CHAPTER - V

PERSONNEL ADMINISTRATION.
In the preceding chapter the principle problems of organization and accommodation engaged our attention. Although it has basic importance, organization by itself can do nothing. The actual work is done by the men and women who hold the various posts, high and low, in the organization. Indeed, apart from the personnel who manage it, organization is a more abstraction—a system or relationship existing in the mind of organizer or perhaps on paper. "The employees, officer or servants who fill the various positions in an organization, are collectively referred to as 'personnel' or 'services'. It is to the problems of the personnel administration that now we turn.

(A) STAFFING:

"Give me the right kind of personnel" said Austine, H. Mac Cormuck, Executive Director of Osborn Association" and I'll run a good prison in oldbarn." Every well managed prison is built on a foundation of intelligent, alert and trained personnel.

"He, who would operate a good jail, will give first and unending attention to the jail personnel. No prison can be better than those who run it." Thus, particular care is to be taken in staffing of the prison department so that proper administration may run.
"Recruitment means attracting the proper and suitable type of candidate for the post to be filled." The most common method of the recruitment is the 'situations vacant' or 'help wanted' advertisement in the newspapers or notices published in government gazettes. Efforts to attract the right type of candidate constitute what is known as 'positive recruitment' as distinguished from the 'ordinary or passive' recruitment.

Methods of positive recruitment are numerous. Through the various means of publicity like posters, folders, illustrated advertisements in paper attraction of service may be brought to the notice of the prospecting candidates. These methods are employed when recruitment on a large scale has to be made such as for defence etc.

Another method is to tap directly the sources of supply. Thus for the recruitment of doctors, engineers and even civil servants, recruitment authorities may contact the educational institutions, ask the head of these institutions to furnish them with a list of bright students, and then interview them on the spot.

Recruitment body of all posts of gazetted rank is public Service Commission. Advertisement for the post is made through employment exchange and government gazette. Departmental candidates fulfilling required conditions may also be considered as eligible for being appointed to the various posts with:
(i) Minimum experience of the fixed years,
(ii) Qualifications prescribed for the respective posts, and
(iii) Good service record and reputation for integrity.

The candidate is required to complete the requirements that can be put as under:

(i) Physical fitness;
(ii) Capacity of hard work;
(iii) Courage, leadership and trustworthiness.
(iv) Balanced personality;
(v) Capacity of man and management;
(vi) Interest in human welfare, desire to guide and help inmates, belief in prison service philosophy;
(vii) Capacity of maintaining firm discipline;

There are two methods of recruitment viz. direct recruitment and recruitment by promotion in the jail services. On one side qualified candidates who wish, and another side restricted persons already in service, may apply. In the former case the recruitment would be direct while with latter, by promotion from lower one to higher.

So far as the method of direct recruitment is concerned, the first merit claimed for it is that all qualified persons have an equal opportunity to the prison services. Secondly, better talent is obtained if the choice is restricted to service men only. Thirdly, direct recruitment results in constant infusion of new blood into the service.
"After applications from the candidates have been obtained, the next task is to select the most suitable of them and certify them for appointment. This is the requirement of merit system of appointment. The merit system is, however, comparatively of recent origin."

In the era of democratic complex administration, merit system has become increasingly universal. As for the tests, for selecting the candidates, may be distinguished competitive and non-competitive tests. The competitive test determines the candidate's minimum standards required and relative position in order of excellance.

The non-competitive test confines itself to determining merely which of the candidates satisfy the minimum standard required. It is obvious that a true merit system requires the application of the double standard of the competitive tests. It must select those who not only fulfil the maximum requirements but also the best among them in order of merit.

There are four basic types of test used to determine the relative ability and fitness among the applicants, namely, the written examination, the oral examination or interview, the demonstration of performance and competitive selection by evaluation of education and experience. The various kinds of intelligence and psychological tests cannot
be treated as basic because they are usually used not independently but as a part or appendage of one of the above four tests—particularly the interviews.

In filling the post of Inspector General of Prisons no direct recruitment is made. This post is filled by promotion from the post of Deputy Inspector General of Prisons. There is no prescribed qualification as the post is filled by promotion. A personnel with best knowledge and suitable experience or an ex-military officer, if required, is considered suitable departmental personnel or officer is also given preference. The selection of the Inspector General of Prisons is made by government in consultation with public service commission.

The post of Deputy Inspector General of Prisons is filled from the post of superintendent Central jails on the basis of merit-cum-service seniority in consultation with public service commission, by the government.

The selection or promotion for the post of Superintendent of Industries is made from the post of Deputy Superintendent of Industries by the State Government in consultation with public service commission and for Deputy Superintendent from open market, if adequate departmental candidate is not available. The recruiting body is public service commission. "A candidate for the post of Deputy Superintendent should possess minimum qualifications as under:
(i) Matric or higher secondary certificate,

(ii) A degree or diploma in textile technology, carpentry, blacksmithy from a recognized University or board, or ten years practical experience in any of these trades or prison industry. He should be thoroughly conversant with all kinds of up-to-date methods of their trade and should also have fair knowledge of the trades to, ability of planning and organizing industries and management capacity."

The post of Chief Probation Officer, is filled by promotion from the rank of probation or welfare officer by government in consultation with public service commission. Thus qualification question does not arise.

Direct recruitment for the post of Superintendent of the central jail is not made. The post is filled by government on promotion basis from the rank of superintendent of district jail class I, in consultation with public service commission. Fifty percent superintendents of district jail class I are promoted from the rank of senior jailor in consultation with public service commission and fifty percent are recruited directly by the service commission. Promoted superintendents have to learn the fundamental functions or elements of the junior grade before to the higher.
The Superintendent who is recruited directly by public service commission, have to possess Bachelor's degree of recognized University. Preference is given to post-graduate degree in criminology or post-graduate diploma in Correctional Administration of recognized institution of social sciences. The candidate who has wide knowledge and experience of prison service in executive branch is given chance to the post.

Superintendent is appointed on probation not exceeding the period of two years and with the satisfactory work, he is confirmed. After appointment he has to go under training for the period of six months. Besides, he is given practical knowledge of administration under the supervision of superintendent of the central jail or the district jail class I. Assistant Superintendent Borstal Institute is required to have Bachelors degree of recognized University with correctional background. The post is filled by selection from the rank of assistant jailor and teacher.

There are two channels for the purpose of selection of jailor staff. First, promotion of suitable and qualified candidate within the service. Second, selection through a special appointing body. Each year this body holds interviews, tests etc. Thus during the recent years the majority of vacancies for the post of jailor staff have been filled by recruitment method as well as by promotion from
lower to higher. The vacancies for the posts of assistant jailor are filled by direct entry through open competition, after public service commission advertisement.

No special qualifications are required except graduate and adequate physical background i.e.

Height - 5' - 5"

Normal vision,

Physical fitness,

age upto 25 years.

All help him, if a candidate is the right sort of person in himself, a person of sincerity, integrity, humanity and good will with at any rate one foot firmly on the ground. Assistant Jailor is appointed on probation period. He spends few months in training before joining for duties. There is complete flow of promotion between prisons and Borstal institution.

The post of senior jailor is filled up through promotion, by the head of the department, from the rank of jailor. The qualifications of the candidate for the post are the same as for assistant jailor. Jailor is promoted from the rank of deputy jailor. The qualifications for the post are the same as for assistant jailors post. The promotion basis is service seniority. No direct recruitment is made for both the post viz. senior jailor and deputy jailor.
Thus the jailor staff viz. senior jailor, jailor and deputy jailor, is promoted from lower post to higher in accordance with service seniority basis. Deserving candidate is given chance. The promotion method gives chance to service persons.

The posts of probation officer and welfare officer are filled up by direct recruitment by I.G. prisons or government in consultation with public service commission. The candidate should possess a degree of a recognized University or diploma or certificate of a recognized institution, or a school of social science or of penal and correctional administration. They should also have the experience of social service and should be interested in social welfare programme.

"For teachers minimum qualification is middle/matric; preference is given to trained candidate. The teacher post is filled up by direct entry. Recruitment is made by recruitment body at headquarters.

Carpentry instructor, blacksmithy instructor, tentmaster, weaving master should possess certificate and practical knowledge in respective trade with the knowledge of three R's to give instructions to the inmates. Brass instructor should have the knowledge of drawing and geometry with bending engraving and raising soldering etc. and other instructors should have thorough knowledge of their trade with three R'S."

Instructors are recruited direct by recruiting body at the headquarters office. Minimum qualification for the post of supervisors are matric or middle certificate, trained in art of the subject or trade. Minimum qualifications of Foreman Press are: he should have diploma or certificate of government technical institute, sufficient experience of trade or work, and adequate educational qualification. The recruitment for the post is made on open market basis. Foreman should possess minimum qualification-degree or diploma in mechanical or any trade.

As for ministerial staff, office superintendent is promoted from the rank of assistant superintendent. The qualifications are the same as of lower division clerk. Assistant Superintendent is promoted from the rank of upper division clerk grade I, on service seniority basis. The post of upper division clerk grade I is filled up from the rank of upper division clerk grade II and U.D.C. grade II from lower division clerk rank on service seniority. Qualifications for the post of Upper division Clerk grade I and grade II are the same as for lower division clerk.

The post of lower division clerk is filled up direct open competition market basis by the head of the department. The candidate for the post should possess minimum qualifications-certificate of high school or higher secondary school with knowledge in Hindi and English typing.
The subordinate staff engaged in the control and security, or custody and guard of the jails, men and women, is divided into chief head warden - head warden and warden. These are the persons who have the real role in the prison administration in prison guarding and security. These are, therefore, carefully selected man of high responsibilities and good physique qualities, otherwise he can not give his best to the service.

It is usual, therefore, for the candidate, successful in oral tests, to undergo medical examination, and it is only after obtaining a certificate of physical fitness from the medical officer that they are finally selected male candidate should possess following physical conditions:

- Height - 5'5"
- Chest - 32" (unexpanding)
- Eye vision - Normal
- Age - 18 - 25 years.

Besides he should have knowledge of three R'S. This staff has the charge of dock and arrangement for the custody of prisoners. There is provision of reserved or leave guard that acts on leave of guard or warden.

There are four circles of the central prisons for appointment, promotions, transfer and confirmation of warden staff. Superintendent of Central Jail has authority to appoint, transfer etc. of this staff in his circle. Merit
and seniority of service is counted for promotion to the post of Chief Headwarder from the rank of Head-warder and to the post of head Warder from the Warder post. Warder staff covers wide variety of work. The necessity of routine nature of jail, such as prisoners must be locked up in their barracks and cells and unlocked again at the regular times, meals served, workshops, exercises and associations supervised, applications collected, numbers checked barracks and cells examined and supervised, latrine parade etc., is furnished by the warder staff.

The subordinate staff in the prisons from jailor downwards up to warder staff wear uniform. The uniform is khaki colour and gilt of 'M.P. Jail' is worn on the shoulder straps like the police.

CLASSIFICATION:

Classification means, in personnel administration, "grouping together of posts into broad classes on the basis of the duties and responsibilities." In general, grouping together of persons or things, posts are put into one class to which similar duties and responsibilities are attached. The ministerial class consists of all the clerks and administrative class of all administrative officers.

Classification systematizes and simplifies personnel administration, It also facilitates the task of different nature. It is a safeguard against arbitrariness and
favouritism in the fixation of pay scales for particular posts. Promotion from a lower position to higher one, within the same class, is made on classification basis. Classification fosters the growth of corporate consciousness, pride and self respect within one class, resulting in the improvement in moral of services. Classification results in a proper definition of duties and responsibilities and line of promotion of each post and facilities to the organization.

"There are three principal categories of classification— the service, the class and the grade. Service is broadest category of classification, the class is sub division of the service and grade is sub division of the class."

"The classification of services in the prison department, which is fairly old, but the basis of which is rather obscure, is that into 'gazetted' and 'non-gazetted' services and posts. The distinction between gazetted and non-gazetted posts does not appear to be merely a matter of salary or high or low post, "Gazetted services or posts are divided into class I viz. at Head quarter office Inspector General of Prisons, Deputy Inspector General of Prison and at institutions superintendents of six central prisons. Class II gazetted posts include the Superintendent of Industries and Chief Probation Officer at the Headquarter office and superintendents of district prison class I and Medical Officer in central prisons."
"Non-gazetted are divided into class III and class IV. The class III is divided ministerial and non-ministerial. Ministerial class at the Headquarters office includes office superintendent, assistant superintendent, auditor, accountant, upper divisional clerks grade I and II, lower division clerks, stenographers to Inspector General and Deputy Inspector General of prisons: in central prison accountant and lower division clerks and in District Jails Class I lower division clerks.

Non-ministerial class III posts are at the headquarters office overseer, building mistry and at the various institutions assistant medical officers (whole-time), jailors, warders, educational and training staff, probation and welfare officers. In non-gazetted class IV peons, daftaries, jamadar, furrash, contingencies at the headquarters office and peon, sweepers in the institutions are counted," Objections are raised that the classification is not based on a scientific or clearly intelligible principle such as the nature of the work done or duty and responsibility. There is no distinction in the qualifications demanded from the candidates for class I and class II and in many cases, there is no difference in the nature of the work done either. Both are recruited or selected by public service commission. Besides, higher classes develop a superiority and lower classes an inferiority complex. It can be minimized by providing for a certain amount of promotion from lower classes to the higher so that they could not develop castle-like rigidity and exclusiveness.
PROMOTION:

"Promotion may be looked at from two points of view. First from the point of view of employee, it is an advancement from a lower grade or class of the service to a higher one carrying a large salary and higher duties and responsibilities while from the point of view of the employing authority it means filling up higher posts by selection of the fittest person from within the service." Generally in making promotion public interest is considered rather than the interest of individual. Care has been taken in the department that promotions made should not leave impression of the injustice or unfairness among employees.

Promotion is not merely increase of pay by annual increments within the scale, although in most cases promotion implies larger salary too, its essence is getting into a post of higher duties and responsibilities. With this we may put promotion into two categories (i) from a lower grade to a higher grade within the same class, say e.g. clerical, warders, jailors and (ii) from one class of the service to a higher class e.g. from class III to class II and class II to class I e.g. Jailor to superintendent of district jail class I and from superintendent district jail class I to superintendent of central prison.

The principles of promotion are seniority and merit. These may be followed as alternatives or in some degree of combination. The principle of seniority is that
the length of service should determine the order of precedence in making promotion. More length of service, of course, does not determine seniority, otherwise, an old peon of the department might be senior to his boss who may be a younger man and entered service than he. So a servant of the department of a higher grade or scale is always regarded as senior to those lower down.

In case of merit principle the most meritorious or best qualified person is selected for promotion. There are three methods of testing merit, first, written examination with or without interview, second, determination by the head of the department in his discretion on the basis of his personal knowledge of the employee and his work and last, determination by the head of the department on the basis of service rating and records.

It should be carefully noted that these methods are not independent principles of promotion. The promotion to higher cadre should be based on merit, integrity, trustworthiness and service (grade) seniority of the employee. For promotion following factors should be considered:

(i) Seniority;
(ii) Passing of the required departmental language examination;
(iii) Performance in promotion tests;
(iv) Efficiency and merit rating;
(v) Initiative leadership;
(vi) Character, conduct, reputation, integrity, trustworthiness, and
(vii) Loyalty and faithfulness to the government; persons punished departmentally for moral aptitude i.e. corruption, immorality etc. should be debarred from promotion to higher positions.

Seniority-cum-merit is the governing principle of promotion in the department. The promotion-making authority is government or head of the department. But promotions to higher posts are generally made in consultation with the public service commission. Cases of promotion to class II and class I are decided by public service commission and for class III Non-Public Service Commission the matter is decided by official head or promotion board or committee.

TRAINING OF PERSONNEL:

Prison Administration has great importance in the society and main job of the personnel of the department is social re-education of offender. The institutional discipline and treatment of offender depends on able and trained staff. Untrained and uninstructed personnel is not only ineffective but quite often becomes detrimental to proper implementation of the prison policies and activities. The training of the prison personnel is, therefore, of much importance in a system of prison administration.

"Training is nothing more than an organized method or transmitting accumulated experience to those who are less experienced." In general the central object of the training in one word is 'efficiency' i.e. to increase the effectiveness of the officials for the purpose of
administration. In certain sphere of public work, a very important object of the training is the inculcation of, or indoctrination into, uniform technique or procedure of action.

Objectives of the training, given in Assheton Committee on the 'Training of the civil Servants' report 1944, are as under:

(i) to produce reliable work-skill in the employee,

(ii) flexibility, i.e. to attune the public servant to the tasks in a changing world,

(iii) to save him from mechanization by making him community conscious,

(iv) to fit him for higher duty and responsibility, and,

(v) to broaden the mind of a trainee, and to inculcate the basic principle that he is public servant and not a master.

From the view of prison services, the main aims and objectives of training are as follows:

(i) acquainting prison-personnel with latest and progressive methods of prison administration,

(ii) making them conscious of their responsibilities and also of the role they have to play in welfare state activities;
(iii) broadening of their cultural and professional interest expanding their experience, refining their abilities and skills, improving their performance of duties;
(iv) inculcating an 'esprit-de-corps' among the personnel.

Training process reveals individual capabilities. The right person can be given right job through its knowledge. Training ultimately leads to proper utilization of staff talents. Training leads to proper cultural atmosphere and proper reforms in the departmental as well as institutional management.

Inspector General of prisons, Deputy Inspector General, Superintendents of Central Jails and District Jails class I, generally, are sent for training, if it is considered necessary, at Tata Institute of Social Science, Bombay. Jailors were sent for training purpose at Jail Training School Lucknow. Assistant Jailors and warders are given training at Jail Training Centre, Jabalpur. Special training is given in P.T. drill, unarmed combat, canedrill, mob-dispersal etc. The initial training imported from training school or centre should be continued at the prisons. Personnel should remove his qualification etc. and professional capacity.

The staff of training centre Jabalpur is given here viz. chief instructor one, instructors two, P.T.I. or drill master etc. under the supervision and control of Superintendent Central Prison Jabalpur. This institution does not serve the full training purpose for the training of
superintendents and jailors. There is no independent function system or programme of the institution as it is controlled and supervised by superintendent of the central prison. This institution has not been provided with the following staff members viz. Principal, Vice-Principal, Administrative Officer, Research Unit, highly qualified teaching staff with its well furnished library and reading room. Government or department should pay attention to run independent fullfledged jail training school in the state so that the department may render skillful services to society and as well as to welfare state activities. The shortcoming of jail training school is a definite obstacle to the proper and adequate prison services.

The functions of training school for prison services should be (i) training (ii) research (iii) methods and organization of work, (iv) publication of pamphlets, papers, hand books, journals and magazines.

The personnel at the training school should be as follows:

Principal, Vice-Principal, Administrative Officer, Officer-in-charge of P.T.I. and Drill, Lecturers (full-time), Drill instructors, Research personnel, Methods and organization personnel, Publication personnel, Ministerial staff, Orderlies and Mess servants.
Principal should plan, coordinate and direct all activities of the school. He should exercise some powers as that of superintendent of central prison. He should fix the duties, responsibilities, functions of personnel working under his control. He should forward to Inspector General of Prisons the annual programme of training and should fix necessary details about terms, vacations, visiting lectures etc.

Vice-Principal should be the next senior Officer responsible for the working of school. He also should exercise the same powers as that of a superintendent of district jail class I. He should have precedence over officers at the training school including probationary and in service officer under training.

Research unit should conduct research projects relevent to prison problems. Methods of organization unit should suggest improvements in the work methods and organization of the department.

Administrative Officer should be in-charge of office management, financial matters, library and staff welfare etc. The officer-in-charge physical education should be responsible for conducting training programme in physical training, drill, musketry, unarmed combat etc. He should also organize games and recreational programme. Training courses for prison officer should be for the period of 9
months in central prisons, on recruitment, preposting training at training school for six months. Technical and agriculture personnel should be given skilled training related to trade or subject. The training school should have model syllabus for the training courses.

Facilities, provided during training period to the personnel are as given below:

(i) full pay for the training period,
(ii) rent free quarters or accommodation,
(iii) arrangements for messing,
(iv) free medical treatment or aid,
(v) travelling allowance and daily allowance for travel incidental to and from training,
(vi) the period of training is counted duty period for all service purposes.

Tests and examinations are conducted as fixed by the head of the institution, board or body of examination. The report of the result is made to Inspector General of Prisons.

Evaluation of the trainee should be based on the following points:

(i) discipline during training,
(ii) work and capacity,
(iii) interest in training courses,
(iv) performance in each test etc.,
(v) special capacities shown during training,
(vi) leadership,
(vii) conduct, integrity and sincerity.

Training institution should have good library, reading room, journals, magazines, recreational facilities, a museum showing the historical development of prison administration. Other aspects of the institutional management should be set-up in the training institution.