

SUMMARIES
OF
STUDIES ON THE RECRUITMENT AND RETENTION OF
MINORITY CORRECTIONAL EMPLOYEES

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Institute for Urban Affairs and Research
Howard University, Washington, D. C.

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PREFACE

In the last quarter of 1974, the Law Enforcement Assistance Administration of the U.S. Department of Justice awarded the Institute for Urban Affairs and Research of Howard University a grant to identify and examine factors which attract and retain minority employees in the correctional component of the criminal justice system. The study concentrated on minorities in the following groups: current and former correctional employees, inmates, and professionals in occupations with an investment in corrections.

Minorities were chosen as the study's focus of concern because of their over-representation in the inmate population and under-representation in the employee population. Many theoreticians believe the racial imbalance between inmates and staff, and differences in values, life styles, expectation, etc. render inmate rehabilitation highly probabilistic.

This document presents summaries of the three reports on the recruitment and retention of minority correctional employees. The first report, Personnel Practices Relative to the Recruitment and Retention of Minority Correctional Personnel, examined the policies and practices of six state-operated prisons as they related to the recruitment screening, selection, promotion and retention of minorities. The second

report, Projections on the Supply of Minorities in Corrections-Related Occupations: 1975-1980, looked at the projected number of minorities expected to be in certain corrections-related occupations from 1975-1980. The third report, The Attitudes and Perceptions of Black Correctional Employees As a Basis for Designing Recruitment and Retention Strategies, examined minority employees' attitudes and perceptions as a means for constructing recruitment and retention strategies.

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As is customary, the above named persons are absolved from any responsibility for errors and omissions in the study. These are reserved for the author.

Eugene Beard, Ph.D.
Project Director

INTRODUCTION

Each of the three studies was designed to provide a reasonable answer to one of the following questions:

1. What are the attitudes, perceptions, job characteristics, and job-related problems of black custodial, treatment, administrative and staff personnel in correctional institutions?
2. What will be the supply of minority group members in professions having a vested interest in corrections who possibly could be recruited for employment in correctional institutions from 1975 to 1980?
3. To what extent do current personnel practices and policies facilitate affirmative action and promote equal employment opportunity?

The data on which two of the studies (i.e., (1) A Study of the Attitudes and Perceptions of Black Correctional Employees as a Basis for Designing Recruitment and Retention Strategies, and (2) Personnel Practices Relative to the Recruitment and Retention of Minority Correctional Employees) are based were collected from personnel at the following state-operated correctional institutions:

- California Institution for Men, Chino, California;
- California Institution for Women, Frontera, California
- Louisiana State Prison, Angola, Louisiana
- Mississippi State Penitentiary, Parchman, Mississippi
- New Jersey State Prison, Trenton, New Jersey
- Ohio State Reformatory, Mansfield, Ohio
- Southern Michigan State Prison, Jackson, Michigan.

Correctional institutions in these seven states were selected because of their geographical location, racial composition of employee population, recommendations of the study's advisory committee, and the institution's willingness to participate in the study.

Interviews and self-administered questionnaires were used to obtain data from black correctional (custodial) officers and other correctional personnel (i.e., black inmates, prison officials, wardens, superintendents and their assistants, and ex-correctional employees) for the two reports mentioned above.

Data used in the second volume (Projections on the Supply of Minorities in Corrections-Related Occupations: 1975-1980) were collected primarily from professional organizations, publications, and federal and state agencies, i.e., secondary sources.

I.

PERSONNEL PRACTICES RELATIVE TO THE
RECRUITMENT AND RETENTION OF MINORITY CORRECTIONAL EMPLOYEES

A. Background and Purpose

This sub-study was designed to examine the personnel policies and practices of selected state correctional systems as they relate to the recruitment, screening, selection, promotion, and retention of minorities. Specifically, the study attempted to determine the extent to which existing policies and practices facilitate affirmative action and promote equal employment opportunity. In addition, the study considered the relevance and potential of the Standards and Goals of the National Advisory Commission on Criminal Justice for helping to accomplish equal employment opportunity in correctional facilities across the nation.

B. Methodology

The sample consisted of the Director of Personnel for the State Department of Corrections in each of the six states in which the previously mentioned correctional facilities are located. A mail questionnaire was used to request information concerning personnel policies and practices affecting minorities, with focus on recruitment, screening, and selection of correctional officers, as well as retention rates and personnel evaluation and promotion policies. Completed questionnaires were received from the Personnel Directors in four states: California, Michigan, Mississippi and Ohio.

The data presented in this report are in one sense incomplete. Time-series employment data -- needed for evaluating the progress made by correctional system affirmative action efforts, as well as for determining the need for particular kinds of affirmative action programs and emphases -- were largely unavailable. Although responding Personnel Directors reportedly spent an average of 8.5 hours in preparing their responses to the survey questionnaires, specific statistics on past and present minority recruitment, screening, employment, retention, and promotion experiences were largely unavailable. This lack of data constrains not only this study but also the efforts of correctional systems to improve minority employment levels by making difficult or impossible a realistic assessment of the existing situation.

Because of data limitations, the minority employment statistics presented in this report are for black employees only; information was not obtained concerning other minority groups.

C. Conclusions

The survey findings support the conclusion that the standards and goals for minority recruitment in state correctional institutions, as specified by the National Advisory Commission on Criminal Justice Standards and Goals in Corrections, are not being met. Moreover, the present recruitment, selection, and retention policies of state correctional

agencies offer little hope of major improvements in the near future. Specifically,

- Although minority recruitment programs exist, they have had limited success.
- Employee screening and selection procedures now in use tend to perpetuate the present efforts of past discrimination, rather than helping to overcome them.
- Promotion procedures reflect many of the same biases as screening procedures, and serve to perpetuate discriminatory effects.
- High turnover rates for correctional officers suggest that correctional employment policies and practices are inadequate not only for the recruitment and retention of qualified minority personnel, but also in the recruitment and retention of qualified white personnel. The entire system requires review and revision.
- Correctional agencies do not keep the kinds of time-series records to identify and document problems in minority recruitment, employment, retention, and promotion. Without such information, the specific remedial action required is difficult to determine.
- Overall, present personnel policies and practices do not provide for the best possible provision of correctional services and do not permit full use of the potential of minority personnel to meet correctional system needs.

D. Recommendations

Specific recommendations were made concerning how correctional systems can begin to improve their ability to recruit and retain qualified minority personnel. In general terms, affirmative action in corrections requires a strong leadership role by correctional administrators at the state level -- to assure that policies, practices, and attitudes



are substantially changed and a workable program developed -- and at both the state and facility levels -- to see that policies and programs are implemented.

There are three possible routes to the implementation of an effective and consistent affirmative action program in corrections.

- Use of measures designed to help minorities advance within the current framework of correctional agencies hiring policies and job structures;
- Use of measures designed to help correctional agencies change that existing framework; and
- Use of measures designed to help various areas of correctional services re-evaluate the total framework of their utilization of existing minority manpower.

Based on the survey results, it appears that the latter two approaches are necessary for long-term progress, with the first approach useful only as an interim measure. Improved personnel policies and practices must be developed, and minority personnel must be better utilized.

In order to meet these requirements, a variety of major review and development efforts will be required. The following actions were specifically recommended:

1. Fundamental changes must be made in personnel policies, practices and procedures. Irrelevant requirements for education, work experience or personal characteristics should be eliminated. Promotion should be based on skills and knowledge acquired through work experiences and on-the-job training, wherever possible. A "hire now, train later" policy was recommended. Above all, civil service job classifications need to be re-examined to remove inflexibilities, recognize the special

barriers facing employees from minority groups, and incorporate paraprofessional tasks and structures.

2. Some present personnel practices should be immediately discontinued or modified. Specifically, (a) eliminate the arrest and/or conviction disqualification in favor of personalized selection; (b) eliminate oral tests in favor of multiple personalized interview procedures that would allow for evaluation of interpersonal skills and group interaction strengths; and (c) re-examine and revise or remove non work-related requirements that are unrelated to job performance.
3. Correctional agencies employing minorities should be required to establish continuous career ladders from the entry level through higher level jobs requiring additional skills. To establish these career ladders, correctional institutions need to conduct functional task analyses for all levels of jobs, including those now performed by professionals, in order to define and restructure jobs, identify knowledges and skills needed to perform them, and articulate specific qualifications for employment and promotion.
4. Correctional institutions should use the probationary period for in-service training opportunities to improve skills and build psychological support systems that will improve retention and increase the likelihood of promotion.
5. A central career counseling service for potential and present minority correctional personnel should be established. Its goal should be to help minority correctional personnel develop and carry out both short- and long-range plans for advancement.
6. Skill training for minority correctional personnel, both classroom and on-the-job, should be extended. Such training should emphasize "generalist" skills, and it should be not only to improve the performance of minority personnel in their current jobs but also to equip them to perform at the next higher level.
7. The Federal government should subsidize salaries over a limited period of years, and in diminishing amounts, to bring correctional salaries to a level

of parity with those of other public servants such as firemen and police officers.

- States should be encouraged to establish goals for minority hiring that would raise the level of minority employees to that for minority inmates of the system. These goals should include firm time frames.

These recommended actions constitute the difficult initial steps toward the development of workable employment policies and procedures which eventually -- once fully implemented -- can make equal employment opportunity in corrections a reality.

II.

PROJECTIONS ON THE SUPPLY OF MINORITIES IN CORRECTIONS-RELATED OCCUPATIONS: 1975-1980

A. Background

Minorities constitute approximately 16.8 percent of the United States population and make up about 47 percent of the quarter of a million inmates in state and federal prisons. Yet, only about eight percent of correctional employees are minority group members, and minorities are conspicuously absent or under-represented in the middle and top level administrative, professional, and supervisory ranks of correctional personnel. Many groups, including inmates, correctional officers, prison administrators, as well as the Joint Commission on Correctional Manpower Training, the National Advisory Commission on Criminal Justice Standards and Goals, the State Correctional Administrators, and the American Bar Association's Commission on Correctional Facilities have urged a variety of recruitment, training, and other efforts to increase the numbers of minority correctional employees in all job classification.

Any long-term effort to increase the number of minority correctional personnel requires some information concerning the present and future supply of minorities in occupations relating to corrections. This sub-study was designed to provide a reasonable answer to the following question: What

will be the supply of minority group members from 1975 through 1980 who could possibly be recruited and employed in correctional institutions? This study provides information concerning the supply of minority group members expected to be available in specified professions related to corrections.

A major objective of this investigation was to provide estimates of the new supply of minorities expected to graduate between 1975 and 1980 from institutions of higher learning in disciplines having an investment in corrections. The following manpower groups were considered:

- Academic and Vocational Instructors,
- Chaplains,
- Dentists,
- Lawyers,
- Librarians,
- Nurses,
- Physicians,
- Psychologists,
- Recreational Specialists,
- Social Workers,
- Vocational Counselors, and
- Vocational Rehabilitation Counselors.

The study considered:

- Unemployed nonspecialized persons;
- The present supply of personnel in each occupational group;
- The present supply of minority personnel in each occupational group (where figures on all minorities were not available, statistics on all blacks were used);
- The expected rate of growth for the occupation;
- The projected new supply of personnel in the occupational group between 1975 and 1980;

- The projected new supply of minority personnel in the occupational group between 1975 and 1980;
- Where feasible, the projected total supply of active personnel in the occupational group between 1975 and 1980;
- The projected total supply of active minority personnel in the occupational group between 1975 and 1980 where such projections are feasible.

In some occupational areas, limited data were available concerning minority representation in the profession and/or the student enrollment in institutions providing specialized occupational training. Thus the sophistication and specificity of the projections made vary by occupation.

In addition to making projections by occupation, the study also included consideration of the overall supply of minority personnel within the labor force at present and in the future.

It was established that the minority population, particularly the black population, is younger than the white population, and there will be an adequate supply of trainable minority personnel in the labor force between now and 1980. Moreover, better educated individuals are more likely to be a part of the labor force. In addition, black women with academic degrees tend to be in the labor force -- probably for economic reasons. Thus provision of specialized training will increase the supply of minority personnel available for recruitment into corrections jobs.

This study was particularly concerned with the following correctional institutions:

- California Institution for Men at Chino;
- California Institution for Women at Frontera;
- Louisiana State Penitentiary at Angola;
- Mississippi State Penitentiary at Parchman;
- New Jersey State Prison at Trenton;
- Southern Michigan State Penitentiary at Jackson;
- Ohio State Reformatory at Mansfield.

The purpose and scope of the study prohibited including a correctional institution from each state.

The study considered unemployment rates in areas surrounding the above-named correctional facilities, data concerning the number of specialized personnel working in the six states, as well as the number of educational institutions providing training in corrections-related professions and their total and minority enrollments. It was found that:

- The areas around correctional institutions generally have relatively high unemployment rates, which suggests the availability of nonspecialized manpower;
- There were major regional and state differences in the supply of specialized personnel, including minority personnel, and in the number and student enrollment of institutions providing specialized training in corrections-related occupations.

B. Findings and Conclusions

This study of the present and projected supply of minority personnel in particular corrections-related occupations generated the following major findings and conclusions:

- Minority groups are presently under-represented in most of the corrections-related occupations

occupations considered in this study, those groups will still be under-represented in 1980. For example:

- .. As of 1972, only 1.75 percent of active physicians were black; by 1980, blacks are expected to make up 4.5 percent of medical school graduates, while other minorities will make up another .93 percent of total graduates.
- .. The proportion of black dentists has been declining since the 1930's; at present, only about two percent of American dentists are black. About 9.7 percent of present dental students are minorities, but an increase of only six percent is expected between 1975 and 1980 in the number of minorities graduating from dental school.
- .. There is an acute shortage of lawyers who are members of the various non-white minority groups. As of 1976, less than two percent (1.3) of an estimated 425,000 lawyers were black or other minorities. The shortage is likely to continue throughout the 1980's.
- .. Only 2.1 percent of the nation's doctoral level psychologists are black; according to a 1974 estimate, minorities constituted eight percent of the Ph.D.'s in psychology awarded in 1973.
- .. As of 1975, 3.9 percent of undergraduate students in parks and recreation, 6.4 percent of Master's candidates, and 4.6 percent of Ph.D. candidates were black.
- .. Between four and eight percent of librarians are minority group members, and they constitute only three to five percent of library school enrollment.
- .. As of 1975, in addition to 254 Hispanic Americans, only 3.3 percent of all students enrolled in theological schools were black.

The situation is significantly better only in nursing, social work, and teaching:

- .. While only about five percent of 1972 nursing school graduates were black, and the proportion of minorities studying to be Registered Nurses varies greatly by region, blacks are now entering nursing school in about the same proportions as their representation in the population.
- .. There has been some decrease in enrollment in schools of social work in recent years, but as of 1973-74, blacks were 15.5 percent of those receiving MSW's, 11.3 percent of those receiving DSW's, and 12.9 percent of those receiving undergraduate social work degrees.
- .. There is a national over-supply of teachers. As of 1972, minorities constituted 12.4 percent of all undergraduate teacher training program enrollments. There is expected to be an over-abundance of teachers until at least 1980.
- The availability of minority group members in corrections-related occupations for recruitment into corrections jobs depends to a considerable extent on the overall demand for persons in these professions.

Where there is an under-supply of trained specialists in a given field, correctional facilities can expect to find recruitment of any personnel difficult, and of minority group members particularly so.

- The progress of affirmative action will have a major impact upon the availability of minorities -- with specialized training -- for recruitment into corrections jobs.

Given that minority group members are under-represented in most of the occupations studied in this research effort, and that under-representation will still exist in 1980, public and private employers are likely to be competing for a limited number of minorities who are available. As employment discrimination against minorities is being replaced

by affirmative action, opportunities for minorities in many fields are increasing more rapidly than the supply of trained personnel. This will mean that correctional facilities must compete for trained personnel with many other employers.

- Most of the correctional facilities of particular interest in this study are in areas with relatively high unemployment rates. However, this situation in itself does not ensure an adequate supply of specialized personnel -- minority or white -- for recruitment into correctional jobs.

• While high unemployment rates usually mean a considerable supply of non-specialized manpower, the supply of specialized personnel in the occupations having particular interest in corrections is affected by many factors other than local unemployment rates, including (1) a tendency for specialized personnel to be concentrated in the larger cities and metropolitan areas, (2) occupational variations in unemployment rates (some skill shortage occupations continue to exist even in times of overall high unemployment), and (3) the already-mentioned under-representation of minorities in particular occupations, and strong competition for the services of those actively employed.

- There are large regional differences in the number of persons trained in particular occupations, and in the supply of minorities trained in these occupations.

National statistics concerning personnel supply and demand are of interest where recruitment for specialized personnel is done nationally rather than locally. However,

some of the correctional facilities of particular interest in this study are located in or near small towns, and in states where there are few schools offering specialized training in the specified occupations. Thus a local supply of new graduates may be scarce or non-existent, and the "popularity" of an area as a place to live may affect the success of national recruitment efforts.

- Correctional facilities must compete with many other kinds of employers for specialized personnel, and may be at a disadvantage because relatively few schools provide training specifically related to corrections, and because job opportunity in corrections may not be broadly recognized;
- There exist -- and will continue to exist -- in this country an adequate supply of minority group members who could be trained for specialized jobs in corrections.

C. Recommendations

The following recommendations are made based on study results:

- Efforts should be made to make students in specialized occupations more aware of career opportunities in corrections, through information and awareness campaigns focused on institutions of higher education, particularly those with significant minority enrollment in specialized training programs in corrections-related occupations.
- Consideration should be given to helping universities increase or develop corrections-related courses or sub-specialties.
- The most efficient way to assure a pool of specialized minority manpower for corrections-related agencies is to provide scholarship or fellowship assistance which is tied to post-graduation work in corrections.

• Educational institutions and professional associations should be encouraged to develop and maintain valid and reliable data concerning minority group representation in specialized occupations and in student enrollment in schools providing training for such professions. This would greatly facilitate making projections concerning the future supply and demand for such personnel.

III.

THE ATTITUDES AND PERCEPTIONS OF BLACK CORRECTIONAL EMPLOYEES AS A BASIS FOR DESIGNING RECRUITMENT AND RETENTION STRATEGIES

A. Background

The number of blacks holding administrative, custodial, and treatment jobs in corrections is disproportionately small, particularly since at least 47 percent of the total U.S. inmate population is black. Many individuals, groups, and organizations, including the National Advisory Commission on Criminal Justice Standards and Goals, have called for increased and more effective recruitment and retention of blacks in correctional jobs at all levels.

B. Purpose

This sub-study was designed to:

- Assess the attitudes and perceptions of black correctional personnel concerning recruitment and retention; and
- Develop suggested principles and procedures for use by correctional institutions in recruiting, selecting, and retaining black employees.

The specific objectives of the sub-study were to:

- Develop statistical profiles of black correctional personnel;
- Identify significant variables related to the recruitment and retention of black correctional personnel; and
- Devise suggested procedures and techniques for recruiting and retaining black correctional employees.

C. Methodology

A series of interviews and self-administered questionnaires

were utilized to obtain data from 636 correctional personnel, including:

- 304 black correctional (custodial) officers;
- 117 other black correctional personnel;
- 128 black inmates;
- 52 wardens, superintendents, and their assistants; and
- 35 ex-correctional employees.

Instruments were pretested at the Ohio State Reformatory, and data were collected by 18 trained field interviewers. The data obtained were analyzed by facility and job type (correctional officers versus other black correctional employees), and then aggregated to provide an analysis of all data. In addition, responses within job types were compared for career-oriented versus non-career-oriented respondents, and for respondents from prisons with "low" versus "high" black employee populations.

Analysis determined that differences in responses were not due to region, sex, or degree of representation of respondents from particular correctional institutions, so weighting of the data was not required.

The major constraint of the study was its major reliance upon data from black correctional employees, without comparative primary data from white personnel.

D. Findings

Findings were reported separately for the following groups:

- Personnel other than correctional officers -- including treatment, administrative, and staff personnel;
- Correctional officers;
- Ex-employees;
- Administrators;
- Inmates.

In addition, comparisons were provided of responses from correctional officers and non-correctional officers, and the total body of data was used to generate recommended principles for recruitment, selection, and retention of black correctional employees.

Major findings included the following:

1. Non-correctional Officers

Three-fourths of the non-correctional officers interviewed had been working in their jobs for no more than four years; their median income was \$14,000 - \$17,000. Their median age was 32, and 73 percent had post-secondary degrees. Almost half (47 percent) were enrolled in a regular course of study at some post-secondary educational institution.

Forty-five percent of the non-correctional officers reported hearing about opportunities for a corrections job from a friend or relative or a public employment agency; less than three percent were first reached by a recruiter. Less than half (44 percent) of the non-

correctional officers expected to make corrections a lifetime career.

Asked about working conditions, many non-correctional employees indicated some problems with the physical environment, but a majority (60 percent) found white co-workers usually cooperative. A majority (53 percent) felt their job tasks were routine and repetitive, and 81 percent reported physical risks or hazards, but a majority also considered their jobs interesting and challenging -- with career-oriented employees more likely than non-career-oriented workers to report this.

The large majority of non-correctional officers reported a high level of supervisory support and found white co-workers friendly and easy to approach. However, most non-correctional officers felt that white employees were given more information about events, activities, and job opportunities on other shifts or in other sections of the prisons, and most reported that they were not adequately involved in management decisions which affected them.

A high level of dissatisfaction was reported with medical and retirement benefits, variety in job assignments, a chance for increased pay, and the opportunity for education and training which were offered in their correctional jobs. However, most respondents felt that certain incentives -- particularly two weeks of paid

educational leave annually and retirement after 25 years with three-fourths instead of one-half pay -- would increase job retention.

Most non-correctional employees felt that selection and promotion examinations and procedures were fair, although there was significant dissatisfaction with oral examinations for both selection and promotion, and with job performance evaluations and eligibility requirements for promotion. Only 15 percent of the respondents reported access to a career counselor, and just under half of these had actually used the counselor's services.

Non-correctional officers generally reported "excellent" (eight percent) or "good" (62 percent) relationships with inmates, and respondents from prisons with low black employee populations were three times as likely to rate the relationship "excellent" or "good" as were those from prisons with high black employee populations.

The major barriers to recruitment of black employees identified by the non-correctional officers involved racism -- discrimination in hiring and promotions, etc. Three-fourths of the respondents believed that their institutions used a kind of quota system involving a decision to hire only a certain number of blacks.

Non-correctional officers, however, reported relatively high levels of job satisfaction, particularly with such job factors as co-workers' esteem, job

responsibilities, job security, and understanding between supervisors and subordinates. Greatest dissatisfaction was expressed with pay, employee policies and practices affecting black employees, and working conditions. Two-thirds of the respondents felt their jobs would continue to meet their expectations, and 54 percent hoped to be doing the same kind of work in a year.

In order to determine how to reach potential correctional employees, non-correctional officers were asked about their mass media exposure. A very large majority (84 percent) reported reading the paper almost every day, and 90 percent reported listening to the radio daily. Radio preferences were for popular music; the most popular television programs were reportedly black news. Forty-three percent of the respondents reported reading job bulletin boards, most of them to find information related to job promotion or educational opportunities. Career-oriented non-correctional officers were more likely than the non-career-oriented to read newspapers daily and to read prison bulletin boards.

2. Correctional Officers

The correctional officers interviewed had a median income of \$8,000 - \$11,000, and 72 percent had been on their present job for two years or less. Their median age was 28, and only 13 percent had a Bachelor's or higher post-secondary degree, although two-thirds had at least a high school education.

More than two-fifths (42 percent) of the correctional officers had learned about their first corrections job through relatives or friends; one-quarter of the officers had a relative working at a correctional institution. Only 20 percent had career intentions at the time of initial employment, although 37 percent were career-oriented at the time of the survey.

Correctional officers expressed some displeasure about their physical working environment, and about three-fourths (74 percent) felt their work tasks were routine and repetitive -- although the same percentage felt their jobs were also interesting and challenging. Eighty-eight percent felt their jobs involved physical risks and hazards.

A very large majority of correctional officers felt they received support from their supervisors, and most also found their white co-workers friendly and easy to approach. Career-oriented correctional officers were more positive about white co-workers than were the non-career-oriented respondents. However, the great majority of both career and non-career respondents felt that management was more interested in the working conditions and welfare of white than of black employees. Moreover, more than one-third of the correctional officers reported blacks were not consulted at all when decisions were made affecting them, and only seven percent felt affected

black employees were consulted "to a great extent."

Among the most important job factors to correctional officers were a chance for an increased salary, chance for more training and education, steady and secure job and income, and medical and retirement benefits. The very large majority of correctional officers felt that these and other desirable job situations could be achieved in correctional institutions; chances to be a leader or supervisor were seen as most limited, but only 16 percent felt they could not be achieved in a correctional institution. Career-oriented correctional officers tended to be more positive in their assessments of the job potential of correctional occupations, but expressed more discontent with their inability to change assignments as frequently as desired. Asked about incentives for job retention, the correctional officers as a group found most attractive (1) a policy allowing employees to accumulate two weeks of educational leave with pay annually, (2) guaranteeing employees their choice of shift during the first three years of employment, provided there was an opening on that shift, and (3) letting employees change their job classification after one year of employment. More direct financial incentives were also widely favored, but not by so large a majority.

Most correctional officers felt the selection system used by their institution was fair, but a large majority

felt that job performance reports filled out by supervisors and oral examinations used as part of the promotion process were unfair. Only 30 percent of the respondents had actually taken a promotional examination, so most could not speak about the exams from personal experience. Only 12 percent of the correctional officers reported access to a career counselor, and 40 percent of these had actually used the counselor's services.

Most correctional officers (54 percent) reported either "good" or "excellent" relationships with black inmates, and another 40 percent reported the relationship was "fair." Most felt the existing relationship could be improved through better communication.

When asked to identify barriers to the recruitment of black correctional officers, respondents most often talked about racism, and its varied manifestations. However, most respondents reported satisfaction with many job factors, including co-workers' esteem (79 percent satisfied), job responsibilities (68 percent satisfied), job security (63 percent satisfied), cooperation among co-workers (59 percent satisfied), and superior-subordinate understanding (58 percent satisfied). Asked what they liked best about working in corrections, respondents most often chose helping inmates, job

responsibilities, and working hours. The most disliked job factor was administrative supervision. About half (52 percent) of the correctional officers surveyed hoped to be in the same job in a year, and 60 percent felt their job would continue to meet their expectations in the future.

When asked about their media exposure, two-thirds (66 percent) of the officers reported reading the newspaper almost every day, and 85 percent reported listening to the radio almost every day. More than half of the respondents (55 percent) said they read the bulletin board at work every day, and another 32 percent reported reading it either several times or once a week. They read the bulletin board primarily for general information (42 percent) and for information on job promotions (41 percent).

3. Ex-Employees

Thirty-five ex-correctional employees were located and interviewed. Their median age was 27 years, and their modal income was less than \$5,000. This was less than the modal income (\$5,000 - \$7,999) earned when they were employed in corrections; thus they were generally doing less well financially than during their corrections employment.

Most (24 or more than two-thirds of the ex-employees had worked in corrections for less than one year; only

two had worked in corrections for more than three years. When interviewed, eight were unemployed, four were in law enforcement, and the rest were working in a wide range of jobs from alcoholism counseling to construction and factory work.

All but four ex-employees reportedly had liked their corrections jobs, but working hours were reportedly a problem where the 12-hour day and six-day work week were standard. The single most disliked aspect of correctional work was the racism found in corrections.

Of the 35 ex-employees interviewed, eight apparently left their jobs involuntarily, five of them fired for sleeping on the job. The others left voluntarily, and reported they would have stayed if the following changes had been made: if there were employment and promotional opportunities, rules regarding relationships with inmates were changed, salaries were increased, work shifts were rotated, in-service training were provided, working hours were shortened, a retirement plan was devised, rehabilitation programs for inmates were developed, and staff were more sensitive towards Blacks.

The ex-employees reported some inadequacies in the physical work environment, and -- unlike most current employees -- almost half reported white co-workers were uncooperative. However, a large majority found white employees in their own work groups friendly and easy to

approach. The majority recalled supervisors as friendly and easy to approach, but more than two-thirds did not feel they encouraged black and white employees to work as a team. Management was viewed by most as more concerned about the welfare and happiness and the working conditions of white than of black employees.

Most of the ex-employees reported satisfaction with the following aspects of their jobs in corrections: supervisors, work groups, progress made prior to departure, pay, the chance to have others look to them for direction, supervisor-subordinate understanding, job security, cooperation among co-workers, and job responsibility. Dissatisfaction was expressed with the way dismissals and transfers were handled, handling of subordinates by supervisors, and various policies and procedures affecting employees.

Unlike most present employees, a majority of ex-correctional employees interviewed felt that except for the job performance evaluation filled out by supervisors, job promotion procedures were unfair to blacks. The ex-employees felt that recruitment and retention of blacks in correctional institutions could be increased by eliminating a variety of racially discriminatory practices, including those affecting disciplinary actions, promotion, and grievances. A large majority of the ex-employees felt that there was a definite

need to increase the number of blacks employed in corrections, in many different levels and types of jobs.

4. Administrators

Administrators identified the absence of the following factors as contributing to high job turnover rates where they exist: competitive salary schedules, job security, affirmative action program, a human relations program, black job counselors, good working conditions, good communications, an integrated recruitment team, location near areas where minorities live, black employee population large enough to give them bargaining power, fairness in dealing with all employees, equal opportunities, opportunities to receive in-service training, variety in job assignment, independence in performing job responsibilities, good attitudes by administrators, promotional opportunities, screening and interviewing at job entry level, fringe benefits, mandate to recruit more blacks, eight-hour work day, and changes in work shift.

Administrators considered education, racism, geographical location, communication, salary, working conditions, housing, transportation, negative image of corrections, and poor public relations as the major barriers to recruiting and retaining black employees.

Fifty-two prison administrators (e.g., wardens, deputy wardens, superintendents, assistant superintendents

etc.) were asked several questions on black employees: race relations, job turnover rates, job retention factors, and barriers to recruitment and retention. A majority (42) of the administrators described the relationship between black correctional officers and white correctional officers as good or excellent. Twenty-nine administrators had similar views on the relationship between black correctional officers and black inmates. However, one-third (17) of the administrators gave the relationship between black officers and black inmates a fair rating. This contrasts somewhat with the 33 administrators who considered the relationship between black officers and white inmates to be good or excellent.

5. Inmates

A randomly selected sample of 128 inmates at the selected correctional institutions were interviewed concerning their attitudes and perceptions of the major problems confronting black correctional personnel. The inmates tended to view black correctional employees as confronting many job-related problems. All but seven percent of the inmates believed that these job-related problems were race related. Identified difficulties included administrative policies and procedures as applied to black employees, racism in various job conditions and opportunities, and role conflict associated with being part of a system which was viewed as oppressing blacks

and providing unequal opportunities. Affirmative action, particularly promotion of blacks so they filled more supervisory and management positions, was recommended as a means of increasing retention of black correctional employees. The inmates recommended a "common sense" approach to employee selection, training, and placement procedures, and suggested that all new correctional employees should be required to talk with a selected number of inmates to obtain an understanding of the job before they decided to accept a job in corrections.

More than three-fourths of the inmates (76 percent) believed there was a need for more black employees in correctional institutions. Many felt that blacks were more effective than whites in helping black inmates prepare to re-enter "open" society, and that they carried an ethnic message: "Someone is trying to be helpful." Inmates also stressed the need for careful screening, including a psychological test, and proper training for correctional officers. They also felt correctional officers should not be all of the same race -- whether all black or all white. Fifteen percent of the inmates did not believe more black correctional officers were needed; they stressed the need for personnel who had understanding and knew how to deal with people.

When comparisons were made between the responses of correctional officers and non-correctional officers, their

perspectives and assessments were found to be extremely similar in most instances, despite important differences in their education and training, job responsibilities, and incomes. Non-correctional officers were somewhat more likely to be career-oriented, and expressed greater satisfaction with some aspects of their jobs, but in general the nature and direction of responses for the two groups were quite similar. It may be that the experiences they share as black employees in correctional systems are more important in shaping their views than the differences in their specific job responsibilities and tasks.

E. Recommended Principles for Recruitment, Selection, and Retention

A variety of specific principles and procedures were developed as recommendations for improving the recruitment, selection, and retention of black and other minority employees in correctional institutions. No unique differences exist between the general principles recommended here and those used by any employer concerned with retaining employees. However, the approaches suggested are considered particularly important for minority employees because of their employees' sensitivity to past and present employment discrimination. Thus the recommended principles should be applied to all job applicants and employees, not just minority group members, but are particularly important for minorities.

1. Recruitment and Retention

Correctional institutions must develop and implement systematic short- and long-range methods for recruiting and selecting minority personnel. Approaches must be clearly stated and demonstrably fair, so that every applicant, regardless of race, feels he was judged individually and objectively on his merits.

Prior to the development of such procedures, the correctional institution must establish a clear policy, known to every employee, that all job applicants will be considered for employment solely on individual merit, and a procedure must be developed for taking remedial action whenever discriminatory practices are found. The following specific areas of action are suggested:

- Job specifications should be developed for each position, based on an accurate job analysis.
- "Person" specifications should be developed which provide minimum requirements for individuals who may be considered for each position, assuring that all requirements are specifically related to job specifications.
- Application forms should be clear, easy to complete, and designed to collect all relevant and necessary data about candidates, to (1) assist in selection of candidates to be interviewed, (2) form a basis for their interview, (3) determine applicant suitability, and (4) facilitate construction of a job market profile.
- Contacting the target group must be done through a multi-media approach, from integrated recruiting teams to use of posters, visits to minority schools, mass media advertisements, etc. Moreover, "job

advertising" for specific positions should be emphasized, and positive aspects of corrections work should be stressed.

- ⑥ Pre-employment orientation should be provided to all candidates under serious consideration, to assure that each candidate understands the requirements and working conditions of the job, the operation of the correctional institution and how the job under consideration fits into the correctional system.
- ⑥ Medical/physical examinations should be made available at a convenient time, and physical requirements should be limited to those actually important for the particular job involved. Brief tests covering key physical requirements should come first, so that an applicant who does not meet these physical standards need not complete the rest of the exam.
- ⑥ Testing should be done only through examinations which are demonstrably job-related, and which meet specifications for technical soundness, administrative convenience, and validity. Scheduling of tests should be flexible, to facilitate their being taken by applicants who are currently employed.
- ⑥ Assistance with finding housing accommodations should be provided to applicants who meet job requirements. Efforts should be made to identify qualified applicants who are willing to move, and they should receive formal assistance in locating acceptable housing near the correctional facility, particularly if the prison is not near a large city or a community with a significant minority population -- or if nearby communities have a housing shortage.
- ⑥ Placement and follow-up should be viewed as the final step of the selection process and the beginning of retention efforts. Candidates should be further oriented to assure their understanding of the job and the work environment, through interviews and provision of written materials. Both successful and unsuccessful candidates should be questioned about the fairness and rationality of the recruitment and selection process. Follow-up including daily or frequent visits should be provided by management for all new employees. Moreover, review of the adequacy of each job "match" should be made by personnel officials, to improve future recruitment and selection efforts.

- Public relations aspects of recruitment should not be ignored. A positive public relations or community relations program is needed to enhance the image of corrections as an occupational area providing prestige as well as economic and personal advancement opportunities for minority group members.

2. Retention

Retention activities should be viewed as part of the overall recruitment-selection-retention process, not as a separate series of activities. Suggested concerns include the following:

- Personnel policies and procedures must be fundamentally changed, to eliminate irrelevant requirements and facilitate opportunities for advancement through application of skills and knowledges which can be acquired on-the-job. Civil service job classifications should be re-examined to remove inflexibilities, remove barriers which unequally affect minorities, and incorporate paraprofessional tasks and structures. The arrest and/or conviction disqualification for applicants should be eliminated in favor of personalized selection, and non-work-related educational or experiential requirements should be revised or removed.
- Occupational levels of minorities need to be reviewed, and concentrated efforts should be undertaken to increase the proportion of minority group members holding supervisory and administrative jobs. The visible lack of minorities in high level, high status, high advancement jobs is a negative retention factor which can be changed through developing firm goals with time frames and taking specific action to remove advancement barriers against minorities.
- Career ladders -- continuous ladders from the entry level through higher level jobs requiring extensive skills -- should be established through functional task analyses for all levels of jobs, including those now performed by professionals. Jobs can then be restructured where appropriate to provide ladders, and knowledge and skills needed for each position can be identified and specified for use in selection and promotion activities.

- Oral tests for promotion should be eliminated in favor of structured multiple personalized interviews, involving standardized rating forms. Oral examinations used in initial employee selection should be discontinued until better safeguards have been devised to prevent extraneous factors from entering the interviewer's decision-making process. Again, standardized rating forms and questions may be one approach for protecting the objectivity and fairness of the selection process.
- Job satisfaction needs to be increased in order to increase career orientation and retention rates. Changes in administrative policies and practices such as shifts in job assignments may help improve employee job satisfaction.
- Management should provide for minority participation in decisions affecting the employee; participative management procedures are recommended, to help employees become involved in decisions so that they share and identify with the institution's mission. The difficulties of having Blacks relate positively to the para-military organizational structure of almost all correctional institutions should be recognized, although this situation is unlikely to be changed.
- Concern for minority employees must be demonstrated, through actions such as hiring, promotions, and educational opportunities, so that Blacks will come to believe that management is as interested in minority as in white employees.
- Training for officers must be provided so that the correctional officer has a clearly defined and understood role and the skills to carry out his job responsibilities. Training should also be provided which facilitates advancement for correctional officers.
- Training for supervisors is required, both in terms of providing management and supervisory skills, and in assuring adequate sensitivity to human relations need and to the special concerns of minority employees. All supervisors should clearly understand equal employment opportunity policies, and assignment of minority employees should reflect sensitivity to supervisory skills and problems.

- Uniforms represent a problem for many black correctional employees. Correctional institutions should consider either making uniforms optional or investigating their value so that empirical data on their beneficial effects become available.
- Counseling by trained career counselors should be available in all correctional institutions and to all employees. Counseling should cover long-term career planning as well as the handling of immediate job-related problems.
- Transportation is a major problem for employees at many institutions which are located far from urban centers or from residential areas in smaller cities or towns. Transportation needs should be considered in the selection of sites for future institutions, and the lack of public transportation should be recognized as a negative factor in the recruitment and retention of minorities -- particularly where no nearby communities exist with significant minority populations. Housing assistance may be provided to overcome this problem in the short-term; special transportation arrangements might also be considered, such as arranging car pools or providing vans or buses.
- Equal treatment of all personnel must be assured, through the establishment and consistent monitoring of equal employment opportunity policies.
- Review boards and clearly defined appeals processes are needed by all correctional facilities, to assure that grievances are adequately reviewed and that every employee feels confident of an opportunity for a hearing. Bi-annual conferences with minority employees might also be desirable, to review practices and experiences and develop plans for improving affirmative action programs and grievance procedures.
- Federal subsidies -- salary subsidies provided in diminishing amounts over a limited number of years -- might be considered, to bring correctional salaries to a level of parity with those of other public servants such as firemen and police officers.

These recommended approaches should facilitate minority recruitment, selection, and retention in correctional jobs.

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