly, the College staff develop for each component of each course a system of teaching panels. These panels include College management and internal and external teachers, and meet weekly to ensure the relevance of material being taught and continuity across the various components.

Fourthly, as mentioned earlier, an advisory council is being established.

Fifthly, the head of the College is regularly required to brief the weekly departmental executive group meeting on curriculum development and training programs. This allows him to stay attuned to the corporate objectives and allows the executive group an opportunity for continual involvement in setting training objectives.

Sixthly, all members of the executive group attend training courses regularly to interact with students and receive both informal and formal feedback.

Without this continuity in courses and constant feedback the organisation, its training staff and the trainees will quickly develop diverging paths. If this happens, training will act as a negative force within the organisation instead of actively assisting in achieving its stated goals.

CONCLUSION

Training correctional officers is an exacting, exciting process which requires a great display of initiative and innovation. It also requires a massive commitment of both financial and human resources.

However, we have the responsibility to train staff in order that they acquire professional skills, knowledge and competence to meet new and changing demands. Correctional training deserves far greater debate than it has attracted in the past and I thank the Institute for facilitating that debate.

Training is important. We must get it right.

Thank you. I wish you well in your discussions.

PART ONE:

CORRECTIONAL OFFICER AS WORKER

PART 1: CORRECTIONAL OFFICER AS WORKER

INTRODUCTION

> A review of current research yields the distinct impression that Correctional Officers are alienated, cynical, burned out, stressed but unable to admit it, suffering from role conflict of every kind, and frustrated beyond imagining. No one plans careers as prison guards for their children, job turnover is high, salaries are low, and Correctional Officers often fear for their lives (Philliber, 1987, p.9).

Thus are the conclusions of Susan Philliber in her recent review of the literature on correctional officers. What is it that produces these circumstances for correctional officers as a particular occupational group? What do we expect of correctional officers? What are the implications for training?

The workshop on Correctional Officer Training, held at the Australian Institute of Criminology in July 1987 addressed these issues. Starting from the ground up, it argued that training policies must be based on notions of what a correctional officer is, in order to decide how the product can be achieved. Groups representative of correctional training colleges, corrections department management and prison officer associations participated in the workshop, as did several others with relevant 'outside' viewpoints. Papers by two of the guest speakers appear in this first section. Ray Myers, from the Centre for Studies in Justice at Mitchell College of Advanced Education, presented preliminary results of his research on prison officers at Bathurst Gaol and David Bradley, Dean of Studies at the New South Wales Police Academy, brought a comparative perspective to the forum.

The workshop was opened by the Director-General of Corrections in Victoria, Mr Bill Kidston, who emphatically outlined the need for appropriate training of correctional officers. The job is seen by Mr Kidston to be a vital one of security, yet one which contains inherent contradictions:

> We expect the officer to form close relationships with groups of prisoners and at the same time to keep his distance; we expect him to help individuals but he is not responsible for their personal rehabilitation; he is not a qualified social worker or psychologist but we expect him to have many of their skills.

In this context it is instructive to take a detailed look at some of the themes drawn out by Philliber in her literature review referred to above. Of course it should be borne in mind that the literature to which she refers has a distinctly North American flavour, and the conditions which it describes may have some characteristics which are different from those which are to be found in Australia. Nonetheless there will be parallels.

Philliber was impressed by the 'remarkable agreement' between writers, whatever their methodology and wherever the geographical location of their study. Correctional officers tend to be white, male, from rural backgrounds, politically conservative, with relatively little education, mixed job histories, and often come to corrections work at a turning point, or failure, in other careers such as the military.

Despite the 'remarkable agreement' among writers just referred to, Philliber noted that several characteristics of correctional officers seem to 'defy clear findings'. Foremost amongst these is education. It appears that education is not generally related to other variables, such as turnover rate, attitudes towards 'custody' or 'rehabilitation', or attitudes towards inmates. It appears, however, that it is related - negatively - to job satisfaction. If this is the case, concludes Philliber, 'caution seems appropriate in recommending enhanced education either as a requirement for hiring or as an in-service program for corrections officers'.

This conclusion may be disappointing to educators of correctional officers, some of whom see education as an important pathway to professionalising the occupation (see especially the paper by Gerry Hay). Before dismay overwhelms us, however, we might reflect that Philliber's review is of studies describing existing and previous conditions. There seems little doubt amongst educators that conditions need to improve in the future, and it is towards this that they expressed their visions in the seminar of what needs to be done to achieve these goals. Thus, while it may be true that increased education has been shown to have a negative impact on job satisfaction, the important issue is 'do we need to change the job itself to one which is enhanced by increased education?'

Thus, also, we have come full circle: what is a correctional officer? Philliber says that some researchers stress psychological predisposition in new recruits (and pre-employment screening as the appropriate action), and others stress the importance of behavioural skills. Still others refer to the effect of organisational features of the job of correctional officer.

In the final analysis, it seems that 'organizational and societal trends affecting corrections may be more powerful than

[individual characteristics] in determining the nature of prison guarding' (p.16). Philliber looks at some of these. Firstly, a 'rehabilitation' orientation has reduced the emphasis upon the use of physical force as a control technique, though the latter has not disappeared entirely. Secondly, correctional officers have had certain of their tasks taken over by specialised 'professionals'. Thirdly, there have been changes in the inmate population, such as the large numbers of drug-related offenders and overcrowded conditions. These changes appear to have contributed to a generalised confusion over what the job of correctional officer is supposed to be, and this situation is exacerbated by other characteristics of guarding, such as lack of decision-making opportunity, insufficient training, fear of violence, boredom and low esteem.

There are gaps, says Philliber, in the knowledge that educators need in order to provide appropriate officer training programs. For example, it appears that the 'views of administrators loom large in the day-to-day frustrations of corrections officers' (Philliber, 1987, p.29), but there are no systematic evaluations of supervisors of correctional officers and how they perceive correctional officers or interactions with them - for example, are there problems with conflicting directives or unclear demands? There is insufficient evaluation of the impact of organisational changes such as broadening the role of correctional officer. There is little evidence of the impact of correctional officers on inmates - are correctional officers significant others who can have an impact on the attitude and behaviour of inmates, or not? As Philliber puts it, 'In light of the great amount of interaction time between guards and inmates, research might help describe how this time can be used most productively' (p.30). How do correctional officers feel about 'rehabilitation'? What do correctional officers know about the way inmates think and respond to formal and informal systems within the prison? Does the prison organisation and the job create certain attitudes in the correctional officer or is it the other way round? Is geographical location an important variable? (the paper by Hay suggests that it is) - and so on.

Finally, suggests, Philliber, researchers might want to study the positive aspects of correctional officer work. There are many correctional officers who help inmates in the 'rehabilitation' process, and probably more who would like the opportunity and the training to do so. Despite the research on negative features of the occupation, such as alienation, anomie and cynicism, Philliber suggests that 'Sympathy with guards is evident everywhere' (p.31).

Even though there is a growing body of research on correctional officers, very little research has been oriented towards correctional officers as workers. Studies on correctional officers as subjects have tended to focus more narrowly on, for

example, attitudes towards prison, correctional officer subculture, personality characteristics, and administrative issues such as staff turnover (seepaper by Myers). A landmark study on correctional officers as workers, however, was conducted fairly recently by Lucien Lombardo (Guards Imprisoned: Correctional Officers at Work, 1981). This looks more broadly at 'the ways in which correctional officers react to management processes and the events and issues in their working lives, and the strategies they develop (individually and collectively) to deal with them' (Myers).

Ray Myers presented to the workshop preliminary results of his current research at Bathurst Gaol, which picks up and qualifies conclusions drawn by Lombardo. One of the most significant problems in looking at the correctional officer 'as worker' is that there is no tangible end-product, and correctional officers themselves find it difficult to identify what they actually 'do'. Secondly, the work environment is one in which the prison officer feels no-one is to be trusted - either 'crims' or other officers, significantly the latter. Thirdly, the job involves high levels of tension. Fourthly, correctional officers display a 'professional' orientation towards what they often see as a human services role, yet this contrasts with a narrower 'craft' approach fostered through official pressures. Although many correctional officers feel that human relations skills are important, at the same time they recognise that practising these skills is not related to promotion or to support from management. Officers are rewarded for running trouble free shifts and preventing escapes, not for helping prisoners with their needs and problems.

Myers stressed the importance of listening to correctional officers, and of noting what they are already doing as (what Lombardo calls) 'provider of goods and services' and 'institutional referral agent and advocate'. He also recommended that looking at correctional officers in this way would avoid the 'so called custody/treatment 'role conflict' that has clouded discussion about the prison as a workplace for decades', and thereby clear the path for appropriate training models.

Pat Armstrong, President of the Prison Officers Association of Australia, was asked to give his view of the role of the correctional officer, which is reproduced in these proceedings. He outlined the complex nature of the job of the correctional officer and described the many welfare, educational, medical and other aspects that must be handled in addition to the most important basic duty of safe custody and control of prisoners. Gone are the days, he said, when one could dismiss the needs of prisoners. Moreover, the advent of drug-related behaviour problems, and viral illnesses such as AIDS and hepatitis 'B' has created considerable difficulties for the correctional officer.

Pat Armstrong applauded Ray Myers' paper but indicated that if there were organisational problems evident from his research at Bathurst, they were much worse elsewhere. In fact, he suggested, organisational practices generally do not work at all. For example, correctional officers are advised not to get too close to prisoners because they may otherwise find themselves the subject of investigation by management. In the prison setting, there is a tendency to be guilty until proven innocent. Furthermore, working conditions are appalling, there is little backup from executive staff and promotion tends to relate to whether one's face fits more than to ability. Under circumstances such as these, Pat Armstrong doubts the capacity of anyone to ensure that reasonable interaction with the prisoner is maintained, if this is at the potential expense of the correctional officer.

The features of prison life described by Myers and Armstrong are a source of much frustration and stress. As a coping mechanism, officers tend to switch off to prisoner problems, to avoid involvement. Unfortunately, stress and tension are not eradicated through this process. The critical implication for training is this: should we train officers to deal with stress, or should we aim to remove sources of stress by integrating organisational aspects of management and training. Whilst the former clearly will undoubtedly continue to be necessary, the latter is a key to real change.

Round-table discussions on related issues of staff motivation and job satisfaction (see paper by Bill Paterson) revealed that to date union members feel that there has been very little of either. Speaking about the situation in Tasmania, it appears that the correctional officer often is not informed of what policies are to be pursued, and has no global image of what constitutes good correctional officer work. A total security orientation leads to alienation and cynicism, but those who do 'too well' with the prisoner are promptly advised by management that they are 'too soft' or 'too strict' - leading by a different path to the same alienated responses. The point was made that staff and prisoners in some ways have joined forces; and that management blames the correctional officers rather than examining their own policies and practices. An emphasis on recruits with a capacity to control other people, rather than on those with more broadly skilled and educated backgrounds, exacerbates the difficulties. Researchers Robert Johnson and Shelley Price likened the situation to a caste system:

> Correctional officers, for the most part, are enjoined to guard prisoners and maintain security. Extracurricular activities, such as helping inmates with adjustment problems, are generally limited to referral of inmates with special problems to the appropriate treatment experts. Treatment personnel

> too, are admonished to stick to their (therapeutic) affairs, leaving security matters in the hands of custody experts. Each group, of course, is encouraged to develop an appreciation of the concerns, possibilities, and limitations of the other. But appreciation is not the same as teamwork. In this sense, the prison maintains a caste system, segregating its functionaries as well as its functions. The object of such task and staff specialization is efficiency; but such cold, mechanical efficiency restricts roles and creates needless conflict, misunderstanding, and unhappiness (1981, p.346).

It was clear that Tasmania is not alone with its experiences, though it does suffer disproportionately because of its small size. For example, both Tasmania and the ACT are unable to mount training courses to their satisfaction, both because of financial constraints and because of the relatively small numbers of recruits in any one intake. It was suggested that the economy-of-scale problem can be overcome very conveniently by sending officers to training schools in other states. Victoria and New South Wales, in particular, are well placed to receive such intakes, and welcome the cross-fertilisation of ideas that would occur. Further comments revealed a willingness on the part of all states to assist where possible. Participation in such schemes would benefit those of middle and senior ranks, who otherwise may have no access whatsoever to career development training. This would be especially relevant for Tasmania, where the turnover is low and there is therefore no regular intake, so that the average age of a correctional officer is 46 years and the lowest rank is that of senior correctional officer. Without ongoing staff development for such a cohort, it is difficult to retain staff enthusiasm.

This concern with the importance of organisational issues in training is brought home in the paper by David Bradley, Dean of Studies at the New South Wales Police Academy, who said:

> ...organisational variables are crucial, no less because they are so often deeply entrenched in ideological organisational climates; police managers have a natural tendency, among others, to believe that what was obviously effective and successful for them, should be so for those who presently join...

Policework, like prison work, is complex and David Bradley referred to other issues which are important in understanding its particular nature. Foremost amongst these are the right to use coercive force, and the amount of discretion used in determining whether, and how, to apply that force. Another significant factor is the 'nature of the persons police come into contact

with...and the general nature of expectations, beliefs, relationships and so on which inform police-public encounters'. There are clearly parallels between policework and prison work, a number of which are referred to more specifically at the end of the paper. Attached to the paper, and again useful for comparative purposes, is a description of the new police recruit education program in New South Wales.

In sum, two particularly important themes emerged in discussions in this section of the workshop agenda. The first is that training is not the sole route to excellence for correctional officers. As Bill Kidston stressed in his opening address, a total organisational commitment is vital, but because of the nature of organisations, initiation of such a philosophy must lie with management:

> Far too often I have heard correctional administrators refer to training in the context of rectifying corporate ills or as a device to bring about unspecified organisational change. My inevitable reaction is that they, the administrators, are the ones who must rectify ills and be responsible for the achievement of organisational change. Training certainly plays a central role in implementing change and in providing feedback to modify these goals and implementation strategies, but it can not be held responsible for rectifying the executive's dereliction of its responsibilities. The organisation must settle its corporate plan, implementation strategies, feedback mechanisms and clearly define the role training will play in this total process.

Comments around the workshop table indicated that management often does not support officers adequately, and for their part, that officers can tend to adopt a nihilistic 'nothing works' response. Both defeatism and optimism were displayed, but there was general agreement that work conditions need to change. It was also felt that training tends to be aimed at the wrong level. Instead of concentrating on base grade training there should be several levels of training to ensure that correctional officers achieve genuine career development which will show through in both the skills and attitudes which they apply to their job. In particular, it is important for senior managers to understand how new directions are supposed to operate.

Given the right circumstances, said one participant, it is amazing what people can achieve. This view was to be echoed at various points throughout the workshop. Bill Kidston indicated a crucial starting point to establish a real basis for change, which is to have corporate plans endorsed politically, preferably both by the ruling party and by the opposition.

The other theme to emerge from round-table discussion was the perennially thorny one of whether correctional officers are simply holders of keys or whether they are professional carers. There was no doubt that the main goal within the prison setting is security, and that this will inevitably lead to potential conflict between the people in gaol and those who keep them there. Trainers, union members and management alike, however, agreed that correctional officers do much more than handling keys, but what they also need is drive, self-esteem, and support in the job. Once again we return to the notion that the concept of training is not a narrow one which can be delegated to one section of a prison department so named, but is one which must be embraced by the entire organisation and beyond. Continuing Bill Kidston's point, a major advantage of gaining political support is that departments are freed from the constant need to justify their image and can move towards the proper development of correctional officers as they feel is appropriate.

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WORKING AT THE GAOL: THE PRISON OFFICER'S WORKPLACE

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> Faced with a work environment laden with fear, mental tension, uncertainty, isolation, inconsistency and boredom, correction officers are more motivated to develop strategies to cope with these conditions than to pursue management goals. Lacking institutionalised opportunities for achievement and recognition, correction officers interact with inmates and other parts of their work environment (eg. their specific tasks) to create opportunities through which they can satisfy these personal needs.

This was how Lucien Lombardo (1981, pp.164-5) concluded what was the first full length study to focus on prison officers as workers.

Unlike Lombardo's research, most studies with prison officers as subjects have tended to focus on narrow aspects such as prison officers' attitudes to prison or corrections (officers' attitudes to custody, punishment, treatment, rehabilitation etc), prison officer subculture, personality characteristics, and administrative issues such as turnover of staff. In contrast, Lombardo's research has charted a new area of prison officer research by looking more broadly at the ways in which prison officers react to management processes and the events and issues in their working lives, and the strategies they develop (individually and collectively) to deal with them.

Similarly, whilst Australian studies have looked at some aspects of the prison officer 'as worker', the focus has been on attitudes to correctional policy and practice, and the methodology has tended to comprise quantitative, large scale studies (Bullard, 1977; Van Groningen, 1981, 1982; Webster, Porritt and Brennan, 1983; Williams, 1983; Williams and Soutar, 1984, 1985). There is a gap in Australia in the area of observational and interpretive research that focuses on the processes that bring about some of the effects that are revealed in the 'measurement' oriented studies, and on the meanings officers give to terms and definitions. The research described in this paper is oriented towards filling this gap, and adopts a similar approach to that used by Lombardo.

To anyone who has read accounts of life in prison, or been inside an average Australian prison, Lombardo's conclusions are probably not surprising. Yet the features that Lombardo found at New York State's Auburn Correctional Facility can also be found at Bathurst Gaol in New South Wales. This is significant because Bathurst is considered to be something approaching an ideal workplace for a prison officer.

In this paper I will outline four themes that have emerged in interviews I have been conducting with prison officers at Bathurst Gaol, and use these to qualify some of the conclusions from Lombardo's study. To date twenty-five interviews have been conducted, ranging from one and a half to over three hours, with about a quarter of the male base grade and first class custodial officers.

Comments about the new Bathurst Gaol program are not made from direct observations, but are as reported to me by prison officers. I have no wish to be critical of a brave program of prison reform. But I do wish to show some of the problems that occur when a progressive program with new pressures, demands and job structures, is set in the context of old administrative rules and practices.

My findings are tentative and apart from general impressions, little can be meaningfully quantified at this stage. However I believe they raise some important issues for a seminar on correctional officer training.

Prison officers invariably comment that there is 'no comparison' between Bathurst Gaol and other New South Wales prisons. Their opening comments generally refer to the fear, abuse, tension, uncertainty, isolation and boredom that characterises the work of the prison officer in 'other' prisons, and to the absence of these problems at Bathurst. Yet as the interviews continue these are the very features that prison officers say are central to their working lives. Some of these problems may be less intense at Bathurst, yet they are the main things most prison officers want to talk about.

The differences at Bathurst Gaol stem from the nature of its perimeter security, and its internal 'management' structure. A perimeter sterile zone allows much more freedom of movement within the gaol, because there is no longer the need for so many gates with their endless confrontations and frustrations between prisoners and prison officers. Although many prisoners are still accommodated in wings, Bathurst also uses a 'unit management' system. Units of 16 prisoners along with the prison officers assigned to them individually manage their own affairs within guidelines laid down in the gaol management plan.

Any reservations prison officers have about the 'new Bathurst Gaol' have to do with departures from the management plan, not with the plan itself. Underlying the themes that I will be outlining are issues about the implementation of the management plan by the gaol administration, or with support for the plan and the treatment of prison officers by the Department of Corrective Services.

The Prison Officer Works 'without really producing anything'

Prison officers seem to find it hard to say what they actually 'do'. Even when pressed to describe their tasks and skills, prison officers tend to talk 'about' the job: 'the money's OK (or used to be)'; 'it's a secure job if you keep your nose clean'; 'it's boring'; and so on. One prison officer expressed the sentiments of many like this:

> A lot of the time a prison officer doesn't really do anything. You're just there.

Those who had worked in trades often compared the experience of 'seeing something for their work' with the 'just being there' of the prison officer.

When asked about what they found most satisfying in their work they tended to mention extrinsic rewards like 'job security' rather than matters concerned with the workplace. When pressed to tell me what they actually did that they found satisfying, the tendency was to mention administrative and security related issues like doing 'paper work' well, successful cell searches, and making a charge 'stick'. But this tended to be satisfying mainly in relative terms; it was a relief from boredom, or else a strategy to deal with boredom.

Apart from stopping an escape or a fight these are about the only things officers see as likely to be recognised or rewarded. But officers also gain some intrinsic reward from these tasks because they can 'see something' for their work.

> But in this job no one ever pats you on your back either. And what do you see for your work? You find a little bag with green vegetable matter in it and some guy gets an extra few days from the V.J. (Visiting Justice).

Most prison officers mentioned at some stage in the interview that they gain some intrinsic satisfaction from being able to help a prisoner (especially on the rare occasion that the prisoner comes and thanks them). However they saw little evidence that administration was interested in how and whether they 'helped' prisoners, and did not see this as contributing to their promotion chances.

When officers are asked what they want most out of a day at work they almost invariably say 'no hassles'. But this is more than just a hope: it is the object of their work. As Lombardo (1981, p.165) notes 'One of the 'products' produced by correction officers is smoothly functioning work areas'. Seeing the prison officer as producing a 'smooth shift' helps in understanding what a prison officer 'does'.

The Prison Officer 'really can't trust anybody'

Although prison officers come into the job believing that 'you never trust a crim' (they were certainly taught this thoroughly in training) one of the disappointing aspects of the work place is the way they see other prison officers treating their fellow officers - 'gossiping', 'setting you up so you make a mistake', or 'stabbing you in the back' by reporting inconsequential mistakes so that there is an official record on file. When asked what would be their main piece of advice to new staff, a common response is 'watch out for other officers'.

It is not enough to explain this away as resulting from a lack of ethics. Prison officers themselves remark that they have worked in other jobs without anything like the level of 'back stabbing' that goes on in this job; and they are highly 'ethical' when it comes to backing each other up in front of prisoners. So it is important to look for organisational features that might contribute to this problem.

Many prison officers see this as the result of boredom, even at Bathurst. However it is also directly related to the promotion system and to the structure of rewards and punishments within the workplace, and it affects the way officers carry out one area of their work where they report gaining intrinsic satisfaction: dealing with the needs and problems of prisoners.

'No one ever got promoted for the way they helped an inmate'; prison officers are acutely aware of how easy it can be for another prison officer to 'get something on them' as they try to help someone. When applying for promotion they consider that their skills in dealing with prisoners' problems will not give them an advantage over another candidate. However information that other prison officers might have on them concerning the way they carry out their routine tasks and security functions could be used to disadvantage them.

Even though human relations, management and communications skills are seen by both prison officers and the Bathurst Management Plan as ESSENTIAL to the proper running of the program, prison officers are not generally aware of any rewards or promotional advantage following from developing and exercising these skills. However it is significant that prison officers do see these

skills as the qualities of a good prison officer, and try to use them themselves.

The 'worry's always there' for a Prison Officer

Most prison officers are always aware that one 'slip' or error of judgement could mean someone's life, or at least cost them their job. For some this is the source of noticeable tension, for others it is simply a constant reminder that their job is not absolutely secure.

Some prison officers denied that they ever worry about the job out of hours, yet eventually mention either things that do concern them, or else comment on changes they have noticed such as interrupted sleeping patterns or heavier drinking.

They recognise that the danger from prisoners is the occupational hazard they accepted in taking the job, but many comment on the concern they have about the uneasy relationships between prison officers. A source of stress is whether or not they are using their judgement, discretion and human relations skills correctly - that is, in a way that will not get them into trouble. But traditional administrative practices both in the gaol and the Department generally, fail to give them any positive feedback and only let them know when they 'stuff up'. These are what feed the destructive relations between officers.

A Craft or a Profession?

Comments made by prison officers about the importance of 'helping', of service provision and the use of discretion, show a 'professional' orientation to their work. This contrasts with the official pressures that tend to produce a narrow 'craft' approach to the job. The prison officer's craft depends on two core skills: being aware of 'what's happening' in the wing, or unit, or the area in which the officer is working; and the use of discretion in rule enforcement and supervision.

'Knowing what's happening' is often called a sixth sense that many officers develop that warns them of 'trouble'. It is basically acute observation, and is rewarded when it is seen that officers have 'stopped trouble before it starts' or else prevented escapes. Many officers see this as the only skill that is consistently rewarded in their workplace. Although it is essential that there are officers who are perceptive to the subtle signals prisoners give of 'trouble', an overemphasis on this aspect of the job can lead to officers becoming cynical.

But using discretion is rarely rewarded except perhaps by the contingency of a comfortable outcome for the prison officer. The only guidance as to how to use discretion is punishment for being caught not enforcing a rule. Lombardo (1981, p.161) makes the telling observation that the literature never looks at the prison

officer's decision about 'when and how to enforce the law' as 'an exercise of discretion' as it does with police officers; with prison officers this is seen as an 'exercise in corruption'.

Prison officers operate in an administrative structure that emphasises the narrow 'craft' aspects of the job; and even here it is that aspect of their craft that can have most destructive consequences for the humane management of prisons that is advocated. There is talk by administrators about professionalising the job, but to the prison officer this does not appear to go beyond training school. In reality, the structure of rewards and punishments within which they work supports a fragmented 'craft' approach to the job based on uncertainty, distrust, and even fear.

CONCLUSION

As prison officers talk about their concerns with their job they reveal what they see as the potential in their job. Often they are suggesting that there may be a job here worth doing 'if only we had some real support'. It was the same sort of response in the Auburn prison study that led Lombardo to define the role of the prison officer, at least partially, as a 'human services' worker (1981, p.160). He was not proposing a reallocation of tasks, but recognising the work that many prison officers were already doing as 'provider of goods and services' and 'institutional referral agent and advocate'. By looking at the work of the prison officer in this way it is possible to avoid the so called custody/treatment 'role conflict' that has clouded discussion about the prison as a workplace for decades.

Prison officers at Bathurst tend to see their work very much in 'human services' terms. Although security is the overriding concern, the day to day job is about people and their needs. Yet the structure of rewards and punishments within which they work is oriented to security. Prison officers do not see themselves as being rewarded (or punished for that matter) for the way they deal with the needs or problems of inmates. However if the slightest security, safety, or 'routine' matter is overlooked while they are dealing competently with human services matters, they know that there is the risk of that 'going on paper' and that they will be looking for another workplace.

Although Bathurst Gaol is exceptional in many ways, some of these findings are generalisable. In fact one of the advantages of studying a gaol like Bathurst is that many of the conditions that are traditionally blamed for problems in prisons or for prison officer dissatisfaction have been substantially eliminated. This clears the air to see how the broader features of the system operate. Where there is no overcrowding, no tight restrictions on internal movement within the gaol, open communication between prisoners and prison officers, and minimal abuse and violence,

it is more likely that dissatisfaction is the result of administrative processes.

Bathurst Gaol has been treated, rightly, by the NSW Corrective Services Commission as a successful experiment in prisoner management. However a further step is needed: the new conditions at Bathurst have revealed the need for a review of approaches to the administration of a correctional system and the management of prison officers. Amongst other things, this will mean listening to prison officers.

NOTE: I wish to acknowledge the assistance of the Bathurst sub-branch of the POVB (PO's union), the prison officers who are cooperating in the study, the Bathurst Gaol administration and the NSW Corrective Services Commission.

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ROLE OF THE PRISON OFFICER IN AUSTRALIAN PRISONS

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The extensive nature, as well as the changing nature, of the types of prisoners being placed in the care, custody and control of prison officers, have expanded beyond any previous considerations the valuable work performed by prison officers.

Throughout Australia the prison officer of today has become the front line officer in respect of having to initiate action arising from prisoners' requests, and intuitively acts in such a manner as to meet not only the expectations of the department, but those of the prisoners. Gone are the days when prisoners could simply be dismissed, or treated arbitrarily without any consideration.

Today's prison officer takes on a multi-functional role which incorporates the roles played by non-custodial staff, including those of:

- welfare officer
- psychologist
- advisor (legal and general matters)
- marriage guidance
- medical - (referrals to clinic)
- education officer
- first aid
- vocational guidance
- industrial training (Texcon, laundry, brick school, etc.)
- drug and alcohol rehabilitation
- public relations.

The abovementioned roles supplement the routine security duties that are associated with the safe custody and control of prisoners and subsequently highlight the uniqueness of the prison officer's profession and the intrinsic value of the role prison officers play in the prison system, as well as within the community in general.

The difficulties and frustrations of having to deal with drugs and drug related behaviour problems in prison has been compounded by the introduction of AIDS in the prison system and the increasing incidence of hepatitis 'B' amongst prisoners. Prison officers are constantly at risk of contracting AIDS or

hepatitis by having a high level of face-to-face contact in an increasingly assaultive environment containing the main factors that encourage the spread of the viruses, namely, intravenous drug use, homosexual activity (anal/oral sex) and tattooing. The significant feature of these factors is that little can be done to effectively remove the potential for prison officers to contract the viruses, as it is inconceivable to operate a modern penal system on the basis that there is a total absence of face-to-face contact with prisoners.

Because of the changed role of prison officers and the introduction of AIDS within their working environment, there is, quite simply, no working environment anywhere that can compare with it, or the uniquely valuable work that is performed by the officers in it.

Michael Yabsley, Shadow Minister for Corrective Services made a statement in the New South Wales Parliament on 14 July, 1986, which is relevant to not only N.S.W. officers, but prison officers generally:

> .... there is little wonder the position of prison officer bears the stigma of lousy pay for a lousy job, and that 300 employees leave the system each year. A good starting point to elevate the professional self-esteem and reputation of prison officers is to give them training to police academy standards, with corresponding pay and conditions. Prison officers should play a vital role in the administration of justice in New South Wales. Their role is no less important than the police and their employment provisions should recognise that.

IMPROVING STAFF MOTIVATION AND JOB SATISFACTION

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Prison administrators and managers in Australia and other western countries have been actively seeking mechanisms to improve staff motivation and job satisfaction. There are some in the prison environment who maintain that given sufficient motivation, staff will automatically gain job satisfaction. It is suggested, however, that the two are not inextricably linked.

Staff can be motivated by many factors, which can be categorised under three broad headings: economics, work conditions, and training. If governments were able to make the necessary finance available to cover these aspects, the majority of the prison staff would find sufficient motivation in their workplace. Even so, one missing dimension is the avenue for, and availability of, promotion. Larger prison systems offer more promotional opportunities than smaller systems, for example, Tasmania. However, the lack of promotional opportunities in general, will always be a contentious issue within any service - especially as some services now demand tertiary qualifications prior to advancement.

Job satisfaction, it is suggested, is a euphemism which has taken on an almost mystical significance. For the majority of prison staff there can be very little job satisfaction in prisons for one inescapable reason - there is uncertainty about what prisons are for. Governments, by and large, are unsure whether prisons are for custody or treatment and this attitude impinges on the prison officer. The tendency of some agencies to label prisons as 'departments of correction' and the staff as 'corrective officers' epitomises this confusion. Contemporary research has found no significant lowering in the rates of recidivism during this 'corrective phase' and almost all Australian prisons are overcrowded.

The contradiction faced by the prison officer is that governments appear to want prisoners 'changed' or 'rehabilitated', yet the officer's basic grounding is custodial. Some 'lip-service' to human relations training for staff is currently the vogue in a few jurisdictions, but there is no indication of how to integrate this with the custodial role. Put simply, the first step in achieving any modicum of satisfaction is knowing what the job is supposed to achieve - can anyone tell us?

POLICEWORK AND PROFESSIONALISATION: SOME REFLECTIONS AND CONSIDERATIONS IN RELATION TO PRISONWORK AND CORRECTIONAL SERVICES

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INTRODUCTION: THE CHANGING NATURE OF POLICEWORK

Policework is not cast in marble. It has changed, is changing, and will change; it also varies both within police organisations and between them. Consequently, so long as it remains a job, that is to say, a full-time paid occupation or vocation, then attention will have to be paid to its training base (see Klockars, 1985). If policing changes, then the selection, recruitment and preparation of people for the role will require changing. However, having said that, a number of questions must then be posed. In what ways should we identify the key characteristics of policework in general and good policework in particular? Also, what knowledge, skills, and professional values and attitudes are required to do such policing? How are these forms of knowledge, skill and values acquired? What forms of training or education, what modes of learning, will most effectively and efficiently facilitate such things?

Of course, other questions are fundamental too; it is too easy to assume that what police officers actually get up, or are believed by their bosses to get up to, provides a sufficient basis for the design and provision of training for the police role. But this prompts the question: is training always to be post-hoc, always consigned to looking backwards? If training serves present forms of work or conceptions of policework contained in the heads of senior police managers, how is it to be prevented from being a reactionary and inhibitory factor in the face of worthwhile and necessary change? And, if training is to anticipate social changes which affect the carrying out of policework, what model of the factors or forces or determinants which go to shape and mould the activities of police workers should we devise, so that our planned changes in training properly meet the needs of tomorrow?

All of these questions have a rich dimension added to them by the fact that a key factor which does shape the nature of policework is the conception of it which those who engage in it bring to bear upon it.

FROM NEW POLICE TO TODAY: THE EMERGENCE AND TRIUMPH OF THE CRAFT MODEL OF POLICING

Historically, Western, Anglo-American liberal-democratic forms of policing derive from the 'new police' of Peel, Rowan and Mayne (see Critchley, 1978). Peel's 'blue locusts' (see an appraisal of the early 'new police' in Benyon, 1986) took nearly a hundred years to get onto the statute books, and to do so, they had to be distinguishable from thief-takers (and thief-makers), bounty-hunters, agent-provacateurs, and both military and non-military agents of absolutist and repressive political regimes (Klockars, 1985, Chap.I). The solution lay in Peel's principles, and in the general idea of mobile street sentries, full-time, bureaucratically-organised in a simple quasi-military sense, and recruited from the sober, respectable, working class, with good character and habits. (In the first eight years of its existence, the Metropolitan police had to sack 5,000 men (Klockars, 1985, Chap.1), and request the resignation of some 6,000 others - all that for a force of 3,300; i.e. every position on the force had to be re-staffed three times over in those first few years.) The other key factor, of course, was that these officers were to be unarmed, except for their nightsticks, rattles, whistles and cuffs. It cannot be emphasised enough, as well, that these police were to be used for preventive patrol - keeping the streets orderly and stopping crimes from taking place. When this original intention was betrayed in the Popay case, a London jury of the early 1830s announced a verdict of justifiable homicide after the trial of people accused of killing a police officer during a riotous affray (Critchley, 1978, Chap.2). It was well over 150 years later that a second British constable was killed under such circumstances, and the persons concerned were found guilty of murder and gaoled for life.

These new police had to win acceptance, and it took time and a lot of social change to accomplish. Peel enjoined that:

> He (the constable) will be civil and obliging to all people of every rank and class.
> He must be particularly cautious not to interfere idly or unnecessarily in order to make a display of his authority; when required to act he will do so with decision and boldness; on all occasions he may expect to receive the fullest support in the proper exercise of his authority. He must also remember that there is no qualification so indispensable to a police-officer as a perfect command of temper, never suffering himself to be moved in the slightest degree by any language or threats that may be used... (Critchley, 1978).

Their preventive role and its acceptance on the streets was bought through what came to be known as the idea of 'policing by

consent'. By being helpful, by providing assistance, by befriending those in need, by generally responding to a wide range of requests for help by distressed citizens, the police officer came to achieve that authority which generally commands obedience and respect and the minimal use of force. The urban and political changes of the latter half of the nineteenth century helped in this development of the idea of policing by consent. Eventually, the life style and organisation of modern society came to crucially depend upon the availability of a twenty four hour a day, every day of the week, uniformed social service.

However, right up until the present era, in most relevant countries, the police officer was regarded as someone who engaged in artisan-like, craft sort of work. Part of the whole secret of success of the emergence of modern policing in liberal democratic society depended upon this dominance of a craft model of policing (in the sense that police officers were to be regarded as merely civilians in uniform, doing for money what everyone should do anyway, and not officer caste, middle class quasi-military professionals). This craft model presumes that most of the qualities and values required by the worker may be identified in the pre-recruit; that training in the form of strict inculcation of factual legal and procedural knowledge should be short, sharp and sufficient; that most training would take place by doing, and that above all, policing required good habits and lots of (unteachable) commonsense.

This model was always unsupportable so long as no specialisation occurred in policing. It became supportable, but never wholly justifiable, through the emergence of a strict hierarchy of bureaucratic control and line management, the creation of specialised elite groups - starting with the plain clothes detective force - and it has led to a series of intractable problems, mostly to do with good (and bad) behaviour among police officers, low morale and career management problems. Such problems cruelly manifest themselves in the past history and present organisation of the police (for example, see Bradley et al 1986 and Jones, 1980). The craft model, and the organisational apparatus of specialisation and bureaucratic repression and control which accompanied it has not been able to cope with the pressures placed upon policing by the social change occurring in open, democratic societies.

Before looking at just why the craft model appears to be untenable in modern conditions, it might be useful, especially when bearing in mind the contrast between policing and correctional services, to remind ourselves that policing does contain a defining and critical characteristic which is independent of its location within particular social, political and historical situations. Policing is usually defined by people in terms of its ends, the good and necessary differences it is

supposed to achieve in our lives and which justifies its existence. However, such ends only have a partial truth to them and when we consider policing as a universal function we can see that at its core is the use of force, but a special sort of force.

AN ESSENTIAL FEATURE OF POLICEWORK

> Police are institutions or individuals given the general right to use coercive force by the state within the state's domestic territory (Klockars, 1985, p.120).

In other words a universal definition of policing, one which includes accurate reference to South Africa, Chile, the USSR, Wales and New South Wales, has to be one which identifies the central tool through which it ultimately gets its (various and varying) jobs done - legal coercive force as a means.

Such a central identifying characteristic is a critical factor in any debate about the proper training and education of officers in an open, democratic, liberal state in which the citizens' rights and civil liberties are regarded as uncompromisingly important.

A MODEL FOR UNDERSTANDING THE PARTICULARITIES OF POLICEWORK

Having recognised the essential feature of policework, then it is necessary to appreciate how policing takes on the particular forms it does in particular times and in particular places.

Clearly, a large number of historical and contemporary social features are critical in shaping particular forms of policework; all I have time to refer to here are the broad structural forces which collectively play their part in this process. First, there is the structure and ideology of the law; policework varies both generally and specifically, through variations in the ways in which legal considerations determine police interventions - i.e. through ways in which police officers choose to bring legal considerations to bear. Some forms of repressive policing ignore the law altogether; others are rooted and located within a strict code of the rule of law. Some forms of policing are heavily oriented towards legality - through being centrally concerned with law enforcement and legal prosecution (for example, detectives), while others hardly bring criminal law to bear either as an end in itself or even as resource (for example, residential beat officers, community relations police, crime prevention officers, and, for a very large part of their tours of duty, general duties police). (An excellent analysis of this structural variation in policework is contained in Jefferson and Grimshaw (1982).) The particular determining role which law plays in the nature of policework is a matter for research, but

these general considerations should guide such work; what are crucial are the workings of the criminal justice system, and the relationships between governed and governors - people and the state.

Second, there is the bureaucratic factor; the division of labour within police organisation, the system of rewards and punishment; the training as well as recruitment provided for the making of police officers and so on. These organisational variables are crucial, no less because they are so often deeply entrenched in ideological organisational climates; police managers have a natural tendency, among others, to believe that what was

obviously effective and successful for them, should be so for those who presently join; that is why the lift at Police Headquarters, Sydney is referred to as a time-machine (I was told this by a police trainee).

A third determining factor is the nature of the persons police come into contact with when they engage in their work, and the general nature of expectations, beliefs, relationships and so on which inform police-public encounters.

All of the above determining factors inject into policework whatever particular purposes or ends it actually comes to possess. They act together, in a complex and dialectical manner, and never escape the effects of yesterday - of history.

THE PRESENT CRISIS CONCERNING THE EFFICACY OF POLICING AND ITS MANAGEMENT

There is much to talk about here. In the time available, the following brief points can be made:

(a) In both the United States and later in the United Kingdom, the emergence of large scale public protests - over civil rights, discrimination, women's liberation, unpopular wars, unpopular military hardware - led to increasingly violent confrontations with police, by sectors of the population who would not have usually used the streets in such a fashion.

(b) An upsurge in reported crime - traffic, car-related and against the person - continued from the forties onwards, and the preventive role of the police was questioned.

(c) In the United States the sixties civil tumult led to the funding and completion of a large research program into what the police got up to generally - the first such examination ever really undertaken.

(d) In the United Kingdom similar work followed, and was given added impetus by the summer of 1981 and subsequent events.

(e) World recession led to growing polarisation between the haves and the have-nots in many Western democratic states, and an additional burden was placed upon the police - the terrible problem of policing large-scale industrial unrest (see Bradley et al., 1986, Chaps 1 and 2).

The upshot has been an examination and questioning of the nature, efficacy and value-for-money of policing on a scale and in a way never before experienced. Policing was placed under the most unkind of searchlights - and found not to be in very good shape. Even more so, responsibility for this was in part placed upon the shoulders of police managers and their response to such criticism has led to further scrutiny of the capacity of police officers and police organisations to adapt and learn according to the demands of a rapidly and complexly changing society.

The sort of results which emerged from all this have combined to challenge the traditional conception of policework. The actual nature of general duties policework - the broad range of complex, demanding, intellectually rigorous tasks police are called upon to accomplish both at street level and at command level; the increasingly specialised knowledge-base of the more esoteric forms of policing; the awareness of how rapidly and complicatedly we, the policed population are changing in terms of our behaviour both towards each other and the police - all of this has led ultimately to an examination of the training given to modern police officers. This examination has revealed the inadequacy of the craft model underpinning present training and recruitment strategies.

PROFESSIONALISM: A PROFESSIONAL MODEL FOR POLICING AND ITS BEGINNING IN NEW SOUTH WALES

A fuller review of the introduction of a new model of training into the New South Wales Police is given in another paper (Bradley and Cioccarelli, 1987). Here, it should be sufficient to provide a synopsis of the Second Report of the Interim Police Education and Training Advisory Council (1986) - see Appendix.

WHAT LESSONS FOR CORRECTIONAL SERVICES?

There are a number of issues which are raised through a comparison between policing and correctional services. First, a key factor to consider is the relation between means and ends in terms of correctional disposals. Is imprisonment, can imprisonment, ever demand more than more-or-less humane applications of coercive force to more-or-less constrain and reduce the freedom of convicted individuals? If not, then this fact will severely limit the demands placed upon prison officers in terms of the full professional model.

Second, in the United Kingdom there has been a cycle of rhetoric in the prison system - from retribution, discipline, industry, rehabilitation, reform, and education to present value for money encouraged ideologies of humane containment and the 'rights' model. This again makes it difficult to imagine serious consideration being given to an expansion of the prison officer's role (beyond, perhaps, a role of facilitating the adjustment of people to their prison punishment, which would involve limited social psychiatric skills).

Third, the most crucial question of all is this: when it comes to the comparison between police and correctional services, wherein lies the extraordinary and necessary discretion that has now been properly discovered and appreciated in policing? Can, and ever should, correctional services have that degree of discretion which allows them a wide choice in determining outcomes in officer-inmate encounters? Can and should prison managers be given the discretion to very significantly change the experience of imprisonment?

Finally, perhaps penological practices are expanding, and will continue to expand, so as to incorporate a much broader range of correctional, alternative-to-prison options, options so far rarely considered enough by our society. How much scope for a professional expansion in this direction is there, especially when one considers the extraordinary neglect and impoverishment even the traditional role of prisons has experienced?

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APPENDIX 'A'

INTRODUCTION: THE EVOLUTION OF THE POLICE RECRUIT EDUCATION PROGRAM

Over the last few years, considerable attention has been paid to the way we train people to be police officers in the New South Wales Police Force. The Lusher Report emphasised the importance of training. In October 1983, a Committee chaired by Inspector J. Pearce recommended changes in recruit training. In January, 1985 a Probationary Constable Curriculum Development Project Team reported to the Training Review Committee and on 19 March, 1986, 'Genesis' - The Education, Training and Progression Programme of the New South Wales Police Force - was delivered to the Commissioner. An Instructional Design Unit under the direction of Dr Alex Maggs then worked on an Initial Trainee's Curriculum and presented it to Mr Wark, Executive Chief Superintendent (Personnel) in June 1986. Then, in July 1986 the Interim Police Education and Training Advisory Council produced its Second Report (incorporating its first report). This report set out in detail the Police Recruit Education Programme, a plan to reform our present recruit training which developed from and drew upon, the earlier work.

The Second Report was wholeheartedly adopted by the Police Board of New South Wales and in January, 1987 the Commissioner of Police, Mr Avery, instructed the Assistant Commissioner (Education) Mr Wark to ensure the implementation of PREP by January, 1988. Hopefully, this series of events signals the imminent realisation of the aspirations and hopes of a large number of people belonging to and associated with, the New South Wales Police Force. Its eventual success will owe much to their determination, effort and idealism, and of course, to the educational vision of John Avery.

CHANGES IN EDUCATIONAL POLICY ADVICE AND IMPLEMENTATION ARRANGEMENTS

What is also apparent is that there has occurred a significant shift in the way in which educational and training policies are generated within the New South Wales Police Force. The establishment of the Police Board of New South Wales in January, 1984 was followed in September 1985 by the setting up of the Interim Police Education and Training Advisory Council (IPETAC). IPETAC exists to advise the Police Board on the provision of education and training in the New South Wales Police. This advice covers the content and standards of courses and programs, teaching staff, assessment, certification and accreditation arrangements and facilities, accommodation and resources. Shortly, IPETAC will convert to the Police Education and Training Advisory Council (PETAC).

The membership of IPETAC consists of distinguished academic and non-police administrators, together with the Assistant Commissioner (Personnel). PETAC will have as its members:

(1) Four New South Wales Police personnel - the Assistant Commissioner (Education), the Principal of the New South Wales Police Academy, a District Commander elected from among all District commanders and the Deputy Commissioner (Operations).

(2) The Dean of Studies, New South Wales Police Academy.

(3) Three representative members of the New South Wales Police Academy teaching staff.

(4) Five persons appointed by the Police Board of New South Wales regarded as having an important contribution to make both to education and training.

The Senior Administrative Officer of the Police Academy, New South Wales will attend all PETAC meetings. PETAC will advise the Police Board and the Commissioner of Police and through them the Academy staff on overall policy formation, course development, and evaluation of all education and training activities.

A key feature of these new arrangements is that the Academy and its staff will play a greater part in policy formation, both through membership of the Advisory Council and through consultative procedures within the Academy itself. Such involvement of teaching staff is consistent with higher educational principles and practice and with the expectation of professional standards and accountability. It entails staff involvement at all levels of curriculum development, in the teaching process and in evaluation and assessment. The importance of all this is emphasised by the fact that the Commissioner has ordered that all police education programs and training support services are to be amalgamated under the function of the Police Academy centralised at Goulburn. However, it is recognised that some activities will continue under the direction of the Academy while at other locations for the time being.

THE POLICE ACADEMY, NEW SOUTH WALES

The Principal of the Police Academy is the Chief Executive of the Academy and will be accountable to the Commissioner of Police through the Assistant Commissioner responsible for education and training. The Principal is responsible for the management of resources and staffing, control over plant development and administrative staff support for the Academy. The Principal will also ensure the development of forward recruit and course

projections, be responsible for discipline and for the maintenance of standards.

The Dean of Studies of the Police Academy is responsible to the Principal for active curriculum planning and for the management of appropriate learning strategies associated with Academy Courses. The Dean is also responsible for reporting directly to the Police Education and Training Advisory Council on course implementation, together with associated recommendations for resourcing, evaluation, and staff development. The Dean is responsible too, for the appointment and deployment of teaching staff under delegation of the Principal as appropriate, and also responsible for programs of educational research into the appropriateness and validity of course objectives, content and teaching. The Dean will supervise the quality control procedures of examination, assessment, progression and certification for all courses taught within the Academy.

THE POLICE RECRUIT EDUCATION PROGRAM

The PREP program is underpinned by a number of beliefs, both about the functions of police, and the work of police officers. Also, it is an attempt to give tangible and practical expression to a coherent and progressive philosophy of training for professional police officers.

THE AIMS OF THE POLICE FORCE

Police education is to be directed towards the provision of constables who are knowledgeable about, and appreciative of, the nature and importance of the police service. Such service aims to:

- maintain the public peace;
- uphold the rule of law and due process;
- protect and provide assistance to all citizens;
- facilitate the democratic rights and freedoms of citizens;
- reduce the fear of crime and disorder; and
- co-operate with others to ensure a just, stable and orderly society.

THE NATURE OF POLICE WORK

We have to educate and train recruits so that they can undertake and discharge their duties, both as probationers and, eventually, as professional constables of police. We must facilitate their learning and development on a number of interrelated fronts, so that they are knowledgeable of, skilful in, and have thecorrect and proper attitudes towards, the work of policing. The foundation necessary for professional policing involves an understanding of the society within which and for which policing

takes place, and a grasp of the fundamental nature of the policing function and mission. Also, it requires an awareness of the location of policing within the larger criminal justice system and community of social control, as well as of the interconnectedness of policing with a whole range of welfare and other services. A professional police officer needs to be provided with a form of training which will allow for the acquisition and development of a wide variety of complexand difficult personal, inter-personal, social and technicalskills.

The professional police officer must be encouraged to develop a set of attitudes and values which sensitise him or her to a high degree of self-awareness and self-monitoring. Police officers must possess an empathy towards, and an understanding of, the diverse range of cultural and ethnic groups in Australian society. All of this must be underpinned by a commitment of professional service and an aspiration and striving towards the highest ideals of public service and the most rigorous adherence to personal standards of truth, honesty and impartiality.

PREP signals a move from the traditional 'limited expert' model to a full professional model of policing. The full professional model allows for the variety of forms of knowledge, understanding and skills required in the performance of contemporary policework. It recognises the need for divergent thinking, internalised self-discipline, judgemental powers, the capacity to handle highly ambiguous and difficult situations, andthe ability to produce accurate, cogent and clear explanations and reports. Above all, it highlights the qualities of open-mindedness, integrity, humility, and compassion for those in distress and trouble needed by members of the modern police service.

PREP: CORE CURRICULA

PREP core courses will be of sufficient depth, and consist of sufficiently representative, critical, and realistic material, to allow police recruits to:

- grasp the powerful nature of their office and duties as represented in such concepts as authority and power, discretion and accountability, force and service;
- locate the discharge of policing within the complex and changing context of both state and community;
- understand the full scope and complex nature of the professional duties and skills involved in policing and, especially, to be able to efficiently and effectively carry out the variety of practical policing skills.

At the heart of the new education program are the core courses:

101 Police and Society.
102 Police and the Criminal Justice System.

103 Introduction to Major Criminal Law and Evidence.
104 Policing Skills and Human Relations.
105 Police Organisation and Administration.
106 Police Practice, Patrol and Investigation - The 'Master Class'.
107 Communication, Information Systems and Technology.
108 Health, Fitness and Survival.

Pre-PREP training consists of:
12 weeks initial training -residential;
12 months as attested probationary constables;
2 weeks revision advanced training.

PREP itself consists of:
8 weeks foundational training - phase one;
4 weeks student police officer/non-participant observer - phase two;
14 weeks advanced training, followed by low-key attestation;
50 weeks probationary field training;
2 weeks in-depth assessment followed by graduation.

TEACHING AND LEARNING STRATEGIES

What do we know about police education? We know:

(a) that the knowledge, skills and attitudes to be learned by, and developed in, police recruits require a vocational and professional preparatory education;

(b) that the knowledge, skills and attitudes involved relate to an inter-disciplinary (or trans-disciplinary) base in the liberal arts/social sciences traditions;

(c) that the notion of 'training' is far too narrow a concept for learning the concepts and competencies associated with complex police practice - nothing less than 'police education' is required, incorporating as this implies high levels of skills attainment; and

(d) that police vocational education is best achieved through alternate experiences in-residence and in-service providing as this does the opportunity of reflecting upon experience, de-briefing and conceptual and personal development.

We know, too, that while many of the techniques used in effective policing are not unique to policing, their particular application may be unique. The integration of theory with practice serves to identify, develop and improve procedures.

The appropriate and basic learning mode to be used in PREP is one based on 'case study' and experiential learning, as used in

vocational education such as medicine, where complex incidences and situations, multiple observer reports, and multiple analytical examinations leading to variously justified interpretations and alternative decision strategies are used.

The character of the cases used is a key factor. Cases must be substantial and presented from several vantage points (if possible verbal, written, visual, multiple reporting involving police, civilian and expert reports or accounts). They must be typical cases; they must also be critical cases, representative cases, and valid cases.

Case-study provides a basis for competency development, understanding of the complexity of the police task, and a framework for learning procedures and the scope and requirements of law. In short, case-study challenges the learner to an early development of enquiry, communication and evaluative skills, social awareness skills, and the character of discretionary and accountability concepts.

Clearly there is a place for other teaching modes, and for the integration of ethical studies, and the use of new assessment methods.

FIELD EXPERIENCE

The success of the PREP program involves new field experience strategies which integrate the mastery of specified competencies within a context which allows probationary constables to reflect on their practice. De-briefing is a key concept. Academy and field training officers will be developing new co-operative and supportive strategies.

FINAL ASSESSMENT

The primary aim of the final residential period is to test the capacity of the probationary officer to integrate skills associated with the eight core subjects. The two week period allows for de-briefing and induction into the next phase of the responsibility of undertaking the key task in all successful police operations - the complex task of the constable of police. Unlike earlier programs, however, the final phase is not given over to instruction but serious assessment as to whether confirmation in office should occur.

Our program will take account of the fact that experiential learning methods place greater demands on teaching staff. It does not exclude direct instruction, especially where specific skills instruction and modelling is required, but each individual student needs to be considered separately and their individual learning needs taken into account.

COURSE HOURS, UNIT VALUES AND WORK LOADS

The weekly formal work load takes account of standards comparable in the higher education system. Face to face teaching involves about 25 hours per week.

In addition to the formal hours students would probably require an additional 20 to 25 hours and more to meet standards.

There is a credit point system based upon work loads, and level and demands of the program, which is comparable with higher education concepts.

RECRUIT STANDARDS

Recruits admitted to the PREP program must now be capable of undertaking post-secondary studies. Completion of the PREP program should lead naturally into higher education at an appropriate level.

Course Components

The PREP program has the following general structure:

WEEKS	PHASE	MAIN FUNCTIONS
8	Residential	Foundational studies.
4	Station Experience	Observation and interpretation.
14	Residential	Development of foundational studies. Attestation. Appointment on probation as a Police Officer.
50	Field Experience	Integration of police work and further learning.
2	Residential	Assessment (first week) and organisation and staff matters (second week). Certification/Graduation. Confirmation of appointment as Constable of Police.

PART TWO:

RELATIONSHIPS IN THE PRISON SETTING

PART 2: RELATIONSHIPS IN THE PRISON SETTING

INTRODUCTION

One of the best pieces of advice to emerge out of the workshop was this: LISTEN TO CORRECTIONAL OFFICERS. Bill Kidston said it; Ray Myers said it; Helena Cornelius said it:

> The most valuable, important resource in any organisation is the people who work in it. How they are selected, recruited, trained, managed and listened to will determine how well the organisation performs (Kidston).
>
> The new conditions at Bathurst have revealed the need for a review of approaches to the administration of a correctional system and the management of prison officers. Amongst other things, this will mean listening to correctional officers (Myers).
>
> Research findings show that the most influential member of the prison system is actually the correctional officer. How they come to their job is of the utmost significance in how the whole system runs. It is therefore important to teach the skills that will train the prison officer as professional custodian, with very practical expertise (Cornelius).

The essential concomitant to this recommendation, implicit in the above extracts, is how the various individuals and sectors within the organisation combine into a well-functioning whole.

The workshop looked at relationships within the prison setting at two levels: the interpersonal and the intergroup. The former refers in particular to contacts between the correctional officer and the prisoner, and between correctional officers. As has already been discussed, neither type of relationship is comfortable for the correctional officer. Officer and prisoner have been placed on opposing sides by circumstance and they have no choice but to interact, whether this is at a minimal level required to produce a hassle-free shift for the officer, or whether it moves beyond to a human services orientation. Other correctional officers are supposedly on the same side and, indeed, are most often highly supportive of their colleagues. (For example, older officers will usually look out for newer ones.) There are also, however, times when they are not supportive. As Ray Myers' research revealed, the correctional officer generally trusts no one, including other officers who may 'have something over them'.

There are many who are convinced that improved skills in interpersonal relations are a vital prerequisite for the job of correctional officer , and that these should form an important part of recruit training. This goes both for those who believe that a human services role is appropriate for the correctional officer , and those who do not. Either way the correctional officer is faced with the need to communicate well, and getting the job done is in many ways equalled with having the appropriate communication skills.

Particularly important communication skills in the prison context are those that defuse and resolve conflict. Helena Cornelius, Co-ordinator of Programs at the Conflict Resolution Network in Sydney, was invited to the workshop to talk about conflict resolution skills, and her paper is included in this section of the proceedings. 'As a community', she said, 'we have been very poorly educated in this area'. The Conflict Resolution Network is a community development program which is part of a national campaign to improve these skills that all of us need in our everyday lives.

Correctional officers are therefore not alone in needing conflict resolution skills, though there are special needs within the prison, such as

- the need to form a relationship with prisoners that also has an appropriate level of distance;
- the need for some of the skills generally held by social workers and psychologists;
- the need to run hassle-free shifts/get the crim through the day;
- the need to deal with high levels of stress.

Ultimately the correctional officer needs to 'succeed' in his or her job, and to feel that his or her contribution is seen and recognised as valuable. This leads in turn to a sense of pride, commitment, satisfaction and high morale.

Helena Cornelius suggested that:

> Training needs to be geared towards producing a correctional officer who succeeds in the system. Maturity is not necessarily a matter of age; it is a matter of having the skills that maturity tends to bring.

Moreover, Ms Cornelius said, correctional officers need a supportive working environment:

> The challenge is to give correctional officers extra skills to support each other and the system. If they have created better climates of support for themselves, automatically they will be providing environments that are easier to adjust to for inmates also.

Attached to Helena Cornelius' paper is a draft syllabus in conflict resolution skills for correctional officers, which elaborates twelve basic negotiation skills and suggests practical ways in which the materials might be used in training sessions. These are valuable skills for everyone to learn, whether inside or outside the prison system, and at any level of the prison hierarchy.

It is also important not to underestimate EITHER the value of such skills, OR the value of instruction in skills development. As Helena Cornelius pointed out, the passage of time can bring maturity, but appropriate teaching packages can develop 'maturity' much more quickly. Furthermore, the 'taken-for-granted' world is not usually understood as quickly as we might like to think; things that appear 'obvious' may not be so in reality.

The second level of interpersonal relationships discussed at the workshop was that which exists between groups: for example, between management and custodial staff; management and training staff; and training and custodial staff. All three sectors were present round the table, with custodial staff represented by relevant union members.

Literature on the topic has much to say about the need for communication between sectors, a supportive working environment and a corporate image. However, the reality expressed around the workshop table was often different.

Union representatives described appalling working conditions, little in the way of backup from management, and frustrations relating to doing a job where no-one seems to know what the job really entails. Correctional officers clearly want to 'do the right thing' for the prisoners and for the prison system, but feel powerless in achieving these goals. This has tended to produce a negative response from those who often begin as enthusiasts, for example:

> The job is not easy, when dealing with staff who want to play the game and prisoners who don't. It only takes one sour incident to change the officer's whole way of thinking.

And

> I've been down this track before, and I don't know how the correctional officer makes sure that

> prisoners stay in custody and at the same time maintains reasonable interaction. The correctional officer is investigated by the [security] unit if he gets too close to prisoners, therefore I would have to advise against it. The officer is treated as guilty until proven innocent. Promotion tends not to be on ability, but whether one's face fits....Nowhere is there a backup structure by management. What is more, we will have no answer after this seminar, or in years to come.

The job of management is to come up with a package of relevant goals and treatment principles, to see that the package sells, and that it works or is constructively modified. An essential ingredient at this stage is consistent departmental orientation and appropriate communication with (not 'to'), training of, and support of all parties concerned. There is strong evidence that training principles in Australia are being evaluated and implemented along these lines, though more work lies ahead to translate the theoretical advantages iunto real benefits for all concerned.

Trainers are also involved in this process, though their position in the 'middle',ie between management and trainees, is sometimes ambiguous, as the following comments from the workshop reveal:

1. We're here to train, not to question philosophy. We do as management says.

2. I just have to get people trained, I don't want to waste time on esoterics. What is needed at the end of the day is some basic skills, for example, communication skills.

An additional difficulty, discussed in an article by Cohn (1980), is that it is easy to slip into a situation where training requirements become subordinated to the organisational needs of the training school, thus inhibiting the capacity for innovation.

Achieving training goals will require a continuing commitment, from managers, officers and trainers alike, to questioning taken-for-granted assumptions, and a preparedness to be involved.

REFERENCE

Cohn, Yona (1980), 'Toward job-related inservice training in corrections', Federal Probation, 44 (2), 48-57.

CONFLICT RESOLUTION FOR

CORRECTIONAL OFFICER TRAINING PROGRAMS

Ms Helena Cornelius
Co-ordinator of Programs
The Conflict Resolution Network
Sydney

The Conflict Resolution Network, based in Sydney, is a community development program conducting a national campaign to develop, teach and implement conflict resolution skills for personal and professional efficiency. It is a new and extremely effective course for personnel training.

The Network has great interest in the training of correctional officers in this area, and is very aware of the special needs of the penal system. Modern training methods and new work patterns are gradually being reflected in new trends in the prison system. Conflict resolution skills are being highlighted in training programs.

What are CR skills? They are skills in negotiating, in softening or avoiding tension situations, developing a wider range of options. As a community, we have been very poorly educated in this area. Learning to pass on a much broader spectrum of skills is what CR training is all about.

What are some of the conflicts correctional officers face in their work situation? They must constantly search for the balance between the need to form a relationship with prisoners and an appropriate level of distance so that no suspicion of collusion can be aroused.

In creating this balance, there are very important conflict resolution skills relevant to the correctional officer's role. While not trying to turn correctional officers into social workers or psychologists, we nevertheless expect them to have many of the skills that social workers and psychologists actually have. This is expertise in interpersonal communication.

If you ask a correctional officer what does he or she actually want out of each day, it would not be surprising to hear the response 'I just don't want any hassles'. The provision of smoothly functioning areas is very basic to the correctional officer's role. How do you educate the correctional officer to have enough skills to avert, or rapidly defuse, hassles? This is a real art, and a constant challenge in a training program.

High levels of stress frequently exist in staff-staff relationships. The work of a correctional officer is very difficult, and there are often negative pressures from society as well as from inmates. We must not underestimate how stressful the correctional officer's role is. Yet, people are capable of coping with very difficult jobs if they can feel they are doing it in a climate of support, and a supportive working environment assists correctional officers to handle and absorb stress rather than offload it. The latter surfaces, for example, in offloading onto inmates via strong authoritarian stances, and onto other officers via backstabbing or lack of support. The challenge is to give correctional officers extra skills to support each other and the system. If they have created better climates of support for themselves, automatically they will be providing environments that are easier to adjust to for inmates also.

Research findings show that the most influential member of the prison system is actually the correctional officer. How they come to their job is of the utmost significance in how the whole system runs. It is therefore important to teach the skills that will train the correctional officer as professional custodian, with very practical expertise.

We have moved a long way in prison corrections over the last 100 years. Thank goodness it is no longer part of prison corrections in Australia to be tarred and feathered. A constant growth is taking place in how we as a society handle our prisoners. Where is this pattern of growth moving to? Out of group discussion with correctional officers and trainers in the workshop came some of their visions of prisons 60 years forward:

1. Prisons as training factories, prisoners learning skills from correctional officers who themselves have a trade. Prison officers having the sense of achieving something at the end of each day - the satisfaction of passing on to others the skills they have.

2. Prisons as a place where prisoners also move further forward in general levels of education.

3. Because of community and economic pressure for scientific and psychological advances it is quite possible that in 60 years we may have found many more medical and psychologically-based methods of overcoming criminal tendencies. We all suffer as a society because of our lack of knowledge in this area. When answers are found, correctional officers then may only be dealing with lighter types of problems.

4. Far wider use of community-based corrections. (In Victoria, there are now 8,000 prisoners in community-based correction schemes compared with only 2,000 inside prisons.)

5. The correctional officer's legitimate role is about welfare. (From 1970-78 'rehabilitation' reigned. Then came a swing right away from rehabilitation. As the pendulum swings again a better balance is achieved. In Western Australia, the movement is already strongly back towards the welfare role.)

6. The community within the prison wall becoming self-sufficient, and also making a contribution back to society e.g. community service work as reparation. Good work patterns established as habits, to take back to society.

Bill Kidston describes the role of the correctional officer thus:

> The correctional officer is responsible for the supervision of prisoners under his or her charge and must ensure safe custody and welfare of prisoners and all officers working in the system.
>
> The correctional officer is the day-to-day front line supervisor of prisoners. An officer must work as part of a team in corporate organisation.

This definition reflects a number of trends that are very obvious in modern management practice.

1. A major trend in the workplace is more participative decision-making. This can create more trouble than it's worth without more skills in conflict resolution.

2. There is a strong trend to more power-sharing - and flatter heirarchical structures. This is being evidenced in changes in the NSW Police system, where almost half of the status levels are being removed. It may not be long before it is seen in the prison system also.

3. Greater recognition is being paid to team approaches. It already exists in the development of networks of people who work together in informal ways. This is being supported formally in modern management practice.

4. Australians do not accept authoritarian modes of communication well. Communication training emphasises the more autonomous, equal status styles of persuasion even where formal lines of authority still exist.

5. The pursuit of excellence has been discovered to be a strong motivator for good work practices.

What characteristics make excellent correctional officers? They perform their role well, they maintain their humanity and they like their work. They are unflappable, good listeners, lateral

thinkers, hold strong, broad values, and are assertive and effective. They come through with self-discipline and maturity.

Training needs to be geared towards producing a correctional officer who succeeds in the system. Maturity is not necessarily a matter of age; it is a matter of having the skills that maturity tends to bring.

The Conflict Resolution Network has developed 12 categories of skills in CR, and a special syllabus (attached) has been adapted to the particular needs of the prison system. General training manuals and trainers are available through the Network (contact: The Conflict Resolution Network, PO Box 1016, Chatswood NSW 2067, phone: (02)419-2720). Most correctional officer training programs already include some aspects of this syllabus very effectively. An outline is presented here in order to encourage the broadening of the scope of this type of training.

There is tremendous value in providing training opportunities which allow for the cross fertilisation of different parts of the hierarchy of the whole correctional system. This might take the following forms:

1. get all ranks of prison staff, from the superintendent downwards, together in a training room, all learning in an experiential, interactive mode;

2. interaction between treatment officers and custodial staff;

3. interaction between community-based corrections officers and institutions officers.

Conflict resolution skills are valuable for everyone in the system and particularly lend themselves to training methods which involve discussion and cross fertilisation of ideas. Moreover, training is most effective when it is made relevant to actual situations being faced. Discussions might range around such questions as:

- How do you give custodial orders in a therapeutic manner?
- In what way is it possible and appropriate to provide a certain level of support and education at the same time as you are laying down the law?
- What underlying attitudes contribute to the successful correctional officer?
- How can we provide more support within staff structures, for the difficult roles we have to perform?

The program emphasises practical games and exercises and the recall of short pithy phrases, such as:

- Hard on the problem, soft on the person.
- Firm, yet fair.
- What are the needs? What are the fears?
- Listen to, not against.
- Say how it is on my side.
- 'And' not 'but'.

Conflict resolution skills are fundamental to the mature, well adjusted correctional officer who is achieving success and job satisfaction.

DRAFT SYLLABUS IN CONFLICT RESOLUTION SKILLS FOR PRISON OFFICIALS

1. NEGOTIATION SKILLS

Creating suitable environments for working together toward resolution; synthesising differing interests; working toward new balances, agreements and contracts.

With whom do you negotiate? And how?

Relevant attitudes

Hard on the problem, soft on the person.
Firm and fair - yield to firmness, not pressure.
Relationships based on respect, not necessarily trust.
Develop options that consider both parties' needs.

Methods

* Currencies:
  What have they got to give that I want to have?
  What have I got to give that they want to have?

* Negotiation Phases:
  1. Preparation
     Best alternative?
     Worst alternative?
     What limits exist?
     What has worked before?
     What practical outcomes do I want?
     What personal values are wanted?
     How could good relationships be encouraged?
     What's in it for them?

  2. Exploration
     Opening, clarification. Allow time for discussion on needs and concerns.

3. Negotiation
   Movement, bargaining, designing options, tactics and counter-tactics.

4. Closing
   Clear do-able agreements, preferably chosen by both sides, rather than imposed by the more powerful party.

2. THIRD PARTY MEDIATOR

Understanding the special role of the mediator and the importance of neutrality.

Attitudes

- Objectivity
  - not arbitration.
  - represent everyone, even if personally you favour one point of view.
- Safe environment
  - create a non-threatening environment where both sides can lower their defences.
- Face-saving
  - help both sides save face in the negotiation and back 'home'.

Methods

* Problem definition - encourage all the facts to come out.
* Make sure both sides really understand each other.
* Reframe negatives to positives.
* Point out common ground.
* Encourage them to create their own solutions.

3. MAPPING THE CONFLICT

Drawing up a map of the conflict which includes looking at the underlying needs, values, objectives and visions of all participants.

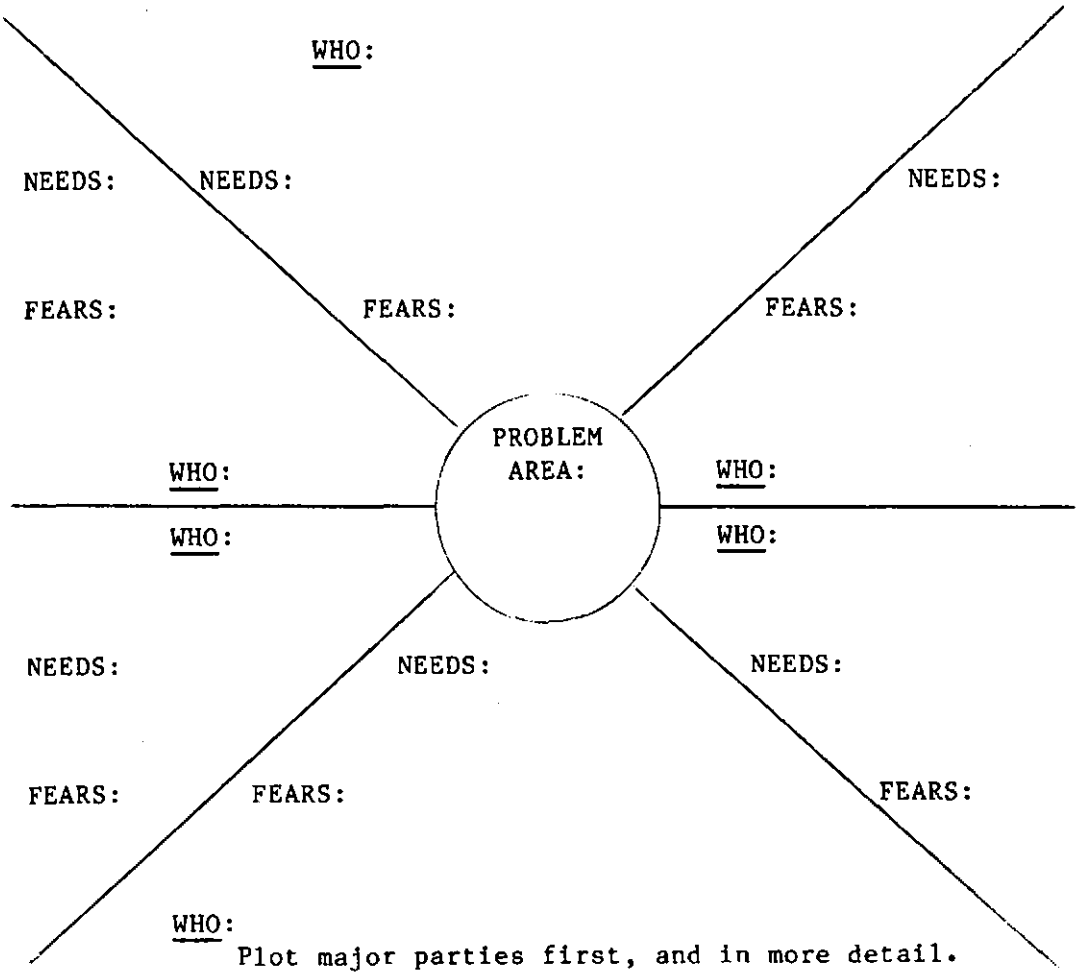
Attitudes

First, know what everyone is 'on' about.

Major motivators are:

1. What I do want.
2. What I don't want.

Method NEEDS: What motives are at the bottom of the problem.
FEARS: What worries, anxieties, concerns are influencing behaviour?



Plot major parties first, and in more detail.

4. WHO WINS?

A new look at conflict and co-operation, and the possibilities for mutual gain.

Attitudes

People do things for their reasons not yours.
People support you for their reasons not yours.
What's in it for me?
What's in it for them?
'I want what's fair for all of us.'

Method

* Go back to needs, before going to solutions.

5. DEVELOPMENT OF OPTIONS

Using creativity to design possibilities that take all (or more) interests into account.

Attitudes

Everyone is entitled to have reasonable needs met. How can we do it?

Methods

* Make bigger pies.

* Re-design zero-sum games.

* Brainstorm.

* Consider very practical aids.

* Legitimate manoeuvres of the system.

6. POWER RELATIONSHIPS

Understanding power dynamics. Awareness of power 'racquets'. Balancing formal with informal power.

Attitudes

Wherever appropriate, create power 'with' rather than power 'over' relationships.

Power itself is neutral. It's how you handle it that makes the difference.

Methods

* Agree on guidelines and policies.

* Be firm about agreed guidelines and policies.

* Allow subordinates flexibility in the execution of these.

* Ask for suggestions from subordinates.

* Incorporate aspects of the other people's ideas as often as possible - in fact, everywhere where it doesn't matter.

* Use tact e.g. 'I' statements.

* Use 'Do it, because I said so' last.
  First explain and listen.
  Second explain and listen.
  Third explain and listen.

* More skills in handling people puts the use of physical force further down the track as a required option.

7. MANAGING EMOTIONS

Understanding the five basic emotions: love, happiness, anger, sadness, fear.

Handling one's own and other's anger, frustration.

Attitudes

Dumping doesn't help.
Denying won't make emotions go away.
Don't indulge.
Don't deny.
Use emotions to build richer relationships.

Methods

* Deal first with the emotions, if they are getting in the way.

* Use reflective statements when someone is upset or angry.

* Allow opportunities to discharge excess emotions.

* Frequently include statements of feelings in your communications.

8. WILLINGNESS TO RESOLVE

Understanding the role that resentment plays in preventing successful negotiation.

The psychological roots of hatred and anger.

Attitudes

I'm here to solve problems.

Method

* Information or inflamation?

* When they bark, I don't bite.

9. APPROPRIATE ASSERTIVENESS

Knowing your needs and rights and how to state them clearly, without arousing defensiveness.

Attitudes

I will stand up for my rights and needs, though I also support you with yours.
Reason and be open to reason.
Reach results based on standards independent of will.

Methods

* State how it is on my side.

* 'I' statements, where appropriate.

* Directives, which include support and education.

10. EMPATHY

Improving rapport and understanding.

Seeing the other person's point of view. Recognising the motivations behind apparently uncaring behaviour of other people.

Attitudes

'I build relationships'.
If we understand each other, we are more likely to support each other.
Things are almost never black or white.

Methods

* Listen.

* Find 'empathy keys'.

* Create structures and opportunities for reasonable quantities of talk.

* Discourage stereotyping, by providing information about the person or group.

11. CREATIVE RESPONSE

Seeing conflicts as opportunities. Though conflicts are frequently seen as crises, they may also be regarded as an invitation for change.

Attitudes

I see conflict as opportunity.
I'm here to solve problems.
What benefits could this have.
This problem is 'fascinating' not 'frustrating'.
Shift perspective from perfection to discovery.

Methods

* Move conversations away from laying blame towards future action.

* Actively investigate solutions and opportunities.

* Plan and vision positive outcomes in advance.

12. BROADENING PERSPECTIVES

Recognising your view as one point of view and understanding the other's point of view as also valid and necessary as part of the whole.

Understanding systems.

Attitudes

Wisdom lies in the whole picture.
Things look different from above the problem.

Methods

* Reserve judgement.

* Seek out different perspectives on the problem.

* Get and give the whole picture.

* Go for wise outcomes amicably reached.

PART THREE:

TRAINING PRINCIPLES, PRACTICES AND PACKAGES

PART 3: TRAINING PRINCIPLES, PRACTICES AND PACKAGES

INTRODUCTION

> At the present times, the Prison Service College/School programme is increasingly based on the 'systematic' approach. It is an approach which emphasises the importance of establishing training needs in realistic as distinct from idealistic terms, by a process of job or role analysis; by translating this analysis into training aims and objectives; by relating these to teaching/learning methods and resources; by formulating a programme which is carried out and systematically evaluated; and modifying and revising the programme in the light of specific criteria of effectiveness (Jepson and Williamson, 1984, p.18).

The first item in this section of these proceedings consists of extracts from the Victorian draft Work Force Planning and Training Plan. The Plan responds in particular to the introduction of community based corrections, and provides for an integrated program which will have 'the degree of flexibility necessary to be able to adapt to the changing direction of the Department over many years'. It thus recognises implicitly the tendencies inherent in organisations to ossify, and is structured accordingly to avoid such an outcome. The Plan itself is under constant review as the implementation of recommendationstakes effect, and readers should therefore note that the extracts published here may not reflect entirely the current Victorian position.

The second paper examines a range of issues relating to in-service training, and in particular looks at the relative merits of on-the-job and off-the-job training environments. The author Superintendent Gerry Hay is the head of the newly established NSW Correctional Officers' College in Windsor and he makes the points (a) that both on and off-the-job training is necessary but it is imperative that the two are blended together 'in the strongest possible way' and (b) that the acquisition of skills must be accompanied by the pursuit of excellence and a 'vision' of what being a correctional officer is all about. The paper is accompanied by extracts from the New South Wales training plan, which like Victoria, is in draft form.

The third paper, by Ray Myers of the Centre for Studies in Justice at Mitchell College of Advanced Education, looks at the role of tertiary institutions in providing education for prison officers. There is little doubt that courses in criminal justice administration, as well as other broader courses in (for example)

business administration, can help to 'professionalise' the job of correctional officers at all levels. At the same time, however, there is some scepticism about the capacity of education to facilitate subsequent promotions, and to promote social change vis-a-vis correctional officer work. In the final analysis, Mr Myers is optimistic:

> There is an important connection here with the notion of the 'vision' that accompanies excellence - a relationship that has been mentioned several times during the seminar. My own experience of 'being educated' and participating in the 'education' of others, is that the 'vision' is the product of that continuing process of 'life education'; but in a part of that process, which happens to be tertiary education, the vision is given form and social change comes about. This has even happened in the world of corrections.

Vehement discussion followed Ray Myers' paper, on the relative merits of tertiary education. Brian Innis felt strongly that tertiary education has the capacity to help corrections 'buy back the farm'. As a person with a long career in corrections, and latterly as Dean of the School of Community and Welfare Studies at Macarthur Institute of Higher Education, Mr Innis was concerned that over the last forty years correctional officers have been systematically stripped of their entire role except that of custody, with 'specialists' of various kinds taking over welfare and administration duties. He felt that repair work is necessary, to recreate the professional correctional officer. This can be achieved in part through links with tertiary education, though it also needs the support of corrections (like Mitchell College, Macarthur has a relatively small proportion of correctional personnel in its criminal justice courses). Discussion followed on the desirability of tertiary qualifications for access to executive positions, and as a gateway in general. It was quickly pointed out that with respect to the latter, if people were going to have tertiary education, there had to be real prospects for promotion and opportunity, and study leave and support was a necessary condition if qualifications were to be achieved without undue stress on families. Secondly, there was a belief by some that tertiary qualifications may be entirely inappropriate where the job of correctional officer, like it or not, is limited to security issues. Brian Innes reiterated that this is still a 'selling the farm' attitude, and that 'buying the farm back' is a vital goal to work towards. As a corollary to this, it is important to create the necessary conditions. This does not just mean promotional opportunity, but it also means that the career path of correctional officers should be seen as a continuum right through to commissioner level. Other people have talked about possibilities for distinguishing, for example, between officers

who are employed solely as security guards, and those who are welfare-oriented officers, but Mr Innes believes firmly that this undermines the push towards professionalisation of the correctional officer. Not everyone has to be qualified, but there is a tremendous repository of knowledge in correctional officers that needs to be recognised and built upon.

ROUND TABLE DISCUSSIONS

The major thrusts of the workshop have so far been described, and relevant papers included in these proceedings. Other sessions of the workshop, however, were devoted to round-table discussions on topics raised by participants. Two of these have been referred to in section one (staff motivation/job satisfaction, and training difficulties in small correctional systems). Summaries of the remainder are presented below.

The training context. In his opening paper, Bill Kidston referred to the need for a centralised training facility as part of the total corporate commitment to training. He also felt that training should be largely residential; that there should be links with recruits when they begin working in prisons; and that the training of trainers is vital. All of these can best be organised in, or coordinated from, a central location. Gerry Hay's paper supported these principles.

There is also a place, however, for training of a non-centralised kind. Opening courses to officers in other states (as discussed in Part 1) and job exchange are examples. Although support for such schemes was positive, there were concerns about state differences in both legislation and philosophy which might cause difficulties, not to mention the usual bureaucratic and financial complexities. Nonetheless, it was felt that such schemes permit a greater specialisation of courses and opportunities, such as courses in middle management. Western Australia already has such a course, which takes up to 6 people at a time, over two and a half years. Another suggestion along these lines was that a national college should be established, much like the police college at Manly in New South Wales.

At the individual state level, localised training of various kinds might be necessary as a supplement to the kind of training that can be provided within a centralised facility. Western Australia, for example, has developed the RUST (Regional Update of Skills Training) program to take skills development training to the prisons at regular intervals, and thereby overcome some of the enormous economic and organisational difficulties which occur in such a geographically dispersed and small population (notes on RUST are included after the papers in this section). South Australia also has a program which trains new officers partly on location, to familiarise them with rules and physical layout specific to individual prisons; Victoria has a similar

scheme for field training of liaison officers in community-based corrections; and Gerry Hay noted in his paper the need to 'take into account the regional and cultural differences between institutions' by training officers in specific locations as an adjunct to basic training at the centralised facility.

Localised 'training' is also important to provide the 'link' mentioned by Bill Kidston between centralised training and work in the prison. New South Wales is considering one such scheme, where 'staff development officers' would be located in the major state prisons to assess staff according to their potential and to assist them in developing appropriate development packages.

Career development

Agreement was reached by workshop participants that training must be seen as a continuous, integrated process that operates at several levels (for example, base grade officers, senior officers, middle management, senior management). In particular, the point was made that there is a need for managers to develop skills and understand new developments in corrections. This was considered by many to be even more important than base grade officer training, for all the sorts of reasons that were outlined in Parts 1 and 2.

In Western Australia, two management development packages are in operation. The Management Development Program is a compulsory program designed to change corporate culture and develop relevant skills, and is aimed at superintendent and governor levels. The Prison Administrators Program identifies, selects and trains high potential individuals for (fast-track) promotion to superintendent, and is aimed primarily at correctional officer and senior correctional officer levels (discussion notes are included in these proceedings).

Queensland similarly has recently initiated a 'Prison Management Development Programme' (discussion paper and notes included), which is designed to redress 'a critical shortage of well trained, competent and highly motivated middle and senior managers'. Access to, and passage through, this Programme is via self-development and adult learning principles. Peter Rowe, Senior Training Officer in Queensland Prisons Department, pointed out that this is a messy process at first, until people get used to the idea, but in the end the commitment to learning is much stronger under a self-directed system.

Tasmanian Prison Officers Association representatives expressed their encouragement as a result of hearing of such developments in management education. They felt that management in Tasmania would benefit from the kind of leadership training included in these courses, which would assist with generating more constructive consultative practices in industrial matters. As

things are at present, it appears that miscommunication is frequent between management and union members in Tasmania (notes included), with management often feeling that unions are running the show, and unions feeling that management refuse to discuss issues and are then punitive. Undoubtedly Tasmania is not alone in these kinds of experiences, and participants at the workshop expressed very clearly the benefits that derive from education of senior as well as junior staff.

Readers of these proceeedings will undoubtedly note a lack of detail on base grade training courses. It had been the intention of the editor to include an appendix with brief overviews of recruit training in each state and territory, but unfortunately this did not prove possible because few administrations were able to supply this information in summary format. However, the proceedings do include a useful summary drawn from relatively recent comparative research by Adrian Sandery, Assistant Director (Institutions) in the South Australian Department of Correctional Services. Tables provided by Dr Sandery look at the general parameters of recruit training in Australia, New Zealand and USA, and also at course content on a comparative basis. The work is preliminary and was undertaken in 1986, so of course some of the material may already by superceded by revised training plans in various jurisdictions. Nonetheless it is a useful starting point in analysing state similarities and differences, and if refined and undertaken on a regular basis could provide a database for monitoring changes over time.

Occupational health and safety, and liability management. Peter Moore, Senior Officer in Staff Training at the Western Australian Department of Corrective Services, pointed out that the days of loyalty and mutual support are long gone. In a climate of legal accountability, it is important to take the initiative in ensuring a safe environment for both correctional officers and prisoners. Staff also need to know the legal implications of the job that is expected of them, and that they have sufficient training to enable them to function appropriately. From the employer's point of view, it is necessary to keep the bill down as much as possible, and cases of (for example) negligence can be extremely costly. Mr Moore said that selling the concept of liability management is difficult, firstly in terms of administrators not recognising the implications of being unprepared for incidents, and secondly in terms of the direction which some liability management is taking. With respect to the latter, the emphasis seems to be upon issues of restraint and of use of firearms, whereas a more important focus should be the use of discretion in using such procedures and weapons. The opinion was volunteered that if class actions come to Australia, such issues will be taken far more seriously. Others around the table also indicated their concern that this is an area not to be under-rated. For example, trainers in some departments are liable for inadequate training if a correctional officer

subsequently gets hurt. There are also many other occupational issues, such as who is responsible for a serious foot injury where special shoes are not issued. It was agreed that the question of liability is a minefield, but one that must be faced. Western Australia now includes a relevant segment in their training program (notes included) and they are aware of the need to keep up-to-date in this area. Prison officers in the USA, said Mr Moore, receive 16-60 hours legal training. This is much more than in Australia, but the time may be coming where it is necessary here too.

Stress is another major problem for correctional officers; it can develop not only in response to obvious circumstances such as always having to be prepared for prisoner conflict or coping with AIDS and hepatitis risks, but also in response to less visible factors such as the effects of shift work on family life, the boredom involved in a job which has no tangible product, and relations with other correctional officers. Even the location of a prison can have an effect; one prison in the Northern Territory is next to an abbatoir, for example. Until recently, there has been no assistance with managing prison-related stress in the Northern Territory, though most states now take the issue seriously. Occupational health and safety legislation in South Australia has enabled corrections to advance one step further, with a pilot preventive program on occupational stress. This includes recreational fitness games at lunchtimes, and the formal courses include the recognition of stress, coping mechanisms, and how different attitudes have different results in terms of levels of stress experienced.

From the Tasmanian Prison Officers Association came a plea for improved fire fighting training. Problems for the correctional officer include: not knowing where to disconnect the power to prevent electrocution; the use of toxic chemicals rather than water to smother a fire; the use of mattresses which are toxic when alight; poor location of breathing apparatus and lack of proper training in its use; and the location of other fire fighting equipment in one area rather than spread throughout the prison for easy access. The TPOA stressed that this is a major health and safety issue; that much better training and organisation is needed; and that where a fire has been deliberately lit, the person concerned should be charged accordingly.

The final health and safety issue related to drug use and diseases such as AIDS. The biggest problem is when prisoners are coming off drugs and the training issue is how correctional officers recognised the symptoms of drug use (in particular when prisoners are in need of a fix), how to apprehend drug users and how to dispose of drugs. One opinion was that the major problem lies in the illegality of certain drugs, and that if drug use

were to be decriminalised it would not drive use practices underground.

Postscript

The workshop covered considerable ground, not so much on the nitty gritty of training content but on the underlying principles - the need to know what is expected of a correctional officer before training modules and career paths can be designed; to know what relationships within the prison look like before methods of handling them can be devised; and so on. There is ample scope for further discussion on the issues, and the foundation has been laid for detailed discussion of training content. Participants recognised that any advances in correctional officer training must be taken one step at a time, but expressed the wish that any such step will be a real advance.

REFERENCE

Jepson, Norman and Williamson, Derek (1984), 'Prison service training and continuing education', Prison Service Journal, July, 17-20.

EXTRACTS FROM THE DRAFT
WORK FORCE PLANNING AND TRAINING PLAN

(REVISED DECEMBER 1986)

Office of Corrections
Victoria

INTRODUCTION

The Office of Corrections is in the process of implementing a number of major initiatives which will change the operation of Community Corrections Centres and Prisons. In particular, the introduction of new legislation, including the Corrections Act, the Penalties and Sentences Act which introduced Community Based Orders, the statewide implementation of Community Based Corrections programs, the opening of Barwon and Castlemaine prisons and the Remand Centre, the redevelopment of D and F Divisions, and the introduction on a trial basis of a new management regime at the existing Castlemaine Prison, are major government initiatives which will have a marked impact on the Office of Corrections.

In order for the Office of Corrections to meet the challenge of such future developments, and maintain its current programs it is essential that a work force planning and training plan is developed which will both address the issue of staffing resources and ensure that staff are recruited and trained in such a way that they have the knowledge and skills to be able to meet the demands of these new developments with professional merit and technical competence.

It is essential that the plan is developed in such a way that it facilitates the integration of the major programs (Community Based Corrections and Prison) provided by the Department, and has the degree of flexibility necessary to be able to adapt to the changing direction of the Department over many years.

Work Force planning and staff training are two of the major strategies which the Department employs in order to ensure that Government policy is effectively and efficiently implemented. As such these strategies are an integral part of the corporate approach of the Department, and the Minister and Department have a major commitment to the development, implementation and evaluation of a work force planning and staff training plan.

SECTION 1. WORK FORCE PLANNING

1.1 PREDICTION OF REQUIREMENTS

Recruitment, selection, promotion and training must be planned, based on an accurate analysis of current and future needs of the organisation, and taking into account

- current and likely future trends in attrition rates due to resignations, retirements, transfers, promotions, and other staff losses or changes;
- planned developments such as the opening or redevelopment of facilities;
- policy initiatives impacting on total staff numbers or on particular job categories, such as the introduction of new styles of management;
- desired directions for organisational growth and development (eg. enhanced training opportunities for all staff).

Such a planning base should be available for at least three years ahead. Within the Office of Corrections there will be marked pressure on recruitment, promotion and training of prison officers in particular over that period because of staff requirements created by:

- increased staff establishment for the three new prisons (MRC, Barwon, Castlemaine);
- redevelopment of existing facilities;
- introduction of new management philosophies such as unit management;
- normal rates of retirement and resignation.

Proposed Analysis

Staffing projections must be analysed for relevant officer categories as well as overall numbers. These categories are broadly grouped as:

(i) Uniformed prison staff
  - Base grade officer
  - Senior Prison Officer
  - Chief Prison Officer
  - Governor grades including principal prison officer

(ii) Non-uniformed custodial staff
- Industry staff
- Other program staff (welfare, education, health activities, etc.)
- Maintenance staff
- Administrative staff

(iii) Community Corrections staff
- Community Corrections officers
- Management staff
- Administrative staff

(iv) Other Office of Corrections personnel
- Clerical/administrative support staff
- Specialist staff
- Management staff

Analysis should be based on as small a time unit as practicable, preferably months, and per quarter as a minimum.

Stages in the staffing prediction model are:

1. Determination of net staffing requirements for facilities (numbers required for new and redeveloped facilities minus numbers redeployed by closure of existing facilities) in each officer category per time category.

2. Determination of the impact of relevant policy changes on each officer category and predicted impact per time period. Estimated impact may be staggered over time periods to take account of gradual introduction or impact of such policies.

3. Estimation of staff separations per officer category per time period, extrapolating from previous trends where necessary.

Once exact predictions of net staff numbers required by specific time periods are available, forward planning can occur to ensure that targets for

- training courses,
- recruitment to existing staff establishment, and
- budget allocation and approval of new positions

are achieved within necessary time frames so that the optimum number of adequately trained staff is available when required.

An example of the proposed model is given in Figure 1. Similar analyses for each officer category would be combined to provide overall figures for recruitment, training and budgeting targets.

Such predictions require an accurate data base comprising:

- retirement figures per officer category based on age data of current staff;
- number of resignations per officer category per month, with at least two years retrospective data to allow extrapolation of future trends;
- accurate data on number and type of other staff separations per officer category that require coverage by current or additional staff (eg. long term sick leave, extended secondments);
- transfers between officer categories that involve training requirements, but not replacement by newly recruited staff;
- regularly updated information of the number of staff completing training requirements and eligible for promotion at any single point of time;
- number and type of current vacancies at any single point of time.

Predictions and training plans or recruitment strategies based upon them must be continually updated on the basis of:

- regular updated data and statistical information;
- predicted effects of planned or potential policy initiatives that impact upon staff numbers or training requirements.

Succession planning must also occur in order to ensure that the Office of Corrections has adequately skilled and trained officers available to fill vacancies. This involves the identification, development and training of current officers as well as the recruitment of appropriate persons if such resources cannot be developed among existing staff. The process must be

- proactive;
- precede actual vacancies before they occur in order to ensure continuity of operations.

FIGURE 1: Example of calculations for staffing prediction model

Uniformed Staff:

Facilities

Opening of New Facility A (Requires 80PO, 20SPO, 12CPO)

Closure of Facility B (Redeploys 50PO, 10SPO, 2CPO)

Redevelopment of Facility C (Current requirements 50PO, 10SPO, 2CPO)

STAGE I Requires 20PO 5SPO

STAGE II Requires 60PO, 10SPO, 2CPO

OFFICER (BASE GRADE)	J	A	S	O	N	D	J	F	M	A	M	J
Facility A requirement						80		80				
Facility B redeployment						-50		-50				
Facility C redeployments (Stage I)						-30		-30				
requirements (Stage II)								+60				
Net new positions required for facilities	0	0	0	0	0	0	0	+60				
Average monthly resignations/ retirement/transfers rate	5	5	5	5	5	5	5	5	5	5	5	5
Base grade positions required to fill vacancies created by promotion	1	1	1	1	1	6	1	11	1	1	1	1
Total base grade positions required . per month	6	6	6	6	6	11	6	76	6	6	6	6
. cumulative total	6	12	18	24	30	41	47	123	129	135	141	147

PO Recruit Training

PO Recruitment and selection

Budget Submission for positions Required in following Financial Year

1.2 TASK/SKILL ANALYSIS

The foundation of any selection or training process is a detailed and accurate understanding of the nature and function of the job role for which that person is being selected and trained.

Job task/skills analyses were undertaken on the two major areas of employment in the Office of Corrections - Prison Officers and Community Corrections Officers. These analyses establish the role of each level of officer, identify the major tasks that these officers undertake in their duties, and identify the skills and knowledge required to be able to effectively undertake these tasks. They also identify the personal qualities that underlie effective performance of duties in that role.

The job task/skills analyses were undertaken in such a way as to incorporate major task changes which are likely to occur in the positions within the foreseeable future. They therefore are not merely a snapshot of duties actually performed at the moment, but include the developmental aspect of each position.

The job task/skills analyses form the basis of much of the development of the work force planning and training plan. These documents are the base documents to be used in developing:

1. new position descriptions and specifications for each position;

2. targeting groups for ongoing recruitment programs for the office;

3. development of selection criteria and an interview schedule for each position;

4. the basis of the content for the Staff Improvement System;

5. the basis for the content of the training courses to be developed;

6. the development of job task/skills analysis for all other major positions within the office.

SECTION 2. POLICIES AND PROCEDURES

2.1 RECRUITMENT

Recruitment for the Office of Corrections must be co-ordinated centrally, and is the responsibility of the Personnel Branch with

direct involvement from staff in the relevant Division and, where appropriate, from Staff Training College.

Recruitment strategies must be developed and co-ordinated centrally, and must be proactive, ongoing, and include targeting of specific areas which are consistent with the job task/skill analyses (for example, targeting of trade qualified people with supervisory experience, and of tertiary qualified graduates) and consistent with EEO requirements.

Professional recruitment campaigns must be established, including developing and maintaining links with tertiary institutions career development units; development of printed and audio-visual materials which can be used for recruitment; targeted advertisement campaigns (eg. in trade papers, university magazines, of the women's press); and design of specific strategies to attract desired groups of applicants (ie. advertisement with a fill-in coupon may be counter-productive with some groups).

Recruitment strategies must emphasise career development across the Office of Corrections, and not be limited to career development within the one Division or area. Officers recruited to the Office of Corrections must be seen as a corporate resource, and not only a resource for an individual Division.

Recruitment strategies must assure equal employment opportunities.

Recruitment strategies must be deliberate, be based on a set of aims and objectives relating to the quality of staff required, and must be evaluated at regular intervals.

Recruitment campaigns must represent a public image of correctional staff as professionals, with career development opportunities, particularly for uniformed prison staff. This can be facilitated by:

1. proactive recruitment and public relations talks and displays at community locations, tertiary institutions, etc.;

2. recruitment material and advertisements that emphasise career development and promotional opportunities;

3. professionalising the application procedure for targeted groups, especially graduates, by letter of application rather than coupon;

4. marketing the prison officer role in information sessions by (i) discussion and (ii) demonstration (using video tape or audio-visual material) that emphasises positive aspects

of the PO role (eg. unit management philosophy, specialised roles such as dog squad, computerisation, etc.).

2.2 SELECTION

Staff selection for the Office of Corrections must be co-ordinated centrally through the development of policies, guidelines and standards. However, selection of individual applicants can occur locally for non-uniformed staff (eg. by Regional Managers of Community Corrections Centres) but must be done jointly with Personnel Branch.

Staff selection processes must be based on objective assessment criteria which match the attributes, skills and experience of applicants to the job/task skills analyses for each class of position.

The following should be developed, based on the job task/skills analysis:

1. interview question schedules which are geared toward identifying the best applicants for the job;

2. biographical questionnaires, which can be used to screen out applicants early in the selection process;

3. training for officers who will be involved in selection interviews.

Staff involved in selection must be given basic training in this area.

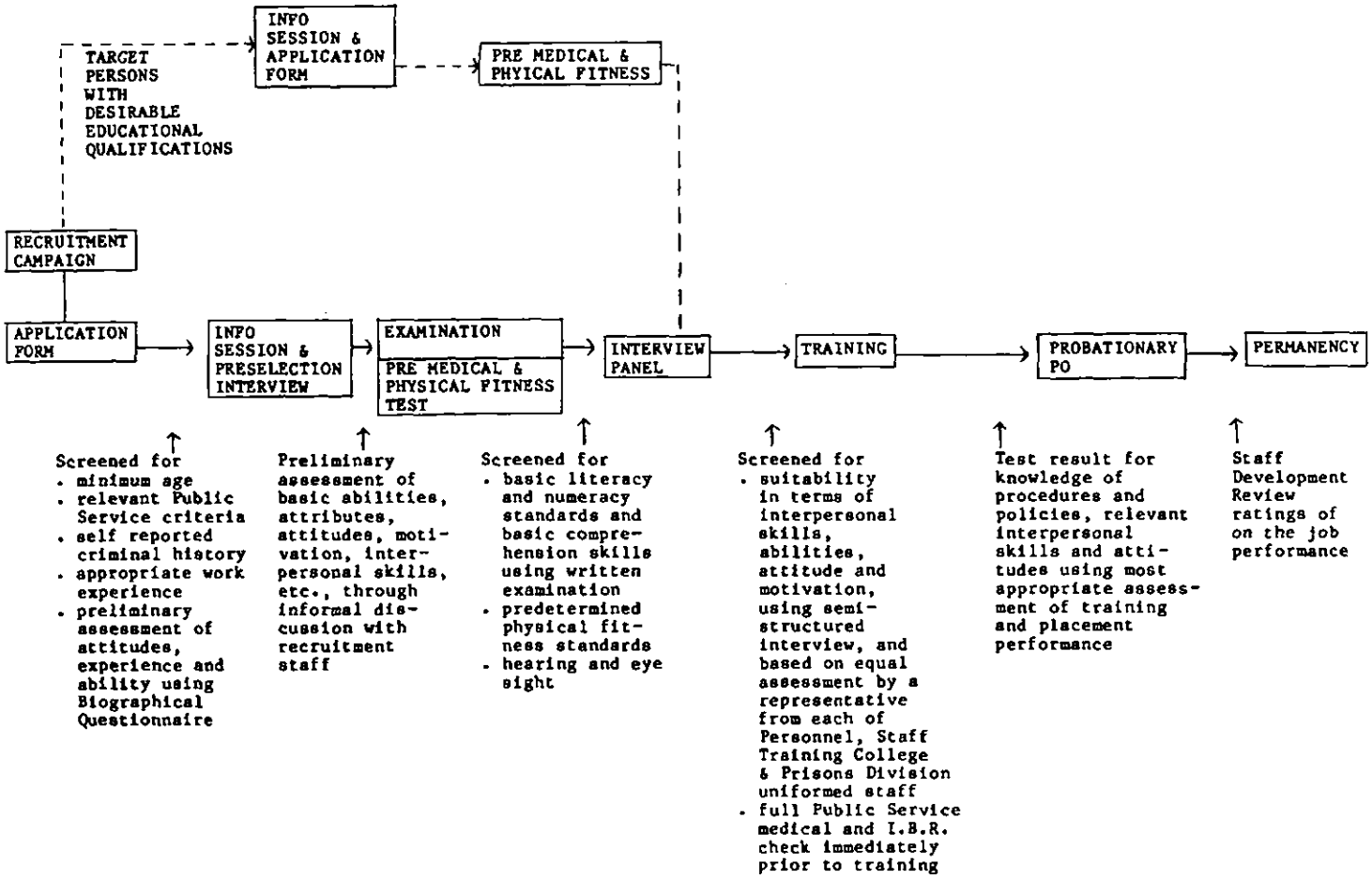
Staff selection processes should be evaluated at regular intervals to ensure the process is adequate in selecting the most suitable applicants.

Staff selection is staged, and objective cost-effective criteria are employed at each stage to identify suitability for further selection stages. Unsuitable applicants are screened at the earliest possible stage.

Figure 2 gives an example of the recruitment and selection process as applied to prison officers. At each stage, unsuitable applicants are screened out, and priority at the next stage is given to the best applicants.

FIGURE 2: EXAMPLE OF SELECTION PROCESS

The following is a diagrammatic representation of the stages in the recruitment and selection of base-grade prison officers.



Targeting of Particular Groups

Persons with desired skills and qualifications can be targeted during recruitment campaigns. For example, those with desirable educational qualifications, through the following procedure:

- Appointment for Information session as soon as practicable (and within pre-determined minimum time period).

- Information session includes one-to-one discussion with Office of Corrections recruitment officer whose role is to 'sell' the Office of Corrections to suitable applicants. This also acts as a pre-selection interview to identify the most suitable applicants and give them priority at the next selection stage.

- Application forms are completed during or at the end of this session. Processing of these applications is given priority so that suitable applicants are advised of further appointments as soon as possible.

- Suitable applicants are advised of appointment for interview and pre-medical/physical fitness test. Examination of literacy and numeracy is waived for those applicants who have successfully completed Year 12 or equivalent, and who have therefore met education standards above the test level.

2.3 PROMOTION

Promotion must be based on merit and demonstrated competence.

Promotion must assure equal employment opportunities.

Identification of staff with promotional potential must be vigorously pursued. A central mechanism for facilitating this must be an EDP based staff development review system linked to the job task/skills analyses for each class of position.

A corporate career development program must be established and provide for the systematic exposure of staff identified as having promotional potential to management functions across the divisions.

Training is an integral aspect of promotion, and the successful completion of specific promotional training courses is an essential pre-requisite for promotion in specified positions.

Persons successfully completing promotional training courses must be provided the opportunity to gain experience (supervised) in

that promotional role and be evaluated on performance in that role using the Staff Development Review System.

The aim of experience outside the general operational area (eg. Prison Records, Investigation, Headquarters secondment) is skill and knowledge acquisition. Selection for promotion will consider such experience, as well as general operational experience.

For uniformed prison staff, officers must have a minimum time period of 12 months experience as a base grade prison officer before eligible to commence a Senior Officer's Training Course. This excludes experience gained during the Prison Officer training period but includes time as a probationary officer after training. There is no minimum time period for promotion to ranks above Senior Prison Officer, but an Officer must be a substantive SPO before eligible for promotion to CPO, and similarly, a substantive CPO before eligible for promotion to Governor.

Selection for promotional training courses must be based on (i) demonstrated ability in the work role using the Staff Development Review System, and (ii) meeting the course pre-entry requirements in force at the time of application to that course. At present, applicants for prison officer promotional courses must meet pre-entry examination standards in Office of Corrections procedural knowledge, basic arithmetic, and literacy. Future selection criteria for uniformed staff will include tertiary education for all senior ranks and the following will be considered highly desirable in selecting for promotion:

- completion of an approved tertiary qualification for Governor's course by 1995;
- substantial progress towards completion of such qualifications for Chief Prison Officer's course by 1992;
- some progress towards such qualification for Senior Prison Officer by 1989.

2.4 STAFF DEVELOPMENT REVIEW SYSTEM

Aims and Functions

A Staff Development Review System is a way of systematically reviewing an individual officer's job performance and satisfaction. It is intended to:

1. identify how and why that officer performed their job as they did;
2. determine what actions are required to improve that officer's future job performance and satisfaction;

3. promote communication and understanding of job performance and satisfaction issues between supervisors and staff.

The System must be based on a detailed understanding of the tasks and skills that make up each employee's job. It should be followed by appropriate actions such as further training, job re-structure, supervisory changes, or career counselling. It should also allow the opportunity for officers to have right of appeal and redress.

In order to work properly and to be accepted by both staff and the organisation a Staff Development Review System must be a fair system (ie. employees should know the results of the Review and be able to comment on them) and it should be a useful system leading to positive actions. The System can also be used as a means of indicating employees' promotional potential.

All staff using the system must be trained in its use and regular evaluations should occur to ensure that the system is applied consistently by all staff.

System Operations

The Staff Development Review System described here is intended to apply to all Office of Corrections staff; including Prison Officers, Community Based Corrections officers and administrative officers and managers.

There are a variety of types of Review systems that are commonly used, and it is important to choose a system that is appropriate for the type of staff who are to use the system. It is proposed that the following types of Review systems should be employed:

- Prison Officers, Clerical Staff: A Review system for these staff needs to be conceptually simple and easy to use and should be based on clearly defined job tasks and duties. A system incorporating Standard Work Tasks or Graphical Rating Scales would be most appropriate.

- Senior, Chief and Principal POs, CBC line staff and Administrative Officers: A rather more complex system is appropriate for these staff in order to address their more variable duties and the supervisory aspects of their work. A Review system incorporating Behaviourally Anchored Ratings developed from a detailed analysis of job tasks and responsibilities would be most appropriate.

- Prison Governors, CBC and HQ Managers: For these staff a Review system based on agreed Work Objectives provides the flexibility required to cope with the relative diversity of their work duties and responsibilities. Such a system

is particularly useful if it is incorporated within a general Management by Objectives system.

Use During Training of Officers

1. New Recruits Courses

New Recruits to prison officer and community correction officer positions will be required to undertake training prior to their work in an institution or to working with offenders in community corrections locations. On completion of the training they will be required to undertake a period of supervised duties in their positions. For recruit prison officers this will entail a 6 month period.

The following is to occur:

- an assessment of the officers' progress at pre-determined periods during training (for prison officer recruits after each month) and at the conclusion of training;

- an assessment of the officers' progress at the conclusion of the pre-determined period of supervision on the job (for prison officer recruits after the first 6 months).

The Staff Development Review System will be used to:

- generate the reports at each stage and at the conclusion of the training period;

- generate the list of tasks to be undertaken under supervision on the job;

- generate the report at the conclusion of the supervised experience on the job.

2. Promotional/Management Courses/Refresher Training

For this training, the Staff Development Review System will be used to:

- generate reports at pre-determined stages during the training and at completion of training;

- generate reports on the officers' performance at acting duties (for prison officers acting duties are to be undertaken within 12 months of successful completion of the promotional training).

Development of System

A Staff Development Review System will be developed for use with all staff. However, individual assessment measures will be developed for each group of officers in order to appropriately assess performance in that specific job role. The first stage of development is proposed for prison officers, since they comprise the largest proportion of the Office of Corrections work force, using a two tier review system. Basic reviews would be conducted annually at each prison by the supervisor. The aim is:

- to provide each officer with feedback on his/her performance during that year;
- to identify prison officers performing either above or below the average range, to indicate respectively either promotional potential or a requirement for further training or other action.

The second tier of the Review would be a more detailed assessment of those officers identified at Stage 1 as above or below average standards, and uses a panel interview, comprising a Staff Training College representative trained in the System, Governor or Chief Prison Officer, and the initial reviewer. The aim of this second stage of the review is to

- confirm the initial assessment;
- identify areas of deficit or potential for further development.

Further detailed assessments may be warranted for a smaller number of officers, and could be conducted at the Staff Training College, and include training exercises that would assist Staff Training College staff to determine the officers' actual potential or training needs. At present all prison officers are allocated five days of training each year and these training days could be used for this second tier of the Review.

It is proposed to develop a system adapted from the Western Australian Prisons Department System.

2.5 TRAINING AND DEVELOPMENT

Training is one of the major mechanisms by which the organisation can ensure that Government policy and Office of Corrections programs and procedures are effectively and efficiently implemented. Training is a corporate function for which all staff working within the organisation have a responsibility.

Aims of Training

1. To provide staff with the knowledge and skills necessary to carry out their jobs as effectively as possible.

2. To develop in staff the skills necessary for the implementation of new policy, procedures and practices being introduced into the Office of Corrections.

3. To provide the opportunity for staff to develop to their individual potential in their job.

4. To develop a corporate identity.

Specifically, this means that the major outcomes of training are:

- skills development and enhancement;
- knowledge acquisition and information exchange;
- attitudinal development and change;
- staff development, particularly linked with the Staff Development Review System;
- team building/morale;
- organisational development.

General Principles of Training

1. Training must meet corporate objectives, needs, priorities and job requirements.

2. Training must assure equal employment opportunities.

3. Training must extend beyond formal training courses, and be seen as a responsibility of all working within the organisation. It must be recognised that formal training can only train to a minimum standard, and that further skills development must occur in the job.

4. Training must be developmental.

5. Training must meet the promotional needs within the organisation.

6. Individuals must take responsibility for their own training and development.

7. The method of training used must be the most appropriate to what is being taught.

8. The trainers must be those who are the best qualified to teach the content of the course - whether internal staff or external consultants.

9. All trainers must have undertaken trainer-training. This includes training officers and mentors.

10. The concept of panels for courses must be adopted.

11. Courses must be developed within the framework of a pre-determined rationale, have aims and objectives and all modules within a course must be integrated.

12. Line supervisors and managers must accept staff training and development as a management priority.

13. Training must be linked with the Staff Developmental Review System.

14. Regular review of all courses at the completion of the course must take place; and regular evaluation of the training process to ensure it meets corporate objectives must occur.

Equal Opportunity

The following principles apply to training and development:

- Suitably qualified women to be encouraged to nominate for training and promotional courses.

- Women to be included on all panels selecting qualified officers to undertake training and promotional courses.

- Organisation to identify specific training and development needs of women and promote the development of appropriate courses which would then be available to both female and male officers.

- EEO issues to be incorporated in all relevant training and promotional courses.

- Suitably qualified women officers to be encouraged to apply for higher duties, assignments and secondments. Department's higher duties policy with EEO requirements to be complied with throughout Corrections.

- Suitably qualified women to have 50% first call on relevant internal and external training courses.

These principles are consistent with the requirement set out previously that selection for promotional training courses is to

be based on (i) demonstrated ability in the work role using the Staff Development Review System and other selection criteria outlined below, and (ii) meeting the course pre-entry requirements in force at the time of application to that course. If women applicants meet (i) and (ii), they have first call on 50% of training places. Merit and demonstrated competence remain the primary criteria for selection.

Selection for Promotional Training Courses

For all promotional training courses, the following selection policy should apply.

1. The availability of the course must be advertised in such a way that all officers can be aware of the course.

2. Officers must be able to apply centrally for inclusion in the course.

3. In selecting staff for inclusion, merit and demonstrated competence must be the criteria used. In assessing this, a number of factors should be taken into account:

   (a) report on the performance of the officer by the Manager/Governor;

   (b) Development Review system information on the officer;

   (c) successful completion of any pre-requisites for the course;

   (d) interview - with well defined objective criteria based on the job task/skills analysis.

Approaches to Training

Five approaches to training are recommended:

- modular approach to formal courses;
- use of most appropriate person(s) to teach each module/component of module;
- mentor system for on-the-job training;
- job rotation and secondments;
- greater trainee responsibility for own training.

Modular Approach:

Courses are taught as discrete modules, for example:

- human management and communication (MODULE A);
- administrative procedures (MODULE B);
- occupational health and safety (MODULE C);
- criminal justice system (MODULE D).

Modules can be combined to form continuous 'block' courses or taught separately over a longer time period of, i.e:

A	B	C	D

----- continuous for 4 weeks -----

or,

D	A	B	C
- 1wk -	- 1 wk -	- 1wk -	- 1wk -

- variable time period, eg, within 6 months -

Such an approach has the following advantages:

- Flexibility in planning and teaching courses. Facilitates optimum use of most appropriate teaching methods, staff, facilities, etc. Maximises use of resources because course modules/components of modules can always be filled to optimum numbers.
- Flexibility for trainees by providing options for when (and if appropriate, in what order) modules are undertaken.
- Corporate: allows persons across divisions/job positions to undertake modules/components of modules that form part of a specific training course for a single position or job role.
- Promotional: allows promotional courses to be designed using modules and to run as continuous courses.
- Repeat courses: facilitates progress for trainees who fail a particular module, as it could be redone at a later period without the necessity for repeating the entire course.

- Partial courses: allows trainees to do certain modules/components of modules independently of the entire course, eg. for refresher training, training up to desired standard in a single skill area in which the officer is deficient, etc.

Most Appropriate Trainers:

A modular approach allows externally taught courses to be integrated with Office of Corrections training courses and credited where appropriate. The recommended model includes:

- a continuum of increasing involvement of external staff for the more senior promotional courses or specialist training;

- a distinction between organisation - specific and general skills modules, ie. organisation - specific modules comprise material specific to the Office of Corrections such as operational procedures, the Office of Corrections philosophies and policies and should therefore be taught by Office of Corrections staff. General skills modules involve more general content (eg. management skills, first aid, legislation, theory of criminal justice system, etc.) which can be taught either by external consultants or appropriately trained Office of Corrections staff. However, all modules must be successfully completed by the trainee.

- use of external trainers or courses for remedial/meeting pre-requisite standards (eg. externally taught remedial courses in literacy and numeracy for those failing to meet pre-determined Office of Corrections course elegibility standards). Undertaking these should be the individual's responsibility and at his/her cost and time.

Formal training courses teach to a minimum standard only. Knowledge and skills acquired on courses must be consolidated by on-the-job training and experience. The recommended model includes use of local training officers and mentors.

Local Training Officer:

Each location, including all Prisons, Community Based Correction Centres and Headquarters is to have an officer whose duties include the organisation and oversight of training within that location, including:

. extended training during placements;

. refresher training at the location;

. involvement in the Staff Development Review System.

This training role shall be incorporated as part of the duties of the Chief Prison Officer, and, in the larger prisons, of the Governors Grades 1 and 2. At Community Corrections Centres, this training role should be the responsibility of the Assistant Regional Manager, and, where appropriate, taking account of individual capabilities and interests, a Community Corrections Officer Grade 2 position.

This officer would provide the vital link between the Staff Training College and the field, and would be required to undertake trainer training and develop local training programs in conjunction with the Staff Training College.

Mentor System:

Experienced and high quality officers are to be identified at each location. It is each mentor's responsibility to oversight individual officers on:

- placements during training courses;
- prison officer initial probationary period;
- initial acting up experience following promotional training.

The mentor role will be included in the role of Senior Prison Officer rank or above.

Structured Placement/Probation Tasks:

A pre-determined number and range of tasks/work demands must be completed to acceptable standards during placement/probationary period. It is the responsibility of senior staff at each location to ensure the office is rostered so as to be able to complete these tasks. It is the responsibility of the mentor/training officer to ensure these tasks are carried out to acceptable standards. A written record (eg. checklist) is to be maintained. The computerised Staff Development Review System is to incorporate this function.

Job Rotation and Secondment:

To ensure all base grade prison and Community Correction officers have adequate expertise in all required aspects of the work role and, in the case of prison officer recruits, to ensure this occurs prior to promotional training, on-the-job experience should be:

- structured during the probationary period to include experience of all aspects of the position;

- oversighted by the mentor officer to ensure this expertise is achieved;

- assessed using the Staff Development Review System at the completion of the probationary period to identify further training needs if required.

Secondment and job rotation ensure staff gain the knowledge and understanding of other areas of the Office of Corrections or of other locations within a division that is critical for staff development within the organisation. In particular:

- between metropolitan and country prisons for divisional chiefs to gain experience as officers in charge of a prison;

- operational locations and headquarters to ensure an input of current operational knowledge to HQ and exposure to corporate areas for career development of operational officers;

- between CBC and prison locations of appropriate staff.

It is the responsibility of the organisation, and, in particular, the Directors of the two operational divisions to encourage staff to undertake such opportunities. However, it is the individual officer's responsibility to seek such opportunities.

Trainee Responsibility:

Responsibility for training lies with the officer. It is the officer's responsibility to:

- meet standards for course pre-requisites and to undertake any remedial courses, if required, to achieve this;

- undertake extra work required if the officer fails to pass course standards;

- undertake any external educational qualifications required for promotion.

OFF-THE-JOB VS ON-THE-JOB TRAINING

Superintendent Gerry Hay
NSW Correctional Officers' College
Windsor

I have been asked to address the topic of 'off-the-job' versus 'on-the-job' training. From my point of view, of course, it is not at all a question of one versus the other, but a vital issue of how one is to blend the two. It is imperative in any organisation that both areas be tied together in the strongest possible way.

It is also essential that training should be seen not just as a means of acquisition of job-related skills, but as the promotion of a vision and of the development of excellence. Einstein saw 'vision' as a critical ingredient of excellence when he said that imagination was more important than knowledge.

The 'secret formula' for excellence in management is still considered to be a distant thing, yet the answer has been with us for a long time. The most recent 'discovery' of the secret of excellence was by Peters and Waterman in their best selling publication entitled 'In Search of Excellence'. Over-reliance on analytical management techniques, fostered by business school syllabuses and the rise of the 'professional manager', have clouded the strategic horizons of industry and hampered competitive performance. Peters and Waterman conclude that management's preoccupation with rational decision-making badly needs to be balanced by a concern for 'visionary direction' and idiosyncratic arts of implementation. Their survey followed soon after Warren Bennis' long search for the characteristics of super leaders. Bennis' list was headed by VISION, that is, the executive's capacity to create a total picture of a desired state of affairs.

This vision of excellence has been embodied into the philosophy of the new NSW Correctional Officers' College at Windsor. The motto appearing on prison officers' certificates of achievement reads 'visio magna cum virtute' - vision with excellence. The words were chosen deliberately to give new direction to the training of prison officers, in a context where their needs had for some time been given a lower priority. Furthermore, in the naming of the College, the words 'Training' and 'School' were deliberately avoided. It was felt that the establishment needed to be seen as more broadly educative and developmental, and in that it caters for mature students, it should avoid the primary education image.

This may appear to be a mere fiddling with words, but it is most important to start out on the right foot. New South Wales Corrective Services has an excellent opportunity to rethink its 'training' philosophy, with the recent opening of its large complex at Windsor. The Corrective Services Commission developed the site to provide a structure that could effectively train and develop all members of the Corrective Services Department in line with the goals of the Corporate Plan. The Corporate Plan spelled out the varying aims and objectives of each division culminating in achieving specific goals related to servicing of convicted people both within the prisons and within the community. The Commission realised that approaches to training and development need to be updated - firstly, to bring us in tune with the 1980's and secondly, to provide a system of evaluation that would project us into the next century with effective, efficient and applicable training and developmental practices to suit modern penological requirements.

Stage 1 of the College program is now implemented. This caters for primary training, recall training, promotional modular courses, administrative seminars and workshops to cover prison officers from appointment as trainees through to the most senior rank of superintendent. College philosophy emphasises the improvement of the students' vision of their organisation and increasing their levels of ability in serving that organisation.

The first problem to be addressed by the College was how to develop self-discipline, self-esteem and self-confidence in the students that were passing through. It had become obvious to the College administration that different educational levels of applicants were related to correspondingly different levels in these personal traits. This was particularly the case with base grade prison officers, where the standard set for recruitment, and hence the educational levels, were relatively low.

As any custodial group must provide a disciplined service, the first strategy was to develop a military model. A higher component of drill was therefore introduced. Secondly, it was determined that the academic levels of recruits must be improved. Thirdly, team building was integrated into the whole process, developing students' ability to interact with increasing levels of confidence. This approach has been engendered through changes such as those that have been made to self-defence instruction. Previous emphasis was upon the marshall art of hap kido, the philosophy of which is to kill or maim one's opponent. This has been replaced with the art of judo, whose purpose is to immobilise one's opponent for long enough to gain help or run away. The former is aggressive; the latter non-aggressive.

The development of the prison officer in this sense is best achieved 'off-the-job', and in a residential setting. This fosters a sense of 'the group', and of group commitment to the job. In Windsor we have used a system of study groups, recommending to students that they should seek people that have strengths that will complement their weakness. Similarly, the promotion of the wearing of prison officer uniforms with pride, particularly in public places and to and from work, has instilled a new attitude in the students.

Not only has this approach proved very successful, but it is becoming clear that the self-esteem of students is retained into the gaol context. It is well known that the initial attitudes of the primary level students are modified dramatically under the influences of a gaol-wise peer group, and not always for the better. The fact that our system at Windsor is working, is evident in the attitudes of recall students at the end of their probationary year.

As I have already indicated, this approach cannot be over-emphasised. Knowledge is not simply a set of 'facts' relating to policy and practices, or something which is acquired through a particular set of methodologies such as student exercises or role-plays. Knowledge comes from everywhere and the most important factor in relation to the development of prison officers is the way attitudes are formulated in primary training.

Let me illustrate. In Proverbs 29:18 it is suggested that 'where there is no vision, the people perish'. Nowhere in penological history has this been more true than it was in the 1974 Bathurst riots. It is blatantly obvious from the Nagle report that the vision portrayed by prison officers from base grade through to prisons commissioner was considerably impaired, so much so that irregular practices well outside the guidelines of behavioural science philosophies were practised to a point where these actions were no longer tolerable. Coupling this lack of vision with the evidence presented in the Royal Commission, it is then easy to see that the standards of an important organisation had diminished to a point where they did, in fact, perish.

This may further be illustrated within the ranks of custodial prison officers throughout the western world, where the reluctance to allow other skills or expertise to impinge on what they see as their domain, can again be related to a lack of vision. Perhaps it is also an ominous warning that the custodial group, as it is known today, will perish unless training and development is directed at providing sufficient vision to allow custodial practitioners not only to maintain pace with modern penological practices, but also to share the work place with other skilled people who have much to offer.

I have spent a long time, quite deliberately, not talking about the day-to-day details of 'off-the-job' training but about the philosophy which will determine its success. The details, however, are appended to this paper for your information. They are extracted from the Draft Training Plan which is currently under consideration for inclusion in New South Wales.

I will now turn to the development of skills. This generally belongs to the coal face, on-the-job at individual institutions, although off-the-job training provides some skills development plus a direction in attitudes.

One of the major problems confronting any organisation is how to successfully marry the training and developmental processes that take place as an 'off-the-job' situation with those training and developmental processes that take place ' on-the-job'. This is generally hampered by an unwillingness by various groups to accept the directions that would allow them to form workable structures and achieve common goals.

One of the strategies considered by the NSW College is the installation of 'staff development officers' within the major institutions of the State. The main requirement of such officers is that they assess staff according to their potential and then design developmental packages that will promote the best from the individuals concerned, at whatever level that may be. Secondly, staff development officers would be expected to motivate staff with potential to take courses that will provide them with a tertiary qualification.

Staff development officers would hopefully be processed through the College and promoted into these positions having the combined knowledge and experience of previous institutional and College work. They would ideally be accountable to the institutional O.I.C. for the application of their duty and for their attendance. They would be accountable to the O.I.C. of the College for the content of their work, the evaluation of their efforts and the effective communication required in training and developing Correctional Officers.

Rotation between positions within institutions has also proven a sound strategy in 'on-the-job' development of officers. However, it is important with such a scheme to ensure that staff members are retained in a particular position for the length of time that it takes them to gain a reasonable level of proficiency. The underlying aspect for staff development officers to consider in all factors of training and development within institutions is the philosophy of team management and participatory management techniques. The value of providing 'some ownership' of an officer's area is immeasurable in terms of morale, lower stress levels and job satisfaction.

In setting up any on-the-job training it is necessary to take into account the regional and cultural differences between institutions. For example, weather conditions will be completely different in Grafton, Broken Hill, Cooma and Oberon. Furthermore, Grafton is differentiated by the fact that it is a 'protection' gaol, Broken Hill is influenced by the Barrier Council, Cooma houses transvestites and homosexual prisoners, Oberon is isolated and has a large number of Aboriginals in its care, and the institutions also vary from maximum to medium security establishments. Whether we like it or not, these variations exist and they will influence the type of training and development that will be carried out in these places. Whilst the provision of a range of basic procedures will provide the foundation for officers in all gaol environments, development of the additional skills necessary to function in specific locations is a necessary adjunct to training so that staff will be able to respond quickly to what is required of them.

In summary, both off-the-job and on-the-job training is vital in the development of correctional officers. Just as important is how the two are linked in practice. Staff college-based training lays the groundwork, which is reinforced where a group or cohort effect can be introduced through residential requirements. The critical time for the newly-trained officer, however, is on the job, where what has been learned needs to stay learned if training is to play a dynamic role in providing the right personnel to achieve departmental goals. The key to success at this level is the provision of follow-through mechanisms, such as the staff development officer scheme proposed in New South Wales. All of the above implies a 'vision' of the particular excellence which is required, and this must be held by trainers, managers and officers alike.

The following is extracted from the

DRAFT TRAINING PLAN

NSW CORRECTIONAL OFFICERS' COLLEGE

PRINCIPLES OF TRAINING

The College will be strongly committed to continuing programmes in the field of Corrections catering for both residential and non-residential components. There will be a large number of programs offered that will embrace a wide range of issues, attitudes and knowledge tailored to suit all levels of management.

Residential developmental programs will be conducted providing detachment from the participants usual domestic and work activities which will provide many opportunities and stimuli to allow participants to think deeply about the critical issues that face them and that part of the organisation in which they are involved. It will allow them to develop action plans for implementation on their return to their particular area.

Course participation will be offered to people from all states of Australia, New Zealand, Fiji, New Guinea , South East Asian countries and the U.S.A.

Educational Philosophy. The NSW Correctional Officers' College will be dedicated to the pursuit of excellence in the provision of training and developmental courses for Correctional Officers at all levels of operation within the organisation.

Relevance. Program content must be pertinent to the participants' needs in relation to their present and future career needs within the organisation. Consultation and liaison with allied agencies and feedback from students enrolled in relevant 'outside' courses will provide the major determinates for a syllabus.

Substance. Courses will be designed to provide sufficient depth and comprehensiveness to the subject matter to enhance on-the-job performance.

Appropriate Level. Programmes will be designed to cater for the qualities, backgrounds and capabilities of participants according to the principles of adult learning.

Active Participation. Provision will be made for a high component of learner involvement. Participants will not just 'put in time'.

Effectiveness. Programmes will be constantly monitored to ensure that the subject matter is relevant to the workplace. Participants will be asked to evaluate the course in which they may be involved.

Learning Environment. The College will provide a high standard of educational and residential accommodation which will be specifically designed for adult education. The setting has a rural flavour with educational activities that will be designed to provide a situation that is conducive to learning and development.

Session Leaders. The College will provide a teaching faculty combined with visiting session leaders who will, collectively, provide expertise, qualifications and proven records of successful achievement in their specific fields.

GENERAL COMMENTS

The following curriculum summary is a departure from the existing primary training and modular courses that are currently in operation. Efforts have been made by the author to influence staff, through training and developmental programmes, to emphasise behavioural skills as a major role in their day to day duties while still maintaining all the requirements of a secured and disciplined service.

It will be necessary to consult with a variety of people for their views on the contents of this paper including the P.O.V.B. An important strategy will be to have the effects of this paper monitored and evaluated by the Research Unit for a period of time to test its value to the Department.

My recommendation is that no officer should be eligible to apply for a promotional position until they have completed and passed the required in-service training course. This will reduce the number of applicants for positions to those people who have successfully made an effort to further their career through a relevant process of study and self development. It is also reasonable to assume that the number of appeals may reduce and the ability of senior people to perform at a higher level should rise.

Credits for certain parts of course contents should be available to those officers that have successfully passed equivalent subjects in an accredited tertiary study, e.g. subjects in the Associate Diploma of Justice Administration are quite relevant to our field and are mirrored in some of our course content. It is both costly and inefficient to require an officer to repeat those subjects internally and externally.

SUMMARY OF CURRICULUM

COURSE	DURATION	STUDENTS	FREQUENCY P.A.
Primary Training	6 Weeks	25	10
Week 40 Recall	10 "	25	10
First Class P.O.	2 "	20	4
Senior P.O.	2 "	20	2
Asst. Super	5 "	20	1
Emergency Course	1 "	25	4

INDUCTION FOR PRIMARY TRAINEES

1. Orientation. Issue of uniforms, equipment and materials.
2. Departmental History. The Government. Our place within the Criminal Justice System.
3. Corrective Services organisational structure. Legislative controls. Commission policies.
4. Behavioural science skills. Communications, interaction, motivation.
5. Institutional security and operational practices. Dog Unit. I.I.U. H.R.G. Disaster plans and evacuation plans.
6. Weapons training, chemical agents, restraints, use of force baton skills.
7. First Aid.
8. Report writing.
9. Prisoner receptions, movements, accountability, care.
10. Self Defence, drill, parades.
11. Return equipment. Institutional allocation. Graduation.

SUPERNUMERARY TRAINING

This period of training should take place after the graduation parade and at the institution to which the Probationary Prison Officer has been attached. The P.P.O. should be placed with a nominated institutional officer on day watches and oversighted by senior institutional staff with visits from a member of the College staff. One week's supernumerary should be sufficient.

Pass Mark for Primary Training: 50%.

PROBATIONARY PERIOD

At six months and nine months within the probationary period, specific assignments in writing containing questions that are relevant to both the institution in which the P.P.O. is working and to the initial primary training course would be required. These assignments would be marked by a senior institutional officer and a senior College officer in conjunction with an assessment of the probationary officer. The assignment and assessment would then be discussed with the P.P.O. by the institutional Superintendent, the senior College officer and the institutional Staff Development officer where applicable.

WEEK 40 RECALL

Pass Mark for Recall Students: 70%.

1. Report writing.

2. Team building. Responsibility, accountability, delegation.

3. Drill and self defence.

4. Weapons training revision. Safety procedures, range shoot.

5. Examinations. Interviews.

PROMOTIONAL

FIRST CLASS PRISON OFFICER

1. Report writing, wing security, Act, Regs, Rules, Searches, Crime scene preservation, control of exhibits, chain of evidence, mock courts role play.

2. Prison officer welfare obligations, inmate support, stress/ tension reduction.

3. Line staff as agents for control and change. Inmates as a viable resource. Responsibility/Accountability.

4. Team management/Participatory management/Rules & Sanctions.

5. Work appraisal system. Staff and inmates.

6. Housing management principles. Budgets, dormitory/units/ conventional wings, stores, interior layouts.

7. Productive leisure time.

8. Arena model (External influences.)

9. The Corporate Plan.

10. Examinations, evaluation and interviews.

Pass Mark: 70%.

SENIOR PRISON OFFICER

1. Role of the Senior Prison Officer. Receptions & discharges, night watch O.I.C., Public relations.

2. Team structures/Paticipatory management.

3. Arena model (Coping with external influences) Ombudsman, Official Visitors, Prisoners Action Group etc.,

4. Disaster Plans. Fire, riot, hostage, major mishap etc., Control areas, evacuation, safety and security.

5. Occupational Health & Safety Act, Ethnic & Aboriginal Affairs, E.E.O., Obligations and responsibilities.

6. Responsibility, accountability, effective delegation, initiative.

7. Planning processes, Corporate Plan, Commission Policies.

8. Legislative revision.

9. Supervision/Management, budgetary control, productivity control, time & motion.

10. Stress & tension management for staff & inmates. Job rotation strategies.

11. Dynamics of institutionalisation within staff, inmates and peripheral assistants.

12. Strategies for maintaining pace with modern correctional practises.

13. Examination, evaluation and interviews.

ASSISTANT SUPERINTENDENT

1. Management theory.

2. Housing management. Dormitory, units & conventional wings.

3. Team structures/Participatory management from a team leaders point of view.

4. Communication/Interaction/Arena model philosophies.

5. Planning process. Interdivisional liaison and communications time and motion, productivity.

6. Group dynamics as related to differing classification environments.

7. The selection process. Interviewing, counselling, support systems for staff and inmates.

8. Occupational Health, Ethnic & Aboriginal Affairs, E.E.O., Drug & Alcohol, Developmentally Disabled prisoners.

9. Stress and tension management. Staff/inmate welfare.

10. Public image, discipline, confidence, esteem. Public relations.

11. Briefing/Debriefing for major institutional projects. i.e., Total gaol search, unrest, riot, strikes, etc.

12. Interpretations. Prisons Act, Bail Act, Parole Act, Periodic Detention Act, Regulations and Rules.

13. Classification policies & procedures. Bails & fines. Private property, control, storage & disposal.

14. Rostering, rights & sanction. Disciplinary interviews, misconduct reports, incident reports.

15. Budget management & controls.

16. Administration, responsibilities, accountability, delegation management styles.

17. Weapons control. Legislative perameters for use. Physical action trauma, possible results and support available.

18. Riot plans, natural disaster plans, evacuation plans, fire drills etc.

19. Course evaluation and discussions.

20. Examinations. Graduation & Swearing-in parade.

Pass Mark according to difficulty of course.

INTERNAL INVESTIGATION UNIT

Negotiations should take place with the N.S.W. Police Training Unit to provide places within the relevant courses conducted by them for members of the I.I.U. The N.S.W. Police have superior expertise and course content in the areas in which I.I.U. personnel require training.

HOSTAGE RESPONSE GROUP

The content of these courses should remain with Mr Ron Woodham in conjunction with the N.S.W. Police T.R.G. & S.W.O.S. Units. This group have constant information in relation to the latest methods of 'response processes' and they update their courses to reflect improved methods of operation.

These courses should, however, be held at the N.S.W. Correctional Officers' College premises because of the enormous value in morale to other officers in training within the College.

EMERGENCY PROCEDURES AND CONTROL

1. Emergency and riot equipment.

2. Self Defence and drill formations.

3. Chemical agents.

4. Ruger, shotgun, revolver, baton, gas mask, shield.

5. Explosives.

6. Briefing process, alarm actions, riot plans, risk priorities hostage negotiation, de-briefing process.

7. Hostage negotiation, removal techniques.

8. Responsibilities, accountability, liability.

9. Legislative perameters.

10. Examinations, course evaluation and discussion.

Pass Mark: 70%.

ASSISTANT INSTRUCTOR COURSE

1. Providing an environment that is conducive to learning.

2. Motivation and communication.

3. Questions and answers. Reinforcement process.

4. Methods of preparation.

5. Lesson plans.

6. Practical application.

Assistant instructors should work with an experienced instructor over a period of time that will allow the instructor to measure the ability of the assistant prior to allowing the assistant to take classes on their own. It is usual for the average person to cope with a class in certain subjects after two weeks instruction and guidance. There is no recommended pass mark for this course.

It is imperative that professional training be given to successful applicants who will be teaching in the College.

CODE OF ETHICS

1. All officers will maintain a relationship with their colleagues, both subordinate and insubordinate, that will promote respect within the profession and improve the quality of the service.

2. College staff will display respect to all members of allied agencies and cultivate professional levels of co-operation, communication and liaison.

3. College staff will not use their positions for personal gain. Fraternisation with students will not be tolerated and will result in instant transfer from the College.

4. Bastardisation toward staff members or students will not be tolerated and will result in instant transfer from the College.

5. College staff will not accept any gift or favour that will or may imply any obligation.

6. No staff member or student will make any public statement on behalf of the Corrective Services without the written authority of the College administrator.

7. Uniformed officers will pay compliments to all commissioned officers at all times. Commissioned officers will acknowledge those compliments in the correct manner at all times.

8. An officer will report any corrupt or unethical behaviour so that the College will not be brought into disrepute.

9. All staff and students will present themselves in a manner that will indicate a good public image and self discipline.

10. Instructors will set a high standard of dress and grooming as an example to both students and other officers.

11. Instructors will inform all students of the goals, aims and objectives of each course in which they may be involved. Staff will particularly inform students of the standards required of them and the levels of achievement expected. There will be no hidden agenda.

12. Staff are expected to positively promote the College motto:

VISIO MAGNA CUM VIRTUTE

Vision with Excellence

THE ROLE OF TERTIARY INSTITUTIONS IN THE DEVELOPMENT OF THE CORRECTIONAL OFFICER

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Correctional administrations are starting to make tertiary qualifications a requirement for the more 'professional' correctional workers such as welfare officers and probation and parole officers. Some administrations officially encourage tertiary studies for prison officers (custodial staff). However, it is not specified as a 'desirable' requirement for recruits, nor is it of benefit for promotion below the rank of senior prison officer.

The categorisation of welfare and probation and parole staff as 'professionals' is partly the result of the historical process in which they have been associated with other professionals such as psychologists and medical staff, and partly because of the nature of the assessments and decisions they have to make in their dealings with their 'clients'.

But the distinction is not always clear. Correctional administrations advertise the job of prison officer as a professional career, and profess to have expectations of prison officers that indicate that they recognise them to be professionals. Yet as I argued in my earlier paper, 'Working at the Gaol', this lip-service is not considered by prison officers to be reflected in the rewards and supports they experience in the job.

Many prison officers argue that their job is at least as 'professional' as that of the welfare officer because of the knowledge they have had to develop about prisoner behaviour, and the responsibility they have for the use of discretion in decisionmaking. This is particularly so of prison officers in charge of wings and units (the 1st Class Prison Officer in N.S.W.). These officers tend to say that they should be doing the work of the welfare officer in the prison. If this logical expansion of their job were to take place, and they were recognised and supported as professionals, more of them would seriously consider tertiary studies.

The issue of tertiary education for correctional officers is more complex in the case of prison officers than it is for some of the

non-custodial staff such as welfare officers and probation and parole officers. This paper elaborates these issues as they relate to prison officers.

WHY TERTIARY EDUCATION FOR PRISON OFFICERS?

The desirability of better educated and trained custodial staff has been expressed in official enquiries such as the Nagle Report in N.S.W. This is partly a recognition of the need for a new response to the changing conditions of prisons. But it also indicates an attempt to develop safeguards against a recurrence of the prison conditions that led to prisoner bashings in New South Wales.

There is a danger here that a correctional administration will see this as a 'solution', and take the dangerous course that Bill Kidston warned against in his keynote address: that is, using the training of those at the bottom to bring about change in the organisation. In fact recruiting and training more highly educated base grade staff without changing administrative and management processes can only lead to frustration and early resignations. New South Wales is witnessing this now; and the added danger is that a solution will be sought in modifying training to minimise early resignation, rather than looking at conditions of the job itself.

Yet earlier research suggests that it might be appropriate to examine the intellectual and educational requirements of an effective prison officer. Cedric Bullard, in research carried out in the 1970s, found that in recruitment processing the bright as well as the not so bright were rejected. The 'Otis A' test tended to eliminate the 'not too bright' potential recruits; but Bullard also observed the 'polite curtailment' of interviews with those in the high and normal range. The rationale was that 'they would get disgruntled with the boring work' (Bullard, 1977, pp.234ff).

If prison administrations are serious in their rhetoric about better managed and more humane prisons, then there is no question that better trained and better educated prison officers will help. The new Bathurst Gaol's unit management experience is an important indicator here both in its successes and in its shortcomings.

The response of tertiary institutions looking for a market is an important factor in the development of courses. Coincidentally, the period of unrest in prisons which led to reports recommending better educated prison officers is also the period in which the binary system of tertiary education developed in Australia, with universities being more research oriented, and the Colleges of Advanced Education providing the more 'vocationally oriented' courses.

Whatever the appropriateness of this division of labour (or funding), one result has been the development of courses directed at particular occupational groups, and an apparent professionalisation of jobs. This 'professionalisation' is not necessarily the result of real changes in the jobs, but may simply mean better educated staff. In the case of corrections such courses have blended well with the rhetoric of

administrations, but with little real change. The result may well be the 'disgruntling' effect of which Bullard's informants warned.

THE MISSION OF THE TERTIARY INSTITUTION

A prison officer could choose to enrol in a university course in, for example, social science, law, or management, and find this useful. However my focus here is on the 'vocationally oriented' courses in the colleges of advanced education (or institutes of technology/higher education) that have been specially designed for criminal justice personnel.

It is difficult to make a distinction between college and university courses as far as substantive content is concerned. A distinction may be made between these and the TAFE courses with their emphasis on training in technical skills; although this could be one of degree, and may reflect my academic elitism! For example, I suspect there are strong similarities between the technical training of the mechanic and the university education of the doctor. However I am looking for differences that DO exist rather than those that OUGHT to exist.

The aim of a tertiary course is to go beyond the technical skills required for a job and to subject the whole area of work to critical analysis. To explain this I will take an example from a parallel vocational area, welfare studies. A technically skilled welfare worker should be able to communicate with people effectively (listen, take notes, give information and refer appropriately), have a knowledge of resources, be able to lead meetings and group activities, and gather information. Tertiary education in welfare stresses a thinking, critical, reflective understanding of social policy and practice that will enable the student to develop strategies for change in these areas; not just to change people and systems, but to change practices and policies.

Ideally this sort of approach would be central to 'life education' in general. However, by default, it seems to have been left to (some areas of) the tertiary sector.

DEVELOPMENT OF TERTIARY COURSES

There are four tertiary institutions in Australia offering criminal justice courses with corrections components or strands. Macarthur I.H.E., Mitchell C.A.E. (N.S.W.) and South Australian I.T. offer U.G.3 courses (Associate Diplomas), and Phillip I.T. (Vic) a U.G.1 (Bachelor's Degree) in Criminal Justice for personnel in police and corrections. Mitchell C.A.E. is also developing a U.G.1 in Criminal Justice with a strand in Corrections, while both Mitchell C.A.E. and Macarthur I.H.E. offer criminal justice majors with a corrections component within a B.A. (Social Science).

The courses at both Mitchell C.A.E. and Macarthur I.H.E. were commenced after initiatives by police. According to Burnard and Cioccarelli (1986) the 'Police Association urged a reluctant staff within business administration to initiate the course' at Mitchell C.A.E. It was later transferred to the School of Social Science and Welfare Studies. Once a market and funding was assured, the School tended to support the course fully.

Support for tertiary courses is far stronger from police than from correctional officers. In the first decade of the Associate Diploma in Justice Administration at Mitchell C.A.E., graduates numbered 105 police and only 6 prison officers (as well as a probation officer and clerk of petty sessions). Although there is strong personal support for the correctional strand on the part of College staff, there is strong pressure from the police to increase the proportion of police places, especially when there is difficulty filling places in the correctional strand. At the same time there is pressure from college administration and overworked staff to cease offering units with small enrolments such as the correctional strand units.

Here internal and external pressures mean that the continuance of the course with its special correctional strand depends on its support by correctional officers and correctional departments.

WHICH PRISON OFFICERS DO TERTIARY COURSES?

In several states some tertiary qualification or study is becoming a requirement for progression to or at executive level (e.g. Assistant Superintendent or above in N.S.W. and Chief Prison Officer and above in Victoria).

From my Bathurst study, and from discussions with prison officers enrolled in courses at Mitchell C.A.E. (both internal and external students), the following pattern emerges.

Most see tertiary education as 'useful' for a prison officer who wants to progress to executive level. Some suggest that it may

help accelerate promotion to Senior Prison Officer, although most tend to think that with the current turnover of staff in N.S.W. this is already too fast.

Only a minority of prison officers are studying or seriously considering tertiary study. Of those who see the prison service as a career, most have no wish (at this stage) to progress beyond Senior Prison Officer and do not see any real point in enrolling. Of those who are looking to an executive career, some are enrolled in or considering enrolling in a criminal justice course, while others would prefer to enrol in business studies or communication. Like some non career oriented prison officers, they see this as providing a possible alternative career path for them.

Prison Officers from the more traditional establishments in Sydney have suggested that their participation in a tertiary course has 'gone against' them in promotion applications to non commissioned positions; so much so that they no longer mention it, or else, say that they have 'just started the course'. They also report difficulties with rosters. Although they are officially granted time off work for lectures or residential schools, in practice they cannot always arrange rosters to suit.

Prison officers at Bathurst do not report any such discrimination; nor do they express much enthusiasm for tertiary study. The main disincentives to those who would otherwise enrol in a tertiary course are lack of time because of the overtime they 'have' to work, and what many describe as the sheer emotional exhaustion of the job. However some of those enrolled suggest that the study helps fill in the lonely or boring hours both at work and at home, and keeps them mentally stimulated.

EDUCATION VERSUS TRAINING

The relationship between tertiary and TAFE courses that I mentioned earlier also exists between 'education' and 'training'. Training is oriented towards tasks and skills. Education is literally, and at its best, 'leading out': coming to that place from which a perspective can be gained. It is seeing what could be, as well as what is and what apparently 'has' to be. Ideally this process will at least form part of a training course. Getting back to the more mundane level! It would be possible, for example, for components of the training course to be designed in conjunction with tertiary institutions so that they can be credited towards formal courses of study.

There is an important connection here with the notion of the 'vision' that accompanies excellence - a relationship that has been mentioned several times during the seminar. My own experience of 'being educated' and participating in the

'education' of others, is that the 'vision' is the product of that continuing process of 'life education'; but in a part of that process, which happens to be tertiary education, the vision is given form and social change comes about. This has even happened in the world of corrections.

REFERENCES

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Nagle, J.F. (1978), Report of the Royal Commission into N.S.W. Prisons, N.S.W. Govt Printer.

REGIONAL UPDATE OF SKILLS TRAINING

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Staff Training College
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The RUST programme commenced in 1985 and has been designed to take update of skills training to prisons.

The number of uniformed officers now in the service makes it impossible, both physically and economically, to make training accessible to everyone at the Staff Training College. Considering all the issues involved, the only viable alternative seemed to be to make the training staff mobile and take the training packages to each prison at regular intervals. Training sessions are now held in all prisons.

Decentralisation of training results in a wider scope of training modules becoming available to all staff throughout the service, with minimum disruption to prison routine and significant reduction in expenditure.

OBJECTIVES

1. Restore contact with all prison based staff.
2. Provide training relevant to particular needs.
3. Provide a greater diversity of training.
4. Provide a high quality service.
5. Divorce the training function from other prison duties.
6. Provide a monitoring service over a range of activities.

COURSES CURRENTLY OFFERED

Assessment and Orientation
Bail
Drug Issues
Firearms Training
Liability Management
Report Writing
Restraints
Sentence Calculations
Skills Update
Team Building
Warrants.

PRISON ADMINISTRATORS PROGRAM

Prisons Department
Western Australia

MODULE 1: INTERPERSONAL SKILLS

Purpose

The aims of this module are to:

1. Develop participants ability to select and use interpersonal skills effectively in a variety of situations.

2. Develop the ability of participants to express ideas, feelings and facts in writing using both correct grammatical form and presentation.

3. Enhance participants awareness of the need for fitness and health.

4. Develop a variety of techniques to enable participants to cope with stress.

Units	Timing
Introduction to Program	1 day
Identifying an On-Going Personal Development Plan	1 day
Effective Learning Styles	1 day
Effective Written Communication Skills (including report writing)	3 days
Developing Effective Communication Skills	3 days
Introduction to Fitness and Health (including stress management)	1 day
Total	10 days

MODULE 2: ORIENTATION

Purpose

The aims of this module are to:

1. Develop participants knowledge of the operations of the Department.

2. Have participants establish their own network both inside and outside the Department.

Units	Timing
Outline of Module	8 days
Structural and Functional Outline of Department	
Structural and Functional Relationships within the Department	
Who's Who in the Department	
Visits to PSB, related Departments and Prisons	
Corporate Culture and Networking	
Total	8 days
Cumulative Total	18 days

MODULE 3: WORKING WITH AND THROUGH OTHERS

Purpose

The aims of this module are:

1. To develop participants skills and abilities to manage the work of others.

2. To identify the duties and performance expectations of a Prison Administrator.

3. To assess participants ability to present a project paper.

Units	Timing
Outline of Module	
Job Description/Person Specification for a Prison Administrator	1 day
Conducting Training Needs Analysis	1 day
Session Presentation Skills	2 days
Performance Feedback and Staff Counselling	3 days
Time Management, Delegation and Crisis Management	2 days
Conducting Effective Meetings	2 days
Grievance Handling	1 day

Placement 1	Timing
Attachment to an Administrator in an institution. Participants will be required to undertake specific tasks and duties delegated by the Prison Administrator. In addition participants will undertake a project to identify the duties and performance expectations of the Prison Administrators in the prison in which they are placed.	20 days

Debrief of Placement 1	
1. Participants will present a paper on their project to a panel comprising the Directors, Prison Operations North and South, Assistant Director Staff Resources and the Prison Administrator Program Co-ordinator.	2 days
2. Preparation of joint performance expectation for Prison Administrators based on Placement experience.	2 days
Total	36 days
Cumulative Total	54 days

MODULE 4: DEVELOPING EFFECTIVE LEADERSHIP SKILLS

Purpose

The aims of this module are:

1. To develop the ability of participants to use appropriate interpersonal skills in guiding individuals and groups towards task accomplishment.

2. To develop participant's ability to assess and improve the effectiveness of groups.

3. To give participants the skills and knowledge to select staff effectively.

4. To develop participant's ability to identify alternative courses of action and make decisions which are based on logical assumptions and reflect factual information.

Units	Timing
A Situational Approach to Problem Solving and Decision Making	5 days
Leadership and Influence (special course)	5 days
Targeted Selection (special course)	7 days
Team Building	3 days
Total	20 days
Cumulative Total	74 days

MODULE 5: THE MANAGEMENT OF RESOURCES

Purpose

The aims of this module are:

1. Develop the participants effective management skills by identifying their leadership and management styles.

2. Assist participants as managers in the management of resources for organisational and personnel development.

3. Enhance the participants skills in management by development of strategies suitable to meet varying situations.

4. Evaluate the participants abilities in their use of influencing skills to gain co-operation in presenting new methods, initiatives and procedures.

Units	Timing
Authority, Delegation and Accountability (Influence and Power) Groups: Formal and Informal Organisational Design Managing Organisational Change and Development Organisational Conflict and Creativity Motivation and Performance Leadership Human Resource Management (The Personnel Function) Industrial Relations Financial Management/Budgeting Management Information Systems Contemporary International Management Issues	25 days
Attachment to Head Office Areas	20 days
Total	45 days
Cumulative Total	119 days

MODULE 6: PROJECT AND CORPORATE MANAGEMENT

Purpose

The aims of this module are to:

1. Evaluate the participants competence in using effective project management techniques in the planning, implementation, monitoring and evaluation of projects.

2. Develop the participants skills in policy analysis and the corporate planning process.

3. Provide the participants with research techniques to develop a written project. This project will be submitted for assessment as it is a major part of the overall program.

Units	Timing
Project Management Strategic Planning Management Human Resource (Manpower) Planning Human Resource Accounting Corporate Planning Policy Development Evaluation Techniques Research Techniques	20 days
Full-Time Placement on Project	55 days
Total	75 days
Cumulative Total	194 days

MODULE 7: DEVELOPING LEGAL AND TECHNICAL KNOWLEDGE AND SKILLS

Purpose

The aims of this module are to:

1. Give participants the legal and technical knowledge and skills necessary for effective operation as a Prison Administrator.

2. Assess participants ability to use legal and technical knowledge and skills in an administrators position.

Units	Timing
Technical/legal knowledge required by a Prison Administrator Media Presentation Skills Hearing of Charges Prisoner Development Programs Prisoner Management Programs The Management of Emergency Situations in an Institution	20 days
Placement 2	
Participants may occupy a variety of roles as an administrator in an institution, in Prisoner Placement Branch or as Superintendent Administration	60 days
Total	80 days
Cumulative Total	274 days

MODULE 8: MANAGING AS A PRISON ADMINISTRATOR

Purpose

The aim of this module is to assess participants ability to operate effectively as a prison administrator.

Units	Timing
Re-evaluation of personal and technical skills and abilities before final placement	3 days
Placement 3	
Final placement acting in a vacant administrators position	120 days
Final Evaluation	
Practical evaluation of participants ability to meet specified dimensions	5 days
Total	128 days
Cumulative Total	402 days

PRISON MANAGEMENT DEVELOPMENT PROGRAMME
QUEENSLAND

Prisons Department
Queensland

BACKGROUND

The Prison Management Development Programme came into being in response to a growing awareness of the critical importance of competent management within prisons.

A pilot project was undertaken to pin-point competencies critical to managing a prison. Leading consultants assisted with this complex task. The final list of 'critical competencies' for the Deputy/Superintendent/Superintendent levels covered Interpersonal, Communication, Decision Making, General Management and Personal Competencies.

A selection process was then developed capable of identifying the relative presence or absence of the 'critical competencies' in any one individual. Observers were then trained for the selection assessments.

In mid 1986, the Queensland Prisons Department advertised for Trainee Deputy Superintendents/Superintendents. From the 366 applicants, 24 were 'short listed' for the Assessment Centre.

Nine candidates were ultimately selected for inclusion in the Prison Management Development Programme. Although the Assessment Centre was somewhat biased against non-prison experienced candidates, two such candidates were amongst the nine and one of these was the only female to be selected.

As the first Prison Management Development Programme nears completion, the initial indications are positive. The selection process appears to be a robust, reliable and valid means of providing data on employee strengths, development needs and potential for success in senior prison management positions. Certainly, ongoing and intensive assessment of the candidates throughout the Programme; and feedback from their mentors (each candidate having been allocated a mentor drawn from senior Public Service personnel) is consistent with future managerial success. Following placement into prisons, further appraisals of each candidate's job performance will be conducted.

DESIGN PRINCIPLES

The Prison Management Development Programme has been designed in line with the following principles:

- a self-development theme;
- course processes to reinforce development of behavioural competencies;
- emphasis on practical application of theoretical inputs;
- concentration on coaching;
- constant evaluation and feedback;
- adult learning concepts.

Self-Development Theme

The program is based on the premise that all development is ultimately a personal responsibility.

Each participant must have and apply the energy, drive and initiative to develop inherent talents. Leadership organising ability, self-starting behaviours are not only encouraged, but essential to completion of the program.

The course design concentrates on the identification of individual learning goals for each participant and formation of individual learning contracts. These are related to information from sources such as the Staff Selection and Development Programme report, results of instrumentation and psychological testing, performance reports, reviews of past experience, career and life plans, etc. An holistic approach is taken towards development of goals. Goals for the development of social skills, personal well being (for example, health and stress management) are given priority along with development of work skills.

Monitoring of learning/development is primarily the responsibility of the individual in the first instance. Daily diaries are completed by each participant in terms of Kolb's four stage learning cycle, i.e. (1) a summary of concrete experience followed by (2) observation and reflection which leads to (3) the formation of abstract concepts and generalisations which lead to (4) hypotheses to be tested in future action which in turn leads to new experiences.

These diaries are used to record daily events and their impact in terms of individual learning and applications to

Prison Management. The participants are required to develop planned applications to test principles, and to carry them out.

Individual development plans include prescribed readings suited to each participant's goals and needs. Reading logs are completed on the same basis as daily diaries - to summarise the experience, reflect on impressions formed, generalise to other concepts and plan application of the messages. Alternating weekly oral presentations and written projects by each participant are also required on a topic of special relevance to that participant's development plan.

Individual responsibility for developmental results are reflected in evaluation methods (which are treated in more detail below under Constant Evaluation and Feedback). Individuals are required to constantly evaluate their performance against their previous best, their goals, and the performance of the other participants. Self ratings are compared against ratings by peers, facilitators, observers and others on a continual basis.

COURSE PROCESSES TO REINFORCE DEVELOPMENT OF BEHAVIOURAL COMPETENCIES

The course processes focus on the development of specific competencies identified as critical for success. In particular, the program activities are designed to emphasise the following:

EMPATHY - Teamwork requirements provide opportunities to assess the ability of participants to identify and respond appropriately to the feelings and needs of others.

LEADERSHIP - Leadership roles are assigned in some activities and informal leadership behaviour monitored in all activities.

SPEECH AND LISTENING RESPONSE - Syndicate work, role plays, simulations, field work and presentations rely heavily on high levels of oral communication.

ANALYSIS - Heavy reliance on case studies, syndicate work, prescribed reading logs and assignments result in data collection, comparison and analysis being heavily emphasised.

VERBAL INQUIRY - Practical work stretches the ability of participants to gain information through verbal questioning.

JUDGEMENT - Case studies, assignments, projects, group problem solving extend and test judgement.

DELEGATION - Delegation as a process involving subordinates is difficult to build into a training course other than through simulation exercises. These are used extensively.

PLANNING AND ORGANISING - In line with the self development emphasis, planning and organising responsibilities are delegated to course participants wherever feasible.

CONTROL - The continual monitoring of progress on a number of issues concurrently (for example, major individual project, prepared presentations, syndicate reports, planned experimentation from a previous learning experience, etc. etc.) demand the use of effective control methods.

INITIATIVE - Participants are forced to rely on individual initiative for a number of the course activities. For example, formulating their own assignment topics (in line with their agreed learning needs) and responding to unstructured project requirements, such as: 'to make a significant contribution to the Staff Training College within 1 month', and: 'During placement within a prison (4 weeks), to undertake a project which will result in some cost saving, improvement or streamlining of procedures'.

Other competencies which are heavily called upon are:

WRITING - Fortnightly prepared presentations, major projects based on Prison Placement, a Community Service Project, a contribution to the Training College, written reports, book reviews and daily diaries combine to emphasise the importance placed on high quality/high quantity written communication.

ADAPTABILITY - The capacity to adapt to changes is developed by the emphasis on practical projects, mix of team and individual work, comparative placements, variety in learning roles, etc.

ENERGY - The entire program is designed as a test of ability to perform at a high activity level for long periods. Early morning and evening sessions often extend the work day.

RESISTANCE TO STRESS - Intensive assessment with tight deadlines demand high levels of stress tolerance.

PERSUASION - Getting others to accept ideas or concepts is a regular part of the training process.

COACHING AND SUBORDINATE TRAINING - Participants are expected to openly and frequently share their areas of expertise and to coach their fellow participants.

SELF AWARENESS - Continual learning logs and self evaluation and feedback sessions require high levels of recognition and understanding of one's own personal characteristics, motives, preferences, values and competencies.

ORGANISATION AWARENESS - In order to meet specific course requirements, participants need to refine organisational awareness. Contact with mentors and facilitators, as well as liaison with all levels of Prison Management develops this awareness.

Emphasis on Practical Application

While general concepts, ideas and facts are extensively presented throughout the program, emphasis is placed on relating these to role requirements, implications for individual action and application within a Prison Service.

When speakers/facilitators from outside the Department are used, session design is modified to maintain organisational relevance. Following theory inputs, application exercises such as realistic case studies based on a Prison environment are developed by training staff for group discussion and evaluation.

In addition to the major projects/placements, a series of small applications requiring contact with Prison environments are also built into each module.

Mentors continually 'ground' participants with coaching on organisational realities.

Concentration on Coaching

The role of coaching as a training method is central to the program design. Participants with Prisons experience coach those from outside. Those with other relevant skills or knowledge coach their colleagues. Mentors coach participants in regular meetings/exchanges. Course co-

ordinators coach individuals in terms of pre-set learning goals.

Development of self help groups/support groups within the participant body is encouraged. The management of evaluation and feedback encourages on-going coaching.

Constant Evaluation and Feedback

While major evaluation and review points are designated, in fact the evaluation and review process is built into each session. Peer reviews (based on rank ordering), self reviews, reviews by external panels, reviews by trainers and course co-ordinators, by project clients and, where appropriate, by mentors, are carried out.

A participant's behaviour is intensely examined for the duration of the program.

Consequently, decisions about continuation in the program can be made by the individual participant in many cases. Non performance to the group standard is highly visible to everyone, particularly to the individual him/herself.

Results of evaluations are openly, but empathically discussed. Where remedial action is necessary, to forms part of the learning contract between the participant and the College. Continuation on the program is, in the final analysis, dependent on satisfactory completion of this learning contract.

Adult Learning Concepts

The overall structure of the program takes into account the adult learning principles as expounded by Professor Malcolm Knowles and in particular some of his assumptions in relation to creative leaders, namely:

- They operate from a positive set of assumptions in relation to people;
- They believe in and use the power of self fulfilling prophecy;
- They highly value individuality and unique strengths, talents, interests and goals of individuals;
- They encourage and reward innovation in others and treat failures as opportunities to learn rather than as acts to be punished;

- They are committed to a process of continuous change and are skillful in managing change;
- They emphasise internal motivation over external motivation;
- They encourage people to be self directing and recognise that the motivation process is movement from a state of dependency towards increasing self directedness.

RATIONALE FOR STRUCTURE OF COURSE

In determining the structure of the course, it was necessary to consider the varying learning needs of the participants. Program flexibility is required to provide for both the custodial experienced appointee and participants without custodial experience.

The structure as outlined below is but a broad framework upon which is built the flexibility necessary to cater for individual learning requirements.

Duration

Module A	Orientation and Identification of Learning Needs	1 week
Module B	Interpersonal Skills and Self-Awareness	4 weeks
Module C	Management Concepts, Competencies and Situational Skills	3 weeks
Module D	Custodial Principles	3 weeks
Module E	Application to Prison Service	2 weeks
Module F	Prison Related Major Projects	4 weeks
Module G	Review Period	1 week
Module H	Placement	4 weeks
Module I	Review and Presentations	3 weeks

The rationale for placing the modules in the particular order mentioned is:

Module A: Orientation and Identification of Learning Needs

Clearly, there needs to be a settling in period for participants to become familiar with their peers, gain a

deeper understanding of what is expected of them throughout the course, establish mentor relationships and, most important of all, to design initial individual learning contracts based on assessments of development needs. (These contracts are continually reviewed and updated during the course.) Some participants may need immediate exposure to a Prison System and this module provides the opportunity for identifying these people and planning their exposure to the system.

This module also deals with basic administrative matters such as superannuation issues, identification cards, etc.

Module B - Interpersonal Skills and Self Awareness

This segment is at the beginning of the program to deal with basic values and beliefs of participants and to clarify their attitudes towards Prison Systems. This part of the program has a heavy emphasis on team building and developing an 'Esprit de Corps' amongst participants. In addition, this module is extremely important in developing skills in handling hostile and difficult environments. Another aspect of this component is that it has the potential to establish a group climate which will enhance or accelerate the learning process later in the program.

The objective at the end of this module is that each participant will be more self directed, autonomous and clearer about his/her own learning needs. During this segment, a heavy emphasis is placed on self awareness which will be achieved by using feedback mechanisms by facilitators and other members of the group.

Module C - Management Concepts, Competencies and Situational Skills

This segment addresses the conceptual understanding and generic behavioural competencies required in management roles. It also provides guidelines, models and skill practice in dealing with critical supervisory and management interactions.

All three components of this module - The Conceptual Competency and Situational Aspects - would qualify as 'hard nosed' management areas in content and style of coverage.

This module precedes custodial theory and prison placements. A thorough grounding in broad management principles, generic abilities and those skills needed to handle critical incidents common to most management roles, is thought appropriate before focussing specifically on the Prison System.

Module D - Custodial Principles

Module D focuses on the application of Management Principles to a correctional environment and includes a review of all topics associated with penology. A particular emphasis of this segment is on how to develop a receptive environment for Programme Based Prison Management. A wide range of speakers from correctional backgrounds including penology experts from interstate address this segment of the program.

Module E - Review Period

This module focuses on developing and/or reviewing Prison Practice as it relates to all levels of personnel. All candidates who have no prison background or who have not previously achieved the rank of Chief Prison Officer are exposed to the content of the promotional exams available to different ranks and are then expected to pass all such promotional examinations up to and including Chief Prison Officer.

In addition, the clarification of project work to be undertaken in the next module is dealt with.

Module F - Prison Related Major Project

During this period, participants are given a mandate to undertake a specific Prison or Prisons based project which is clearly accessible in terms of inputs and outputs. The project is reality based, capable of yielding visible, high impact and meaningful output within a month and requires interaction with influential personnel and demonstration of an ability to work effectively within an organisational structure.

It is anticipated that, in some quarters, there may be a degree of hostile resistance to the trainees because of their potential for accelerated promotion, placements will occur in a manner which will provide support for participants (e.g. temporary mentors, placement in pairs where feasible, support networks).

Module G - Review Period

This period is a time for review of previous learning and particularly for consideration of the appropriate application of early learning to specific prison management issues raised in the Prison Project.

Module H - Placement

This stage involves placement of the candidate into a specific prison with a predetermined management role, i.e. the candidate is given a particular project brief but carries this out from a line management position.

Module I - Review and Presentation

This final module is left flexible to allow incorporation or extension of topics which have been identified by candidates as being of particular value to them, e.g. Stress Management, Managing Upwards, etc.

In addition, this final module provides an opportunity to develop future plans, write reports on placements, complete outstanding projects and prepare special presentations for the candidate to present to influential guests on his/her return from the Programme in order to demonstrate the value of the Programme to the home state or country.

RESOURCES

Human Resources

College Staff - Professionally qualified and prison experienced trainers.

Mentors - Every course participant is allocated a suitably senior, experienced mentor drawn from the Prisons Department, Public Service Board or associated areas.

Consultants - Highly regarded training professionals

Leading experts in areas related to prison management.

College Facilities

The Staff Training College was opened in January, 1986. It is located in a natural bushland setting at Wacol which is less than half an hour by car or electric train from Brisbane city.

The College is very comfortably furnished. The main teaching area has the potential for division into four syndicate rooms and can accommodate single groups of up to 78 students. A fully equipped dining room operates seven

days a week for three meals per day. It has a seating capacity of 96 people. Outdoor furniture in courtyard settings have also been provided. Twenty two single rooms of residential accommodation with central lounge and kitchen facilities are available for live-in course participants.

The College boasts a large fully equipped Gymnasium which offers volleyball, basketball and badminton facilities, as well as comprehensive weighlifting and general exercise equipment.

A small but comprehensive book and video library is maintained at the College by ongoing accessing of material from the Department of Family Services Library. In addition, course participants may directly access the Bardon Professional Development Centre Library and the Public Service Library. Further, throughout the course, participants are furnished with innumerable relevant articles and handouts.

Limited secretarial services are available at the College as are photocopying facilities; major typing requirements are met by Prisons Department Head Office personnel.

SENIOR MANAGEMENT AND INDUSTRIAL RELATIONS

Mr Graham Harris
Secretary
Tasmanian Prison Officers Association

When disputes arise, departmental heads usually ask 'Why didn't you come to us and discuss the matter'. I ask, 'Why don't you discuss items with union officials before implementation'.

This kind of stalemate is not constructive. It initially takes place with the officer-in-charge of an institution, who has either progressed through the ranks to the position or has been appointed from outside, and in both cases has rarely had much experience in industrial relations. As a result, such officers tend to adopt the attitude that what they say goes.

Too many mistakes have been made by adhering to this outdated mode of thinking. Prison officers are employed by the government to do a job, yet are hampered and trodden on by a management that is under-trained for the job. Management appears to have little regard for the rights of prison officers, yet whether we like it or not there are awards governing conditions of employment of prison officers. Prison officers also are human, with human thoughts and feelings, and expect to be treated as such. Generally, however, they are not.

We suggest that management requires much more training, especially in the industrial relations area. This should lead to more constructive communication between management and staff, and to conciliation rather than arbitration as the major method of dispute resolution. It should also foster conditions of mutual respect, which do not occur at present.

CORRECTIONAL OFFICER TRAINING

Dr Adrian Sandery
Assistant Director (Institutions)
Department of Correctional Services
South Australia

While there has always been a good deal of speculation on how correctional officers should be trained, on what curriculum, for how long and what emphasis should be placed on pre-service versus in-service, there is little doubt that well trained officers are more effective than poorly trained officers. Table 1 below shows the parameters of correctional officer training in Australia, with some comparative figures for New Zealand and USA. This table outlines the number of weeks spent in recruit training and secondly how much of that recruit training is spent on on-the-job training as a component of the recruit training course. It looks at the service delivery of the recruit training course and examines whether it is presented as in-service or pre-service, continuous or modules, full or part time or by attendance or correspondence. Information is also displayed on whether the course is residential or not, on educational, physical or age prerequisites and examination, interview or security checks for selection, the number of days of in-service training provided per officer, and the length in weeks of promotion courses for the first, second and third promotion levels.

Table 2 shows course content divided into eight areas. The categories are in need of further refinement, though they are sufficiently useful to indicate a high vocational aspect in initial employment training courses and a low liberal studies content. It should be noted, of course, that this picture may change as various states and territories review their training requirements, and some of these figures (collected in 1986) may well be out of date already. For this reason, it would be useful to undertake such a comparative exercise on a more regular basis, to permit useful comparisons on training developments.

TABLE 1
CORRECTIONAL OFFICER TRAINING (1986)

AREA	USA	NZ	QLD	NSW	VIC	TAS	SA	WA	NT	ACT
Recruit Trg (weeks)	1+3	3	7	10+1	12	-	7	12	12	6
On the Job Training Component (weeks)	1	-	2	2	2	-	-	2	2	1
In/Pre-service	In	In	In	Pre	Pre	-	Pre	Pre	Pre	In
Cts/Modules	C	C	M	C	C	-	C	C	C	C
Full/Part Time	F	F	F	F	F	-	F	F	F	F
Attend/Corres	A	A	A	A	A	-	A	A	A	A
Residential	yes	yes	yes	no	yes	-	no	yes	no	no
Prerequisites										
- education			*	*			*	*	*	*
- physical									*	
- age			*						*	
Selection										
- exam				*	*		*	*	*	
- interview			*	*	*		*	*	*	*
- checks								*	*	
In-service (days)	5	1.5	10	-	10	-	10	4.5	5	5
1 Promotion (weeks)	-	1	1	3	8	-	2	6	8	1
2 Promotion (weeks)	-	1	1	3	8	-	4	7	-	-
3 Promotion (weeks)	-	1	1	3	-	-	-	-	-	-

NOTE: 1. This is a work-in-progress analysis, and figures are subject to checking and validation.
2. Tasmanian and some USA figures were not available.

TABLE 2
ANALYSIS OF COURSE CONTENT (AS PERCENTAGE OF TOTAL)

	NZ	NSW	VIC	SA	WA	NT	ACT
1	9.5	8	7	5	4	9	11
2	18	38	34	42.5	36	24	67
3	2.5	22	23	1	6	13	4.5
4	9.5	3	7	17	7	18	3
5	28	7	8	11.5	3	10.5	5.5
6	10	3	4	2	25	5	1
7	20.5	13	12	15	15	8.5	8
8	2	6	5	6	4	12	-

NOTES: 1. These are work-in-progress figures, and are subject to checking and validation by state authorities.
2. Queensland and Tasmanian figures were not available at the time of writing.

KEY:

1. THE CRIMINAL JUSTICE SYSTEM (philosophy of punishment, acts, regulations, the law, court procedure, remission, U.N. Minimum Rules and Australian minimum standards)

2. PRISON ORGANISATION, LAYOUT, PRACTICES AND PROCEDURES (special category prisoners, fingerprinting, development of rosters, programs, industries, classification, radio procedures, lock and unlock procedures, strip searching, security, tower duty, escorts, watches, visits, and officer-inmate relationships)

3. THE USE OF FORCE (time spent on drill and ceremonial, response squad, baton drill, gas, smoke, firearms, and baton and shield training)

4. SAFETY (AIDS, life-saving, first-aid, fire-fighting, defensive driving, self-defence, unarmed combat, health, welfare, and occupational safety)

5. LIBERAL STUDIES (computers, public speaking, drugs, stress, study, transactional analysis, social work, group work, leadership, history, ethnicity, communication skills, understanding skills, understanding people, and report writing)

6. ORGANISATIONAL (visits to head office and other organisations, plus instruction on the role of the prison officer, the role of other departmental staff,depart-mental structure, the role of education, probation and parole, equal opportunity, public relations and voluntary agencies)

7. COURSE ADMINISTRATION (time spent on public holidays, the issue of uniforms, parades other than drill parades, identification cards, course photographs, revision periods tests, orientation lectures and program outline)

8. PERSONAL (grooming, physical training lectures, super-annuation, how to wear a uniform, conditions of service, credit unions, and unions)

COURSE MATERIAL: LIABILITY MANAGEMENT
(February 1987)

Staff Training College
Prisons Department
Western Australia

Under Common Law the Department of Corrective Services may be held reliable for any injury sustained to prisoners, visitors or Departmental employees.

WHAT IS COMMON LAW?

'Common Law' is a collection of ancient laws stemming from Anglo-Saxon origins, refined by the Normans and added to by successive legal decisions which were used by judges in determining subsequent cases. It is called the Common Law because it is 'common' (or available) to all men.

All countries which were at one time part of the British Empire inherited the English Common Law system from the 'mother country'. The judicial systems in these countries developed their own collection of legal precedents. Where this proved to be inadequate, apposite precedents from other courts in the Common Law world could be referred to. The Common Law has been altered in varying degrees by the legislation of each individual state, in Australia, which inherited it. Insofar as it remains unaltered, it provides a fund of precedents from which judges may determine the application of the law in those situations where legislation does not govern the matter.

LIABILITY

The Corrective Services Department, under Common Law, has a duty to take all reasonable care to select competent employees; to provide a safe place to reside the work in; safe machinery, tools and plant; adequate supervision and instruction and safe system of working. If an employee, or prisoner, is injured owing to a breach of any of these duties, they have a right to action.

However, Departmental employees, in return, are under a duty to take reasonable care in all aspects of a Prison Officer's duties today. Reasonable care means avoiding acts or omission which can be reasonably foreseen as likely to injure someone. Let us consider areas of liability for which the Prison Officer can be held responsible.

1. Negligence

This is the most common ground for complaint. It covers cases of non-intentional harm which occurs through the defendant failing to be sufficiently careful. An example of one of the most common cases is an accident occurring through defective conditions or premises, or injuries through the negligent preparation of food-stuffs.

2. Vicarious Liability

This embraces the situation where one party is made liable for the tortuous (i.e. wrongful) act of another without direct fault on their part. It covers the instance of Principal and Agent (i.e. Executive Director is always the Principal and his local representative is the Agent); but the most usual case of vicarious liability is that of master and servant. The rule is that the master is liable for the negligent act of the servant committed in the course of employment. Thus a transport company is liable for the negligent driving of one of its truck drivers whereby injury is sustained by an outsider, provided that the driving was done in the course of employment. In like manner, the Executive Director is vicariously liable for the official, lawful actions of Prison Officers. It has been acknowledged that the Department is vicariously liable for the acts of Prison Officers in the course of their employment. Prison Officers are protected from personal liability, i.e. being sued by prisoners, by Section III, Prisons Act, 1981-84 (as amended). The only way a successful action could be brought against a Prison Officer would be for the Plaintiff (i.e. the complaining prisoner/visitor) to prove an Officer acted in a malicious or spiteful way which resulted in injuries being incurred.

3. Strict Liability

The situation where a person is held responsible for the tortuous misdeeds of one's employees is a case of strict liability, i.e. you need to show no personal fault on his part. The term 'strict liability' however is usually reserved to cover a situation where not only has the defendant displayed no personal fault but there has been no negligent act by anyone who could be called their servant, yet they are held responsible civilly and could be liable for damages. However, the above should be seen in conjunction with the following advice from the Department's Legal Officer (14/11/85) which indicates:

i the duties of the kind present in the Master-Servant relationship are not imported into the Jailer-Prisoner relationship;

ii there is no vicarious liability upon the Corrective Services Department for the negligent conduct of one prisoner towards another; and

iii no special instructions are necessary in the case of routing commonplace activities where no special skills or abilities are involved.

Departmental employees are covered by Workers Compensation, whereas prisoners in custody are not. However, the Department is indemnified by their insurers (S.G.I.O.) against claims. Any prisoner who feels they have been civilly wronged may sue the Officer-in-Charge (i.e. Instructor; Prison Officer; Superintendent) for negligence. Compensation awarded, if the complaint of negligence is substantiated, is paid by the Department. In the case of vehicle accidents the normal procedure of third party insurance is mandatory.

It is the responsibility of all staff to be aware of the liabilities facing the Department and to take all reasonable action to prevent accidents. If a prisoner is involved in an accident they must be medically examined and treated at the Prison; if necessary sent to consult a public doctor or specialist at the Department's expense; and a full report of the incident and subsequent action submitted without delay.

DUTY OF OFFICERS IN REPORTING ACCIDENTS/INCIDENTS

Section 12(b), Prisons Act 1981-84 (as amended) requires...'Every Officer...SHALL report to the Superintendent EVERY matter coming to his notice which may jeopardise...the welfare of prisoners'.

An officer's initial report of an incident is crucial in that it is the 'first information received' of the circumstances. It must be compiled as soon as practicable after the incident being reported and should, ideally, be a combination of an honest record of all the facts with special emphasis upon those areas which cover the Department's liabilities. In addition to a thorough description of the incident/accident, witnesses' evidence and contributory cause must be included. Sketches, plans and (where possible) photographs of the scene of the incident/accident should be attached, as should manufacturer's drawing/specifications of machinery/equipment. Where an accident/incident involving machinery occurs, the relevant Superintendent is required by law (Machinery Safety Act) to supply the Chief Inspector of Machinery an accident report upon pain of prosecution.

As a guide the following lines of enquiry should be considered:

1. Did the task/function the prisoner performed require any special skills?

2. Was there a reasonable and foreseeable probability of harm?

3. Was the prisoner adequately supervised? (NB: Officers are responsible for the acts of prisoners in their immediate charge, even if the prisoner does something without the Officer's instruction.)

4. Did the prisoner exercise reasonable care in performing the task?

5. Did the prisoner undertake the task willingly and thereby voluntarily assume the risks involved?

6. Is there evidence of contributary negligence by the prisoner/visitor? (For example, horseplay, deliberately ignore warnings/instructions or act recklessly.)

7. Did the prisoner receive adequate instructions in performing required duties?

8. Were notices instructing prisoners not to use machinery unless instructed in their operation, present and visible?

9. Was the equipment/machinery in good order with safety-guards in place?

10. Was the task being performed, officially-authorised work?

11. Was there any evidence that the incident/accident resulted from a direct breach of duty by a Departmental member? (Strictly facts here; no evidence of personal opinion.)

12. Was there any evidence that the Prisons Department was not, in the circumstances, as careful as it should have been?

CORRECTIONAL OFFICER TRAINING WORKSHOP

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