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

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BY

EUGENE BEARD

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 report is the third of 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

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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, this volume, examines minority employees' attitudes and perceptions as a means for constructing recruitment and retention strategies.

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EXECUTIVE SUMMARY

A.   Study Background and Purpose

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. This sub-study is part of a larger study designed to provide information about the current utilization of minority employees in selected correctional institutions and to offer recommendations for increasing the hiring and retention of minority employees in corrections.

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 sub-study had the following specific objectives:

- Develop statistical profiles of Black correctional personnel;

- Identify significant variables related to the recruitment and retention of Black correctional personnel;

- Devise suggested procedures and techniques for recruiting and retaining Black correctional employees.

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B. Methodology

The sub-study utilized a series of interviews and self-administered questionnaires to obtain data from a total of 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.

Interviews were conducted with personnel at seven state-operated correctional facilities in six states. Selected based on their geographical locations, racial composition of employee population, and recommendations of the study's advisory commission, the seven correctional institutions were:

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

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

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(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" Black employee populations. Data analysis was carried out at the Howard University Computer Center using SPSS (Statistical Package for the Social Sciences) and BMDP (BioMedical Package) programs.

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.

C.   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,

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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.

Fifty-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

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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

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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 maximum 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; changes 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

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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 specific efforts to improve communications.

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 reportedly read it 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 at present 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. At present, 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 beem 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, a rehabilitation program for inmates was 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

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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

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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.

D. 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 these employees' sensitivity to past and present employment discrimination. Thus the recommended principles should be applied to all job

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applicants and employees, not just minority group members, but are particularly important for minorities.

1. <u>Recruitment and Selection</u>

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:

● <u>Job specifications</u> should be developed for each position, based on an accurate job analysis.

● <u>"Person" specifications</u> 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.

● <u>Application forms</u> 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 ther interview, (3) determine applicant suitability, and (4) facilitate construction of a job market profile.

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- 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.

- 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.

- 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.

- 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.

- 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.

- 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 pro-
vided by management for all new employees. More-
over, 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 pres-
  tige 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 funda-
  mentally changed, to eliminate irrelevant require-
  ments 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 re-
  viewed, and concentrated efforts should be under-
  taken 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 de-
  veloping firm goals with time frames and taking
  specific action to remove advancement barriers
  against minorities.

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- 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 becomes 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.
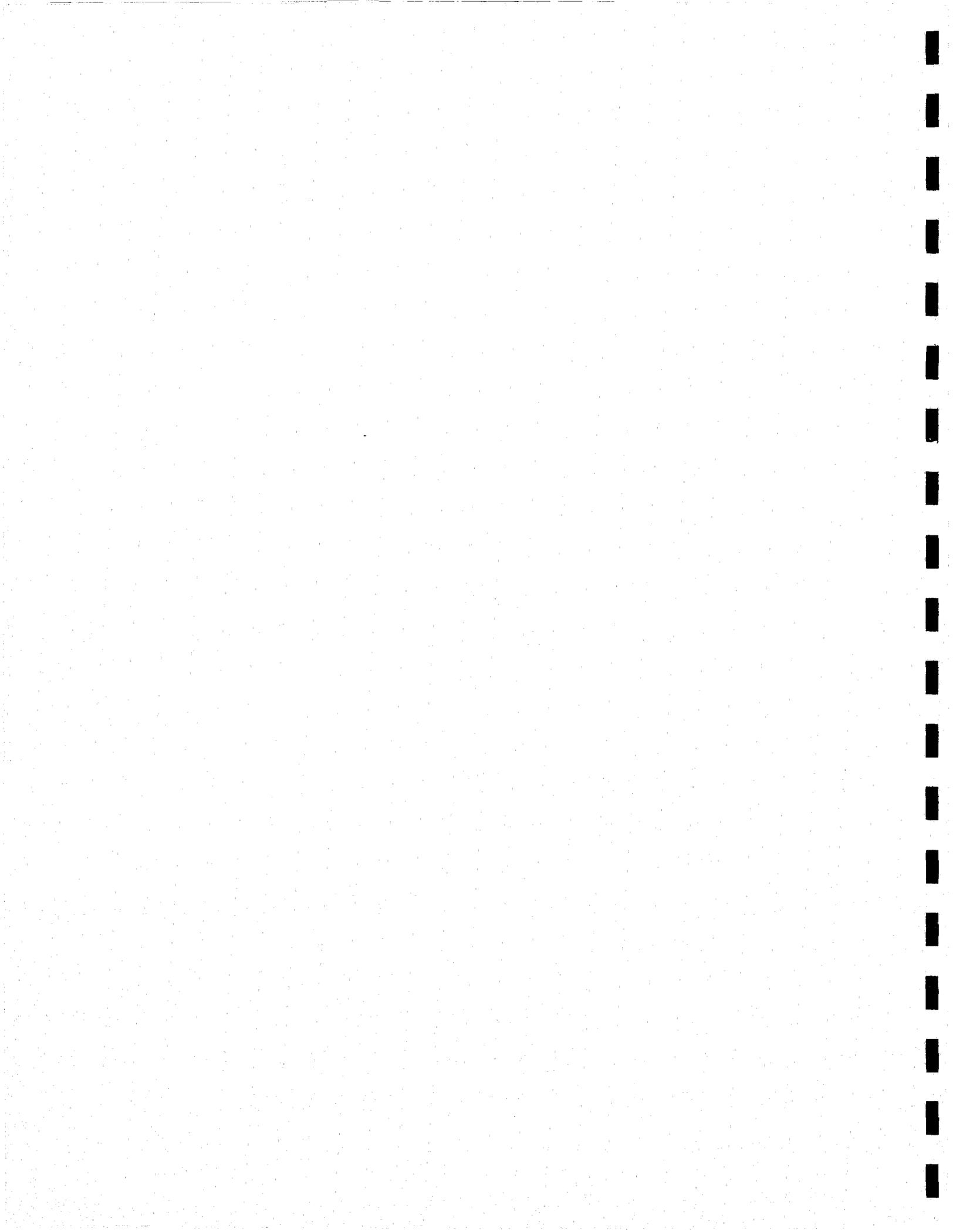
INTRODUCTION

A. Background

The total inmate population in local, state, and federal correctional facilities in the United States was recently estimated to be 250,000.[1] It has also been estimated that 47 percent of the total U.S. inmate population is Black. However, the number of Blacks holding administrative, custodial, or treatment jobs in corrections is disproportionately small.

Many individuals, groups, and organizations -- most recently, the National Advisory Commission on Criminal Justice Standards and Goals -- have called for increased and more effective recruitment and retention of Blacks in corrections jobs. This study includes several sub-studies and represents one effort to obtain the information and understanding needed to improve minority employment in corrections.

B. Purpose and Objectives

The purposes of this sub-study were: (1) to assess the attitudes and perceptions of Black correctional personnel concerning recruitment and retention, and job satisfaction, and (2) to develop suggestions for corrections officials for recruiting and retaining Black employees.

Sub-study objectives were to: (1) develop statistical profiles of Black correctional personnel, including custodial,

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[1] Gettinger, Steven, "U.S. Prison Population Hits All-Time High," Corrections Magazine, Vol. II, No. 3 (March, 1976), p.9.

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treatment, administrative, and staff personnel; (2) identify significant variables related to the recruitment and retention of Black correctional personnel; and (3) devise a set of suggested procedures and techniques for recruiting and retaining Black employees.

The sub-study sought to provide empirical answers to the following major questions:

- What are the attitudes, perceptions, job characteristics, and job-related problems of Black custodial, treatment, administrative and staff personnel in correctional institutions?

- What is the influence of these factors on the attraction and retention of Black correctional employees?

C. Methodology

An ex post facto research design was used to conduct an empirical inquiry of the background, job satisfaction, working environment, supervision and leadership, recruitment, and retention of Blacks employed in state-operated correctional institutions. The data needed to fulfill aims of the study were collected through the use of interview forms and self-administered questionnaires.

1. Sampling Technique

A judgmental sampling technique was used to select the prisons included in the study. The criteria for inclusion were: (1) geographical location, (2) racial compositions of the employee population, and (3) the recommendations of the study's advisory committee.

Applying these criteria, the following prisons were selected for study:

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

A total of 636 interviews were conducted. Of this number, 304 were with correctional officers (custodial officers), 117 with other personnel ("non-correctional officers," i.e., treatment officers and administrative personnel), 128 with inmates, 52 with wardens and superintendents and their assistants, and 35 with correctional ex-employees.

2. Instrument Construction

A variety of question forms (open-ended, dichotomous, and multiple choice) were used in the sub-study's instrumentation. Many of the attitudinal questions utilized response alternatives in a Likert-type scale providing three or four choices. The inmate questionnaire consisted of open-ended questions, whereas the correctional personnel, warden/superintendent and ex-employee questionnaires used a mixture of item types.

A scale developed by Drexler, et al (1972)[2] and modified for purposes of this study, was used to collect

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[2]John A. Drexler, et al, "Navy Retention Rates and Human Resource Management," University of Michigan, Ann Arbor, Michigan, 1973. Reproduced by National Technical Information Service, U.S. Department of Commerce, Springfield, Virginia.

data on supervisory support, peer support, and organizational climate.

3. Pretesting

All data collection forms were pretested at the Ohio State Reformatory, Mansfield, Ohio. The pretest provided data and guidance on the adequacy of the sample size to meet the study objectives, adequacy of training and instructions to interviewers, adequacy of questions contained on each form, variability within the several groups under investigation, expected number of contacts and refusals, adequacy of data collection methods, and a more precise estimate of the cost of doing the field work.

4. Interviewer Selection and Training

Eighteen persons (mostly college educated) were selected and trained as field interviewers. In addition to education, sex, age and experience, interviewers were selected on the basis of impartiality, friendliness, adaptability, and ability to do accurate reporting.

Interviewer training was designed to provide interviewers with the skills necessary for effective interviewing in this study. Consequently, the following areas were covered: (1) purpose of the study, (2) techniques and dynamics of interviewing, (3) exact nature of the data required, (4) circumstances under which the

data were to be collected, (5) project questionnaires and interview forms, and (6) practice interviewing.

5. Data Collection

Prior to the actual collection of the data, a project staff member visited each of the participating institutions for the purpose of establishing guidelines for interviewing in the respective institutions, identifying the site where the interviewing would take place, briefing the correctional administrator on the goals and objectives of the project, obtaining the names and addresses of employees and ex-employees, and obtaining permission to interview employees during working hours. A letter was then mailed to potential interviewees informing them about the project and requesting their participation.

After the necessary preliminary arrangements had been made, teams of interviewers and supervisors were sent to the various correctional institutions to collect data. Interviewers were required to edit their data collection forms, including self-administered questionnaires, to make certain that instructions had been followed, and that all questions had been answered completely. The forms were then sent to the central office for coding and keypunching.

6. Data Analysis

The data were analyzed in several ways. First, tabulations and analyses were provided by facility -- there were six facilities in five states. Second, data were analyzed by job-type of minority employees at these facilities -- correctional officers and all other personnel. Third, data were aggregated for all facilities and job-types to obtain an overview of the minority employee population in all facilities. The similarities and differences among and between the subject populations then became the basis for further classification.

Three phases of analyses were used. Step one in the analysis consisted of a "screening" process. As a result of screening, extreme values, keypunching errors, and patterns of non-response or missing values were observed. The data set was then edited to remove gross errors before more elaborate analyses were attempted. The errors in the data considered significant were: values outside stated minimum or maximum limits, missing values, values equal to zero, and inappropriate letters or symbols.

In order to determine the significance of missing values, or values equal to zero, the data were handled through two programs. The first involved a search for data patterns of dichotomies. This program finds frequencies and patterns for any specified code in the

input data. Two codes were specified: blanks and zeros. Since there was only one variable with a zero category -- the highest year of regular school completed at time of entering the criminal justice system -- and no employee had zero years of education, all zero categories were removed. Use of this program had two results: first, an indication of patterns of non-response; and second, an indication of consistency and validation of two-part questions such as "Are you a veteran" and branch of service. This led to an understanding of the degree and nature of keypunch errors as well as errors in the order of the data deck.

A second program computed summary statistics in which all data and cases were listed. A combination of these two analyses allowed computation of the basic statistics, including various estimates of the mean, frequency, variance, and deviation from the norm, using only positive responses. That is, no answers on specific variables that were equal to zero, or blank, or above maximum would be entered into computations, or bias the statistical or graphic displays of information which describe the subject population.

All statistical analyses for this study were conducted at the Howard University Computer Center using SPSS (Statistical Package for the Social Sciences) and

BMDP (MioMedical Package) programs. Output from these
two programs included frequency count routines, partial
correlations, partial co-variances, regression coeffi-
cients, standardized coefficients, standardized errors
for coefficients, co-variances and correlations for
regression coefficients, test and significance levels
for regression coefficients, and two types of squared
multiple correlations and their significance levels.

Distribution of the respondent population by facility
for correctional personnel was as follows:

- Chino, California, 13 percent;
- Frontera, California, 10 percent;
- Mississippi, 23 percent;
- Louisiana, 30 percent;
- Michigan, 11 percent; and
- New Jersey, 13 percent.

Correctional officers represent 72 percent of the popula-
tion studied. By institution, correctional officers
represent 70 percent of the minority sample in Chino,
California; 44 percent in Frontera, California; 87 percent
in New Jersey; 52 percent in Louisiana, 75 percent in
Michigan; and 76 percent in Mississippi. The largest sam-
ple for correctional officers was from the facility in
Louisiana, while the largest sample for non-correctional
officers was from Michigan. The nature of this regional
disparity in sample size as it affects the attitudes and
measures tested was offset somewhat by the relatively
even distribution of minority employee job-types at the

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Frontera and Louisiana facilities, which accounted for 28 percent of the population. Except for Frontera, California and the Michigan facility, there was an inverse relationship between the size of the Black employee population and non-correctional officers; that is, the larger the representative sample of Black correctional personnel from a specific facility, the smaller the sample of non-correctional officers from that facility. Because of this inverse relationship, regional preferences, demographic profiles, and institution-specific attitudes could conceivably influence the profile of minority personnel if the sample from any one facility was particularly large or small.

Summary statistics were computed for each facility, as well as for each of two job-task designations. The resulting output showed that differences between facilities were minimal; differences within facilities were between job-task designation (e.g., correctional vs. non-correctional employees). Therefore, for the purpose of analysis, all correctional personnel were treated as one unit and all non-correctional personnel were treated as one unit.

No significant difference was found between the response of women and men to items on the questionnaire. Patterns of missing values, some of which were non-responses to questions, were also consistent between

these two groups. Since the major similarities and differences were not due to region or sex, or degree of representation, the data for non-correctional personnel were not weighted to conform with the distribution by facility for correctional personnel.

7. Sub-Study Limitations

The major constraints of this study were: (1) its use of Black correctional employees as the major source of primary data, and (2) the lack of direct investigator control over the independent variables (such as job title, job assignment, working hours, etc.) because they were inherently non-manipulable. There were no comparison data for white correctional personnel, except for some limited statistical information obtained from two prisons. Otherwise, comparisons were internal, with sub-groups of respondents compared with each other and with responses of the total group.

SECTION I

BLACK CORRECTIONAL OFFICERS
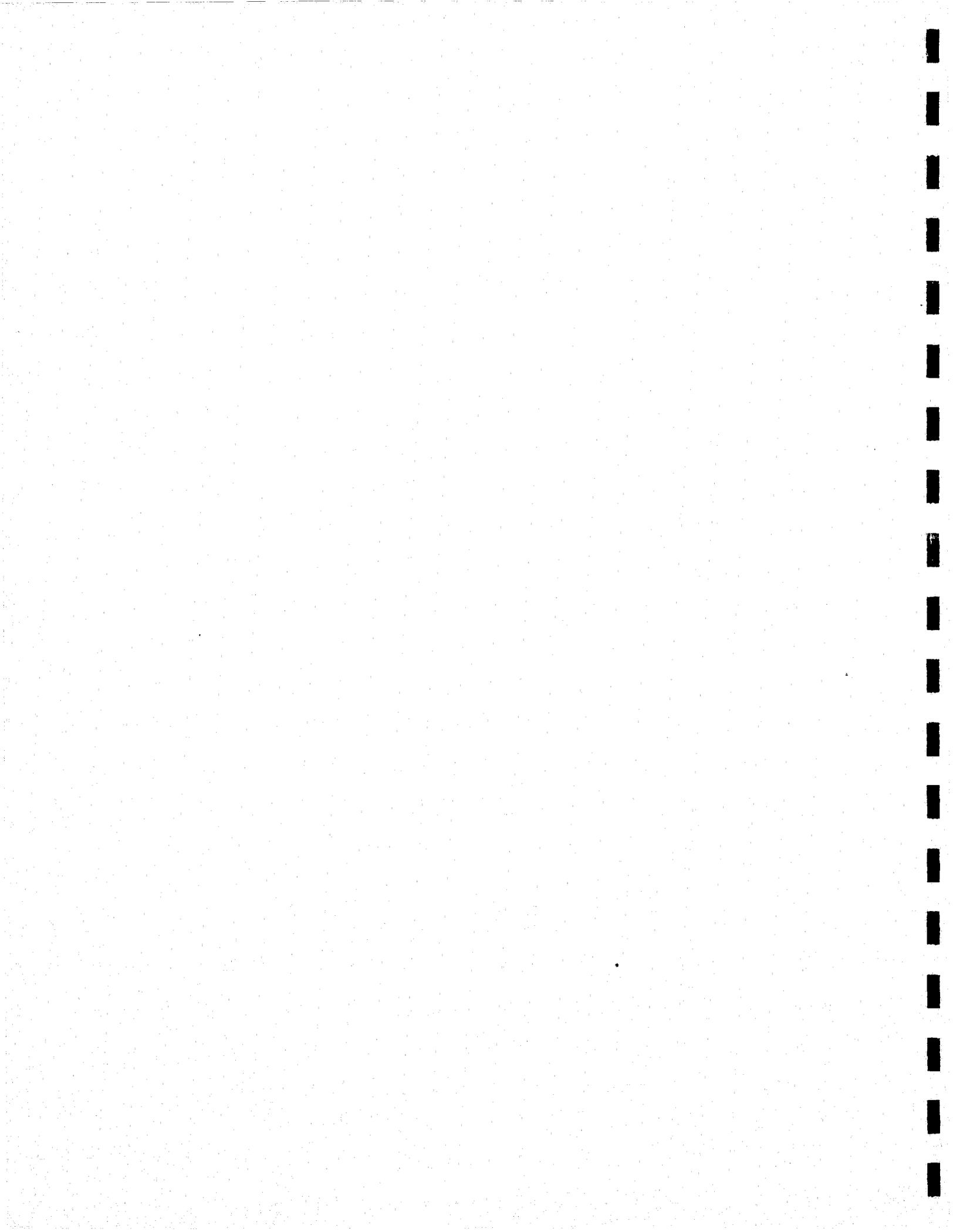
A.   DEMOGRAPHIC PROFILE

This section of the study reports on data collected from 304 Black correctional officers, 83 percent of them men, 15 percent women. Twenty-nine percent of the officers were 24 years old or less, 58 percent were 25 to 34, 15 percent 35 to 44, and seven percent 45 or older. Their median age was 28 years. Thirty-seven percent of the respondents said they regarded their work in corrections as a career; these career-oriented officers tended to be older, but less well-educated, than the rest.

Most of the officers (59 percent) were married, but 23 percent had never been married, 11 percent were divorced, six percent were separated, and one percent were widowed. Sixty percent of the married officers had working spouses. Just over half (51 percent) of the officers had one or no dependents, 34 percent had two or three, and the remaining a 15 percent had four or more.

The median income for the officers was $8,000-$11,000. Two-thirds of the officers had at least a high school education, with 13 percent holding bachelor's or higher degrees, and 45 percent had served in the Armed Forces (mainly the Army).

About half of the officers lived in a town or small city (under 25,000 population), 24 percent lived in a medium-sized city (25,000-100,000 population), 15 percent lived in a large

city (over 100,000 people), eight percent lived in the suburbs of a medium-sized or large city, and four percent lived on farms. Thus most of the officers were residents of small or medium-sized cities.

B. EMPLOYMENT AND WORKING ENVIRONMENT

1. Employment

Almost all (98 percent) of the officers were employed on
a full-time basis. The vast majority (87 percent) were cor-
rectional officer specialists. Considering that only 11 per-
cent of the officers had previously worked in another correc-
tional institution, and that 72 percent had worked at their
present job for two years or less, the respondents could be
regarded as relatively inexperienced.

Respondents were queried about their career intentions
at the time of hiring. Only 20 percent of the officers had
career intentions at the time of their hiring (see Figure 1),
while more than half (53 percent) were undecided, 13 percent
had not thought about it, and another 13 percent had other
views. At the time of the survey, 37 percent expected to
make corrections work a career. Only 40 percent of the re-
spondents who were career-oriented at the time of this survey
reported having had definite intentions of making corrections
a career at the time they initially entered, and eight per-
cent of the presently non-career-oriented officers had such
intentions. Why the eight percent eventually decided against
a career in corrections is not certain, but it is reasonable
to assume that their subsequent work experiences influenced
this decision.

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FIGURE 1

PERCENTAGE DISTRIBUTION OF CAREER INTENTIONS AT TIME OF HIRING

	Presently Career-Oriented Officers	Presently Non-Career Oriented Officers	Aggregate Total
Intended to make career of corrections	39	8	20
Undecided	43	58	53
Hand't thought about it	8	17	13
Other	9	17	13
	—	——	—
	99	100	99

Slightly more than two-fifths (42 percent) of the employees had learned of their first job in corrections through relatives or friends; 16 percent through a public employment agency; ten percent through mass media; six percent through the school employment service or counselor: and the rest through an employer or other means. Only three percent learned of the position through information sent by a recruiter. The high percentage of employees who found out about openings in corrections through relatives and friends is explained in part by the finding that one-fourth of the officers had relatives working at the same or other correctional institutions.

Correctional officers were asked about how they decided to take the corrections job. Sixty-eight percent of the officers said that the decision to take a job in corrections

was solely their own; 18 percent said that relatives had the greatest influence on their decision, and the rest (14 percent) said other persons such as work supervisor, career counselor, etc., had the greatest influence. Career-oriented respondents tended more often to be influenced by a supervisor or counselor than did non-career-oriented officers, as shown by the following data.

Influenced by:	Career Percent	Non-Career Percent
Relative	17	20
Supervisor or Counselor	7	0
Self	62	71
Other	14	9
	100	100

Respondents were asked to react to four statements which focused on their reasons for entering prison work. Figure 2 summarizes the responses. The data indicate that approximately 60 percent of the officers felt each of the four factors was either important or very important. Getting a sure job, wanting to rehabilitate inmates, a feeling of having special talent for correctional work, and feeling there was an opportunity to eventually reach a position of authority -- all seemed attractive to the respondents. While career-oriented and non-career-oriented officers did not differ on their assessment of the importance of getting a sure job, they valued the other three items differently. In each case, non-career officers were almost evenly divided concerning

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FIGURE 2

PERCENTAGE DISTRIBUTION OF RESPONSES TO
POSSIBLE REASONS FOR ENTERING CORRECTIONAL WORK

	Not A Factor At All	Not Very Important	Important	Very Important
This institution offered a sure job when I was having trouble getting one.	26	17	34	23
I wanted to help rehabilitate inmates.	23	14	42	21
I felt I have a special talent for a job in corrections.	26	12	34	28
I felt I could work my way to a position of authority in a correctional institution.	21	18	35	26

the perceived importance or unimportance of each factor. On the other hand, 75 percent of the career-oriented officers felt that the rehabilitation of inmates and the possession of a special talent for correctional work were important, and 70 percent felt moving up to a position of authority was important.

Respondents were asked about the duration of selection procedures when they were hired by the prisons. Employment applications were generally processed quickly, with 40 percent of the officers being hired within one week after filing their applications, and another 22 percent within two to

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three weeks. The size of the Black employee population at each prison and the amount of time that elapsed between initial application and notification of employment were significantly ($p=.02$) related. More than half (58 percent) of the officers who waited one week or less before notification of employment worked in prisons with high Black employee populations.

Almost half the officers (48 percent) were employed full-time elsewhere when they applied for a job at their present institution. Those who regarded their present job as a lifetime career tended more than the rest to have been employed full-time when they applied for the corrections job. Two-thirds of the officers felt their present job entailed more responsibility than the one previously held.

Most respondents (88 percent) reported little or no difficulty in securing their present position. Of the 12 percent who reported difficulty, race and general job market conditions were identified as the main problems. The majority of the officers filled existing vacancies, while 18 percent filled newly-created positions.

When officers were asked whether the number of Black employees at their respective places of employment was low or high, 54 percent of them described the number of Blacks in the prison where they worked as "low," while 46 percent said their institution had a "high" percentage of Black employees.

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Institutions reported to have a "high" percentage of Black employees had a greater percentage of non-career-oriented officers than did institutions with a reported low percentage of Black employees. Many possible explanations for this finding can be suggested. It may be that with many Black employees competing for the same positions, there is less desire for officers to make correctional work a career. It is also possible that some institutions with few Blacks hire only highly motivated and qualified Blacks, most of them with a strong career orientation; thus the finding may be an affect of discriminatory hiring practices. Another explanation could be that where there is a high concentration of Blacks, the powers-that-be take little interest in improving working conditions or otherwise encouraging a career orientation.

Approximately three-fourths (72 percent) of the officers lived within 30 miles of their place of employment and 27 percent lived within 26 miles; only one percent lived more than 62 miles away. Most officers reported going to work by private car (64 percent) or in a car pool (34 percent).

Forty percent of the respondents worked on the second shift, 30 percent worked on the third shift, and 28 percent worked on the first shift at the correctional facilities. Half (51 percent) of the officers were employed in maximum security, and the rest in medium security (23 percent), minimum security (19 percent), or a combination of sections (7

percent). Sixty-six percent of the career-oriented respondents were employed in maximum security as compared with 41 percent of the non-career-oriented respondents.

2. Working Environment

A number of questions concerning the work environment were asked the study participants; most dealt with the physical environment.

Most of the officers felt that lighting (73 percent) and workspace (60 percent) were adequate, but that ventilation (53 percent) was inadequate, and the temperature (59 percent) was either too hot or too cold. The officers were ambivalent on the question of whether work areas were reasonably quiet. Three-fourths (74 percent) of the officers felt that job tasks were routine and repetitive; and, paradoxically, 74 percent felt their work was interesting and challenging. Career officers found the job to be less risky and more interesting and challenging than did the rest of the respondents; the overwhelming majority (88 percent) of respondents felt their jobs involved physical risks and hazards.

C. MANAGEMENT METHODS AND PRACTICES

The views of Black correctional officers concerning various management methods and practices -- and their practical implications -- were investigated as part of this study. Responses are presented below for several major variables.

1. Supervisory Behavior

In general, the correctional officers surveyed thought they received support from their supervisors. Moreover, supervisors were perceived as: (1) requiring high job performance standards (87 percent), (2) offering new ideas for solving job-related problems (65 percent), (3) being friendly and easy to approach (89 percent), and (4) paying attention to what subordinates say (90 percent). However, they were reported as neither encouraging nor discouraging Blacks and whites to work as a team. Career-oriented officers found the supervisors more friendly and attentive than did the non-career officers.

Asked how supervision could be approved, respondents indicated their immediate supervisors could serve Blacks better if they possessed more information about good management (68 percent), had greater ability to handle the administrative side of their jobs (52 percent), possessed more information about Blacks (75 percent), and showed more interest in and concern for Blacks whom they supervise (68 percent).

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Significant ($p > .01$) differences were found in the opinions of officers working in prisons with low versus high Black employee populations concerning whether supervisors needed to express more interest and concern for Blacks under their supervision. Two-thirds of all respondents who felt supervisors needed to express "a little more" interest and concern for Black employees were from prisons with high Black employee populations. Similarly, two-thirds of respondents who indicated supervisors needed to express "very much" more interest and concern were from prisons with low Black employee populations.

2. Peer Relationships

Black correctional officers generally found their white co-workers to be friendly and easy to approach. Similarly, officers felt that Blacks and whites "to some extent" emphasized a team goal and planned together and coordinated their work efforts. Whites also reportedly provided needed help so that work could be planned, organized, and scheduled ahead of time.

Whites also were reported to offer Black officers new ideas for solving job-related problems, and respondents felt that people in their work groups maintained high standards of performance. Non-career-oriented Blacks found whites less helpful than did career Blacks.

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3. Organizational Climate

   ⊚ Human Resources Primacy

   Some items attempted to examine whether management
   treated Blacks and whites differently; this vari-
   able was called "human resources primacy". The
   data (see Figure 3) showed that Black correctional
   officers believed management had a far more posi-
   tive attitude toward whites than toward Blacks
   with respect to: (1) having a real interest in
   the welfare and happiness of the employees, (2)
   trying to improve working conditions, and (3) or-
   ganizing work activities sensibly. In the first
   and second instances, career-oriented Blacks were
   less negative in their views of management's treat-
   ment of Blacks than were non-career Blacks.

   Officers' views of management's interest in white
   employees differed ($\rho > .01$) according to the size
   of the Black employee populations, as did opinions
   concerning management's interest in improving the
   working conditions of white employees ($\rho > .01$). Re-
   spondents in prisons with a small number of Black
   employees were particularly likely to feel manage-
   ment had a greater interest in white employees
   and their working conditions than in Black employees.

   ⊚ Decision-Making Practices

   The extent to which management tended to consult
   with Black employees about whom it made decisions
   was investigated (see Figure 4). More than one-
   third (36 percent) of respondents reported Blacks
   were not consulted at all when a decision was made
   affecting them; only seven percent felt Black
   employees were consulted "to a great extent,"
   while almost half (48 percent) reported consulta-
   tion occurred "to some extent."

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FIGURE 3

PERCENTAGE DISTRIBUTION OF BLACK PERCEPTION OF
BEHAVIOR OF MANAGEMENT TOWARD BLACKS AND WHITES

	To No Extent	To Some Extent	To A Great Extent	Not Applicable
Real interest in welfare and happiness of:				
a. Blacks	45	40	9	7
b. Whites	3	34	57	5
Attempt to improve working conditions for:				
a. Blacks	46	42	7	4
b. Whites	8	40	46	6
Work activities sensibly organized for:				
a. Blacks	35	50	6	9
b. Whites	7	40	42	12

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┌─────────────────────────────────────────────────┐
│                   FIGURE 4                        │
│                                                   │
│   DECISION-MAKING PRACTICES:  EXTENT TO WHICH     │
│    AFFECTED EMPLOYEES ARE ASKED FOR ADVICE        │
│                                                   │
│                            Percent                │
│                                                   │
│        To No Extent          36                   │
│        To Some Extent        48                   │
│        To a Great Extent      7                   │
│        Not Applicable         9                   │
│        Total                100                   │
└─────────────────────────────────────────────────┘
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Similarly, it was felt that information was not widely
shared in the prisons so as to make all facts accessi-
ble to persons making decisions regarding Black employ-
ees. A majority of the respondents who did believe
that all facts were accessible to the decision-maker
"to some extent" or "to a great extent" worked in pri-
sons with high Black employee populations. Sixty-three
percent of the respondents who felt facts were not at
all accessible worked in prisons with low Black employee
populations.

The practice regarding decisions affecting Black em-
ployees, reported by 38 percent of respondents, was to
announce a decision without providing the employee an
opportunity to raise questions or comments. Twenty-
three percent felt that some opportunity was given to
ask questions, and 14 percent felt that after decisions
were drawn up, they were discussed with the Black em-
ployee and sometimes modified before being issued.
Seven percent felt the Black employee was asked to
choose the best of a set of specific alternatives drawn
up by the supervisor, and 18 percent indicated that
problems were presented to the Black employee and the
decision felt to be best was adopted by the supervisor
and employee jointly. Only in about 40 percent of the
cases, therefore, did Black correctional officers feel
they had meaningful input into decisions affecting
them.

⊙ Communication Flow

The respondents felt they were not receiving adequate
information about what was going on in other sections
or shifts. Their perceptions were related to the size
of the Black employee populations at each prison.
Almost two-thirds (63 percent) of all respondents who

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felt the information they received was adequate were
from prisons with high Black employee populations.
Of those who indicated the information was not at all
adequate, 63 percent were from prisons with low Black
employee populations.

The majority of officers felt white peers were re-
ceiving more information. Respondents from high Black
employee population prisons tended to see no differ-
ences in the quantity of information received by Black
and white employees, while a majority (57 percent) of
the respondents from low Black employee population
prisons felt white employees received more information.

● Motivational Conditions

Several measures of motivational conditions were in-
vestigated, including how differences between Black
and white employees were handled. Respondents re-
ported that when Blacks and whites had differences,
there was often an attempt to work them through. Re-
sponses are shown in Figure 5.

FIGURE 5

HANDLING OF DIFFERENCES OR DISAGREEMENTS
BETWEEN BLACKS AND WHITES

Responses	Percent
Almost always avoided, denied or suppressed	22
Sometimes avoided, denied or suppressed	27
Sometimes accepted and worked through	41
Almost always accepted as necessary and desirable and worked through	10
Total	100

The motivation of Black employees was also more
directly investigated. One-quarter of the respondents
selected each of the following options describing
why Black correctional officers work: (1) to keep
their jobs, and to make money; (2) to keep their jobs,
make money, and seek promotions; (3) to keep their

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jobs, make money, seek promotions, and do a satisfying job, because other people in their work group expected it; and (4) to keep their jobs and avoid being "chewed out." Thus, about half the Black officers can be considered highly motivated. As would be expected, career-oriented respondents were more highly motivated than non-career-oriented.

4. Goals and Aspirations

The officers were asked to respond to a list of seven job-related goals and aspirations by indicating the importance of each, and whether the goals/aspirations could be achieved in correctional institutions. The questions solicited comments on chances for increased salary, chances for more training and education, chances to be a leader or supervisor, retirement benefits, security of job and income, variety in work assignments, and medical benefits.

A look at the data in Figure 6 indicates that responses to all questions were very similar. All seven measures were considered important by more than 80 percent of respondents, although variety in work assignments and chances to be a leader or supervisor were considered important by 81 and 83 percent of respondents respectively, while each of the other five factors was considered important by at least 93 percent of respondents. Similarly, the large majority of respondents felt that all these goals could be achieved in a correctional institution. A total of 82 percent felt correctional facilities offered chances to be a leader or supervisor, and 89 percent felt such institutions offered variety in work assignments. More than

FIGURE 6

PERCENTAGE DISTRIBUTION OF RESPONSES TO ITEMS ON
GOALS AND ASPIRATIONS OF BLACK CORRECTIONAL OFFICERS

	Not Important	Important	Cannot Be Achieved In A Correctional Institution	Can Be Achieved In A Correctional Institution
Chance for increased salary	4	96	5	95
Chance for more training and education	4	96	9	91
Chance to be a leader or supervisor	16	83	16	82
Retirement benefits	6	93	2	98
Steady, secure job and income	4	95	7	93
Variety in work assignments	19	81	11	89
Medical benefits	5	94	4	96

90 percent of respondents felt each of the other five goals could be achieved in a correctional institution.

Differences ($p > .01$) were noted in the respondents' beliefs that a steady, secure job and income could be achieved in a correctional setting based on the size of the Black employee populations at the institutions. Approximately 80 percent of all respondents who believed this security could not be achieved were from prisons with high Black employee populations. Non-career-oriented respondents did not feel chances to be a leader and variety in work assignments were as important as did career officers, which may explain the lower rates of positive response for these factors. In addition, career-oriented respondents were more confident that opportunities for leadership and retirement benefits could be achieved in correctional institutions than were the non-career-oriented respondents.

5. Advancement Opportunities and Career Orientation

Nine items on a three-point Likert scale were used to examine certain advancement-related factors which may affect job retention. Most respondents (51 percent or more) expressed satisfaction with only four of the nine items. The respondents did not agree on whether their pay was comparable to what they would receive on other jobs they felt qualified to hold, or on whether job assignments were changed as frequently as they would have liked. In each case, less than

20 percent of the officers were undecided; the rest were evenly divided for and against the statement. In response to the statement "Career opportunities in corrections are better than they are on other jobs," 37 percent agreed, 37 percent disagreed, and 26 percent were neutral.

When opinions were solicited concerning opportunities made available for advancement of Black employees, there were more negative than positive responses. The officers felt that chances for advancement were better at jobs elsewhere than at the institutions of their employment. However, 55 percent felt their job assignments offered them a chance to acquire training and experience needed for advancement to better paying positions. They also believed the skills they were acquiring would be of value in other employment situations.

Two-thirds of the respondents said their current employment provided new and exciting experiences, and three-fourths thought jobs in corrections provided an opportunity to do something worthwhile. However, the majority (53 percent) did not feel that working in corrections allowed them to leave their personal problems behind.

On six of the nine items reported above, career-oriented and non-career respondents differed. Figure 7 summarizes these differences. Non-career-oriented respondents felt their chances for advancement were greater elsewhere, while career-oriented respondents felt their chances were greater in

FIGURE 7

PERCENTAGE DISTRIBUTION OF RESPONSE OF CAREER AND
NON-CAREER OFFICERS ON JOB-RELATED RETENTION ITEMS

	Disagree	Undecided	Agree	No Response	Total
Job assignments changed as frequently as desired:					
a. Career	58	12	30	–	100
b. Non-Career	26	19	54	–	100
Chances for advancement are better at present institution than elsewhere:					
a. Career	32	26	42	–	100
b. Non-Career	63	15	22	–	100
Present job provides training needed for advancement to better paying job at institution:					
a. Career	23	7	70	–	100
b. Non-Career	45	10	45	–	100
Career opportunities are better in corrections than elsewhere:					
a. Career	21	28	51	–	100
b. Non-Career	50	18	32	–	100
Job gives opportunity to do something worthwhile:					
a. Career	9	8	82	–	99
b. Non-Career	27	13	60	–	100
Working in corrections allows me to leave personal problems behind:					
a. Career	47	12	41	–	100
b. Non-Career	20	5	18	57	100

$\rho > .01$

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corrections. Most career-oriented respondents felt their job assignments were changed frequently enough, while most non-career respondents felt they were not. While non-career respondents were undecided on whether their jobs offered a chance to acquire additional training/education needed to advance to better paying positions, the career-oriented respondents felt their jobs provided a chance to acquire such training. Career-oriented respondents tended to feel that career opportunities in corrections were better than they were on other jobs, while non-career-oriented respondents were more likely to deny that working in corrections allowed them to leave their personal problems behind than were career-oriented respondents. In general, career-oriented respondents were more favorably disposed towards corrections than non-career-oriented officers.

6. Retention Incentives

Questions of salary, retirement benefits, and opportunities for job mobility and for more education were pursued further. Respondents were asked to estimate the effects of certain policy changes on their interest in working in corrections. Officers reported that several policy changes would have a positive effect on retention. Respondents (66 percent) favored a cash bonus for each five-year period of service completed. They were even more positive (71 percent) about a change which would make the pay and benefits of prison

employees comparable to the pay and benefits of similar employees in the private sector. Retirement after 25 years with three-fourths pay instead of half pay would positively affect 82 percent of the officers. A change which would allow employees to accumulate two weeks of educational leave annually for advanced job training with pay would favorably affect the career interests of 92 percent of the officers. Respondents (80 percent) also were in favor of guaranteeing employees their choice of shift during the first three years of employment, provided there was an opening on that shift. A similar percentage favored giving employees an opportunity to change their job classification after one yar of employment, and 76 percent favored giving the employees a yearly bonus of up to 10 percent of their base pay for outstanding performance.

Career- and non-career-oriented respondents had similar views on retention incentives, while significant differences were found between respondents from prisons with high versus low Black employee populations in populations in three incentive areas. Correctional officers from institutions with low Black employee populations gave more favorable responses concerning the job retention effects of a cash bonus for each five-year period of service, annual paid educational leave, and a yearly bonus for outstanding performance.

Summing up, improved retirement benefits and monetary
rewards for completed service or outstanding performance
were all highly rated as job retention incentives. The very
high favorable response given to the opportunity to take ad-
vanced job training without losing pay suggests the officers
are genuinely interested in self-development, which hopefully
would improve job performance and benefit the prison community.

7. Tests

Respondents were asked to assess the fairness of spe-
cific aspects of the selection and promotion system. Most
felt the written examination (83 percent), the oral examina-
tion (81 percent), and the educational requirements (81 per-
cent) used in employee selection were fair to Blacks. It was
observed, however, that while 66 percent of the non-career-
oriented respondents felt the written examination was fair,
80 percent of the career-oriented respondents had similar
views. Similarly, respondents from prisons with high Black
employee populations were more likely than those from prisons
with low Black employee populations to view the written ($p>.03$)
and oral ($p>.02$) parts of the recruitment examination as being
fair.

In regard to promotion exams, some respondents were not
sure that job performance reports filled out by supervisors
were fair to Blacks. Forty-two percent felt they were unfair
and 58 percent felt they were fair; they were not applicable

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(not used) for 20 percent of the sample. Forty-one percent
of the officers thought the eligibility requirements for pro-
motional examinations were fair, and 26 percent said they were
unfair. They were not applicable to 33 percent of the sample.
More than two-thirds (69 percent) of the officers were in
favor of the written part of the promotion examination. In
almost half (45 percent) of the cases, a written examination
was not used for promotions; in exactly half the cases, an
oral examination was not used. In cases where an oral examina-
tion for promotion was used, the percentage of officers re-
garding it as fair was slightly larger than the percentage
regarding it as unfair.

Almost a third (30 percent) of the officers had taken a
promotional examination at their institution, while 70 per-
cent had not. Most officers, therefore, could not speak about
the exams from personal experience. Forty percent of those
who had taken the examination had been promoted, while 60 per-
cent had not. Sixty percent of the career-oriented officers
and 27 percent of the non-career officers who took the exam-
ination had been promoted. This may partially explain why
career-oriented officers have a more positive attitude toward
prison work than non-career-oriented officers. Some of the
officers who had not been promoted blamed a low score, and
few reported being put on the promotions waiting list.

8. Counseling

A career counselor can be very valuable in helping employees assess their vocational interests and aptitudes. Discussion with the counselor often awakens latent interests and sometimes causes the employee to re-direct his energies or sharpen his career goals. However, there was a noticeable absence of career counseling for correctional officers. Only 12 percent of respondents -- a total of 36 officers -- reported such counseling was available, while 88 percent said it was not. However, 40 percent of those who had a counselor available -- 14 individuals -- used his services. In the case of nine officers, the employee took the initiative to see the counselor. The counselor set up appointments in 12 of the cases and the supervisor set them in six of the cases. Eighteen of the appointments with the counselor came about in other ways.

Four of the officers who received counseling visited the counselor to obtain information about promotion. Three needed information about a specific job, another three needed information about re-assignment possibilities, and one visited the counselor concerning an unsatisfactory work report. Six had other reasons for visiting the counselor. Of those officers who were counseled, seven felt they were helped a lot, four a little, and six not helped at all. Nine of the officers who visited the counselor discussed, among other things, the

possibility of a career in corrections, while eleven did not. The finding that two-thirds of the visits to the career counselor were helpful suggests that making more career counselors available in correctional institutions may lead to improved job satisfaction and retention.
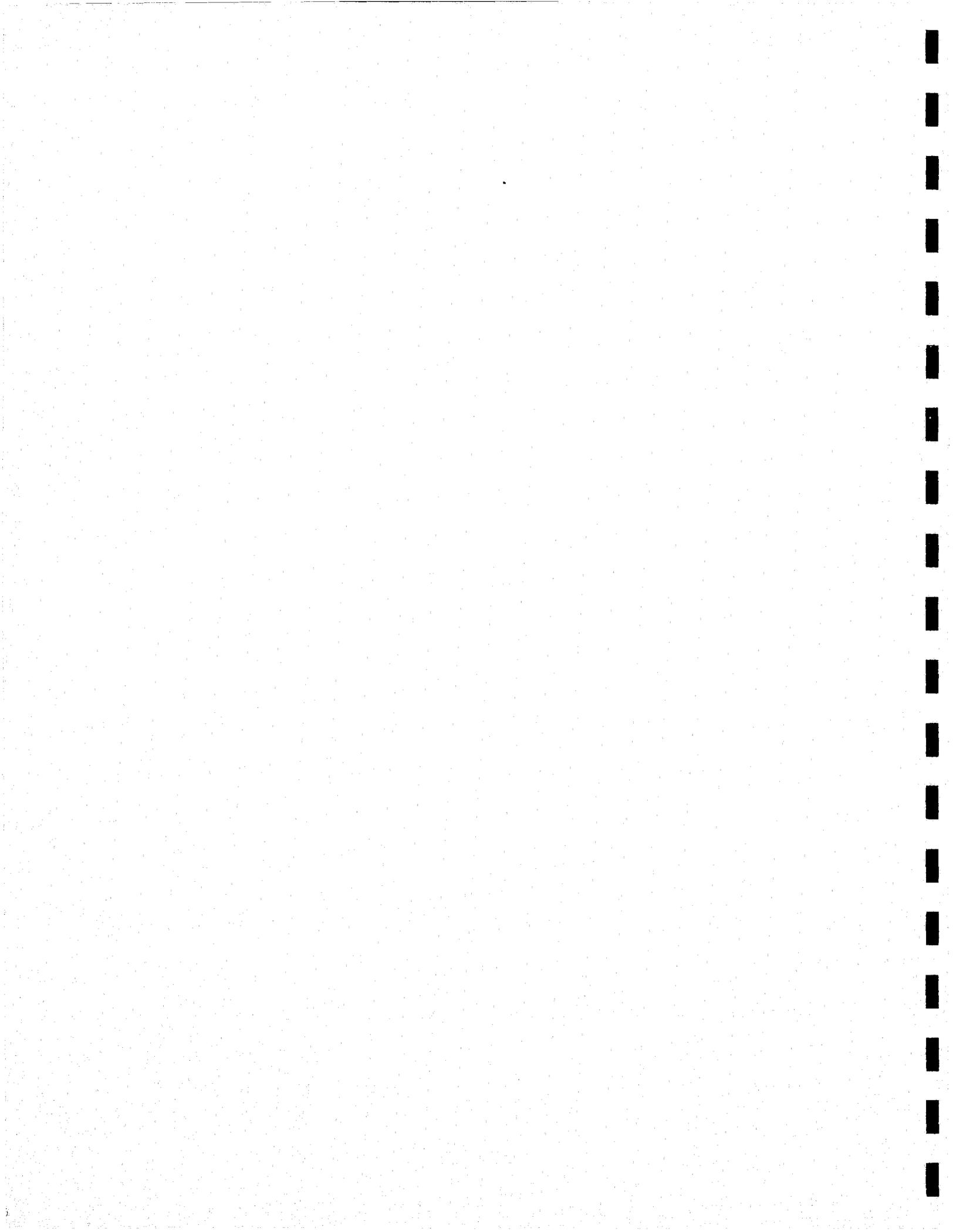
D. RELATIONS WITH INMATES

Respondents were asked to rate the relationship between Black correctional officers and Black inmates. This question was asked of prison administrators as well as Black correctional officers. Responses were as follows:

- 54 percent of correctional officers and 55 percent of administrators felt that the relationship between Black officers and Black inmates was either "good" or "excellent".

- 40 percent of the correctional officers and 32 percent of the administrators felt the relationship was "fair".

- 6 percent of the correctional officers and 13 percent of the administrators felt the relationship was "poor".

Thus most Black correctional officers felt that they had positive relationship with Black inmates. Moreover, most respondents felt existing relationships could be improved through better communications.

E.   BARRIERS TO RECRUITMENT

Most correctional officers surveyed in this study felt racism was the major barrier to recruiting Black correctional officers.

Black correctional employees were asked whether their institutions had a program to help Black employees find housing in nearby communities. Only 11 percent of respondents reported the existence of such a housing program; the other 89 percent reported no such program existed.

To explore the racism issue, respondents were asked whether supervisors or administrators were disciplined for violations of equal employment opportunity (EEO) regulations. Only nine percent of the officers knew of an instance in which such individuals had been disciplined for violating EEO regulations. Correctional officers (61 percent) believed a quota system existed in many prisons which limited the number of Blacks hired.

F. <u>JOB SATISFACTION</u>

Thirteen items on a three-point Likert scale (dissatisfied, undecided, satisfied) were used to assess various aspects of job satisfaction for correctional officers. Figure 8 provides a summary of responses to those items.

Respondents showed greatest satisfaction on the following seven items: co-workers' esteem (79 percent), job responsibilities (68 percent), job security (63 percent), cooperation among co-workers (59 percent), superior-subordinate understanding (58 percent), the way superior handles subordinates (45 percent).

Items with which employees were most often dissatisfied had to do with pay, employer policies and practices toward employees, the way dismissals or transfers were handled, working conditions, and the lack of praise for a well-done job. Dissatisfaction, therefore, appeared to be focused largely on matters controlled by management.

A cross-tabulation of the 13 items by career commitment showed a significant relationship between career commitment and ten of the items. Career-oriented persons responded similarly to the non-career-oriented persons with respect to pay, praise, and cooperation among co-workers. On all other measures,

FIGURE 8

PERCENTAGE DISTRIBUTION OF EMPLOYEE SATISFACTION WITH JOB FACTORS

Factors:	Dissatisfied	Undecided	Satisfied	
Co-workers' Esteem	8	13	79	
Employee Policies and Practices:				
a. Employees (17)	50	21	29	
b. Dismissals and Transfers (43)	49	26	25	
c. Overtime Distribution/Assignment (48)	39	15	47	*
Job Security (39)	20	18	63	*
Working Conditions (40)	47	14	40	*
Superior-Subordinate Relations:				
a. Understanding (38)	27	15	58	
b. Personnel Management (42)	33	22	45	
Cooperation among Co-workers	24	16	59	*
Chances for Advancement (44)	37	29	35	*
Pay (45)	54	11	36	*
Job Responsibilities (46)	18	14	68	
Praise (47)	43	20	37	

*Row totals not equal 100 due to rounding.

however, the career-oriented correctional officers expressed greater satisfaction; thus positive correlation was found between career commitment and job satisfaction. Whether one causes the other could not be determined.

There were significant ($p=.02$) differences between the size of the Black employee populations and opinions concerning understanding between respondent and supervisor. Officers who worked in prisons with low Black employee populations expressed more dissatisfaction with supervisor/employee understanding than did officers in prisons with high Black employee populations. On the other hand, more uncertainty about this relationship was reflected by officers working in prisons with high Black employee populations. Significant ($p>.05$) differences were also found between Black employee population size and the feeling of job security. Officers in prisons with high Black employee populations tended to express more uncertaninty and less satisfaction about job security than officers in prisons with low Black employee populations.

When asked to identify the things they liked best about working in corrections, the officers chose (1) helping inmates, (2) job responsibility, and (3) working hours as the most preferred. The first two choices appear to reflect employee job commitment.

The most disliked job factor was administrative supervi-

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sion, perhaps because the administrative supervisor was re-
garded as representing the institutional policies and prac-
tices with which the employees were dissatisfied. Other
sources of job dissatisfaction were also investigated, with
the assumption that dissatisfaction is likely to lead to low
levels of career commitment and to low retention rates.

A majority of the workers (61 percent) felt they had
decision-making power or influence appropriate to their posi-
tions; 72 percent of the career-oriented officers felt that
way, as compared with 53 percent of the non-career-oriented
officers. While 20 percent of the carrer-oriented personnel
felt they lacked appropriate decision-making power, 41 percent
of the non-career-oriented personnel felt they lacked such
power.

Another source of dissatisfaction was how Black employees
saw their chances for promotion. A large majority (72 percent)
of the officers felt that their chances for promotion were
less than those for their white co-workers, while 24 percent
felt they were the same and just four percent felt they were
greater. While only 37 percent regarded their present posi-
tion as a life-time career, many of the others reported they
would select corrections work as a life-time career if they
received a change in position or were promoted. A few em-
ployees (eight percent), however, would not make corrections
a career under any circumstances.

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The officers identified racism and poor promotional opportunities as the main disadvantages for a Black person pursuing a career in corrections. The major advantage was overwhelmingly identified as the opportunity to help other Blacks.

As another indicator of job satisfaction, interviewees were asked what kind of work they would like to be doing in a year's time. About half (52 percent) chose the same job; 40 percent chose something different; and eight percent were uncertain. It thus appears that about half of the officers were satisfied with their present positions. Not surprisingly, 80 percent of the career-oriented respondents would perfer continuing in the same job in a year's time, while only 30 percent of the non-career employees would like to be doing the same job after a year. Few of those looking for a new job reported they would check with relatives or friends or newspapers; instead, most would check with employment services or directly with employers. Most of the officers (64 percent) felt they would have a good chance of getting the job they wanted, but some felt their race might be a hindrance.

As officers looked into the future, 60 percent felt their present job would continue to meet their expectations, while the rest felt it would not. Offers of a better job or

increased pay would be the most likely circustance under
which a respondent might resign.

G. MEDIA EXPOSURE

The media serves to inform, entertain, and often influence people. The preferences of Black correctional officers with respect to radio, television and printed material were assessed as a basis for planning recruitment campaign recommendations. Most officers (58 percent) chose newspapers as the preferred reading material. .Next in line were magazines (16 percent), non-fiction books (12 percent), and novels (nine percent). One percent read mostly comic books, and two percent did not read at all; the ramaining seven percent most often read "other" reading material.

Two-thirds (66 percent) of the officers read the newspaper almost every day, 16 percent read it several times a week, 11 percent read the Sunday paper only, and seven percent read the newspaper less than once a week or not at all.

The career-oriented officers read the newspaper more often than non-career-oriented officers; 73 percent of the career officers as compared with 61 percent of the non-career officers read the newspaper almost every day. Almost all respondents (90 percent) read local as opposed to "national" newspapers. Many officers (47 percent) read the entire paper. For those reading only a section of the newspaper, the sports section was the most popular, followed by the editorial and front pages.

Over half (56 percent) of the officers read a magazine at least once a week, 26 percent once a month, and the rest less often. About seven percent said they did not read magazines at all. Combining the data on newspapers and magazines, officers seemed to be well exposed to the printed media.

Black officers reported watching a variety of television programs including news, Black news, crime, sports, military shows, comedy movies, game shows and the like. By far the most popular choice was Black news, followed by sports and crime.

Radio was very popular among the respondents; 85 percent reported listening to it almost every day. Four percent listened to the radio every other day eight percent listened one day out of four, and only three percent did not listen at all. When asked to select the type of program to which they most often listened, 35 percent selected popular music, rock, pop, etc. Another ten percent reported listening to general music and one percent to classical music. Music, therefore, accounted for almost half (46 percent) of the radio programs to which the Black correctional officers most often listened. News was the favorite radio program of another nine percent of the officers, religious programs were preferred by three percent, and sports events and public affairs programs were each preferred by four percent. A very few officers chose dramatic shows, specials, educational programs, cultural and panel discussions.

The bulletin board is an important source of information in many organizations and institutions. Black correctional officers were asked to state how often they read the bulletin board at their institutions. Fifty-five percent of the officers read the bulletin board every day, 18 percent read it several times a week, 14 percent read it once a week, and five percent read it less often. Six percent did not read the bulletin board at all, and three percent said there were no bulletin boards in their units. The officers read the bulletin board mainly for general information (42 percent) and for information on job promotions (41 percent). On the whole, bulletin boards were frequently read by Black officers, and provided information of interest to them. The findings suggest that the few units not using bulletin boards should consider doing so.
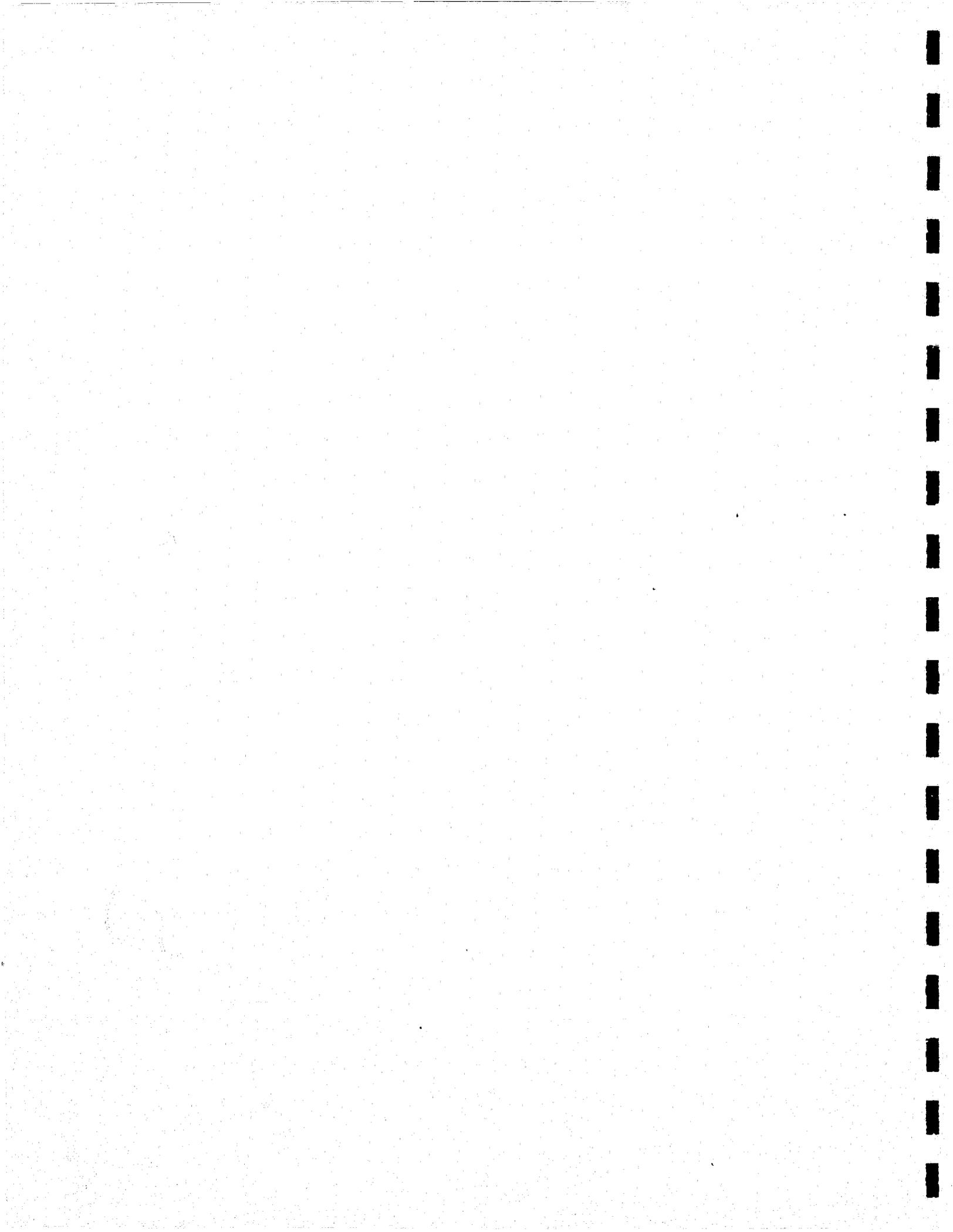
H. SUMMARY

1. Demographic Data

A total of 304 Black correctional officers in seven state operated prisons were interviewed to obtain information on the recruitment and retention of Black employees.

The group was predominantly male (85 percent), married (59 percent), and under 30 years of age (60 percent), and the median income was $8,000-$11,000. About two-thirds of the officers had completed at least high school. Most lived in small or medium-sized cities (populations below 100,000) with-in 30-miles of work and traveled to and from work by car.

2. Employment and Working Environment

The vast majority (87 percent) were correctional officer specialists; 72 percent had been employed at the institution for two years or less. Only eleven percent had worked at other correctional institutions.

In general, the officers decided on their own to seek prison work and had little difficulty or delay in obtaining it. About half were employed in maximum security, and the rest in other areas of the prison. Most (73 percent) filled existing vacancies rather than newly created positions, and, in general, had greater responsibility than in jobs previously held. At the time of hiring, only 20 percent expected to make corrections work a career.

3. Management Methods

a Supervisory Support

Correctional officers held positive attitudes toward
their immediate supervisors. They believed supervi-
sors required high standards, were approachable, lis-
tened to subordinates, and sometimes offered new ideas
for solving job-related problems. However, they felt
their immediate supervisors could better serve Blacks
if they improved their management skills; had more
information about Blacks, and showed more interest in
the Blacks they supervised.

a Peer Support

White co-workers were seen as easy to approach, pro-
viding needed help so that work could be planned
ahead of time, and, to some extent, emphasizing team
goals. Disagreements between Blacks and whites were
recognized and worked out in most cases.

a Organizational Climate

The officers felt, in general, that management
treated white employees better than it treated
Black employees, in terms of working conditions,
showing interest in the welfare of employees, and
organizing work activities sensibly. The officers
also felt whites had better chances at promotions
and received more information about what was
happening in other sections or shifts. In most
cases (60 percent), Blacks felt they had no mean-
ingful input in decisions affecting them.

a Job Career Information

There was a noticeable absence of career counselors
in the prisons. Only 12 percent of the officers --
35 individuals -- said that counselors were available;
and five of these officers visited the counselor large-
ly on their own initiative. Nine of those visiting
the counselor discussed making prison work their ca-
reer; and 11 felt they were helped by the visit.

a Selection and Promotion Bias

Most officers felt that the educational requirements
and both written and oral examinations used for se-
lection were fair to Blacks. A majority of the of-

ficers felt the written (69 percent) and oral (62 percent) parts of the promotional examination were also fair to Blacks. However, a significant minority of officers believed these parts of the promotional examination were unfair to Blacks. Since only 30 percent of the officers had themselves taken a promotional examination, most did not speak from first-hand experience. Forty percent of those who had taken a promotional examination had been promoted; most of the rest either had low scores or were placed on the waiting list.

⊙ Retention Factors

Officers stated the following were important job factors and could be achieved in a correctional institution: chances for increased salary, more education and training, leadership opportunities, retirement and medical benefits, job security, and variety in work assignments.

Changes in policy to produce improved retirement benefits and monetary rewards for completed service or outstanding performance would serve as retention incentives for most respondents. An opportunity to take advanced training without loss of pay was another valued incentive.

While officers said chances for job advancement were better elsewhere, they, nevertheless, felt that present job assignments offered them a chance to acquire training and experience needed for advancement, and felt the skills they were acquiring would be of value in other employment situations.

4. Career Orientation

Thirty-seven percent of the officers had definitely decided to make a career of correctional work, although only 20 percent had begun their first corrections job with the idea of doing so. Of the rest, most were either undecided or preferred to adopt a wait-and-see attitude which changed with the passage of time, even for some officers who came in with a career intention.

The officers who had decided on a career in corrections when this study was conducted tended to be older, less well educated, and were more likely to be assigned to a maximum security section than were non-career-oriented respondents. They were employed at another job when they decided to take the present job. As might be expected, most hoped to be in their present positions in a year's time. Career-oriented officers were generally more positive in their perceptions of their supervisors and institutional policies and practices than were non-career officers. They also felt more positive about their chances for success in correctional work. In fact, more career-oriented officers had been promoted than non-career-oriented officers. At the time of their hiring, career-oriented officers were more likely to believe they had a talent for prison work and interest in rehabilitating inmates than were non-career-oriented officers. In general, career-oriented officers were more satisfied with their jobs than their non-career-oriented co-workers.

Institutions with a heavy concentration of Black employees had a greater percentage of non-career-oriented officers than institutions where there were few Black employees. Many different explanations can be offered for this finding.

5. Job Satisfaction

Asked about their satisfaction with their present jobs, correctional officers generally indicated that they were

satisfied with co-workers' esteem, job responsibilities, job security, cooperation among workers and, to some extent, with supervisor-subordinate relationships. They were generally dissatisfied with three management-related issues: pay, lack of praise for a well done job, and employer policies and practices. Dissatisfaction was also prevalent in areas of dismissals and transfers and distribution of overtime -- largely administrative matters. This probably accounted for officers identifying administrative supervision as one of the three most disliked aspects of their work. In contrast, helping inmates was the most liked aspect.

About half of the officers hoped to be doing the same kind of work the following year; 40 percent wanted a different job, and the rest were undecided. Most (64 percent) of those who desired a new job felt their chances of obtaining it were good, although some felt race might be a hindrance.
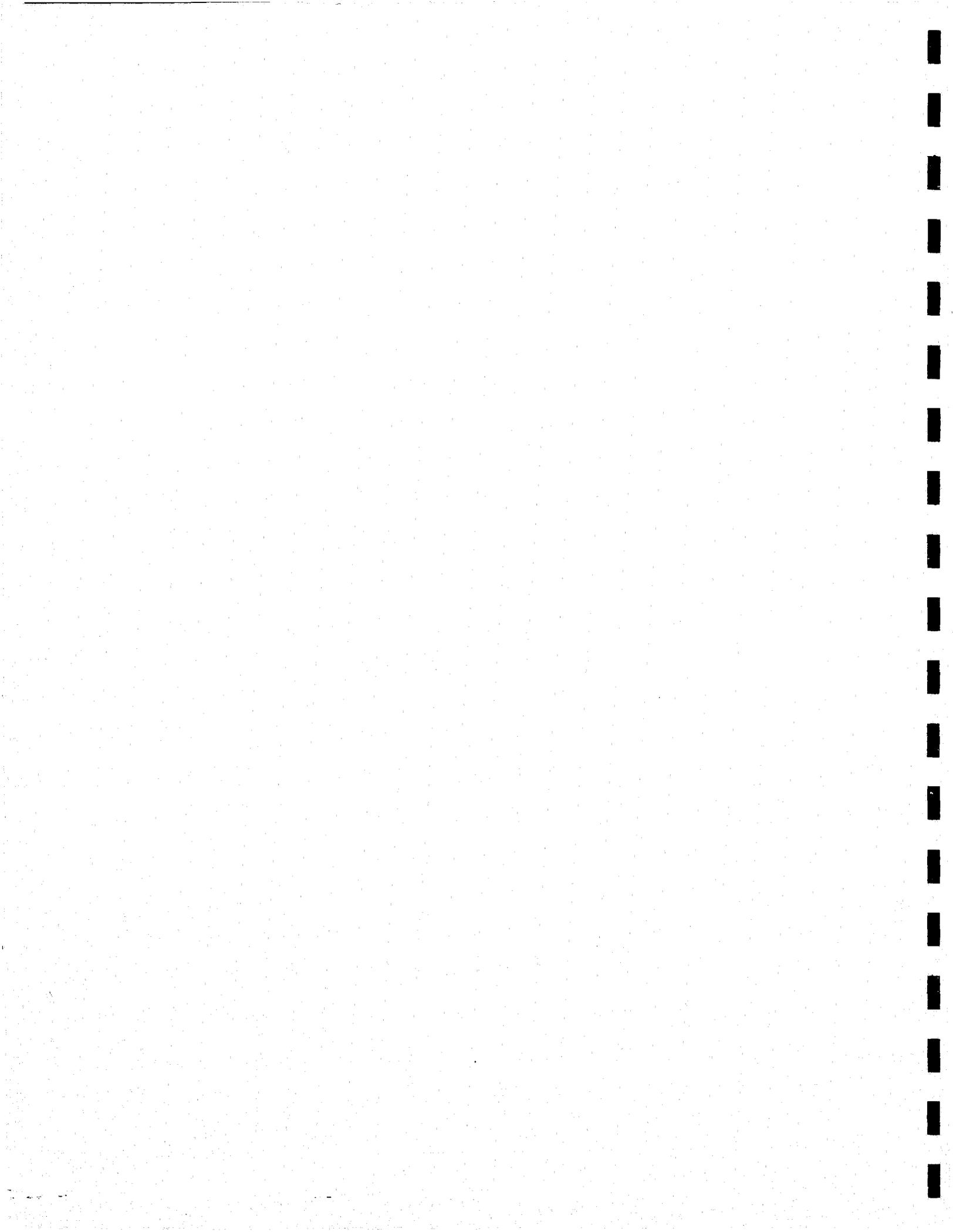
SECTION II

PERSONNEL OTHER THAN CORRECTIONAL OFFICERS

CONTINUED

1 OF 3
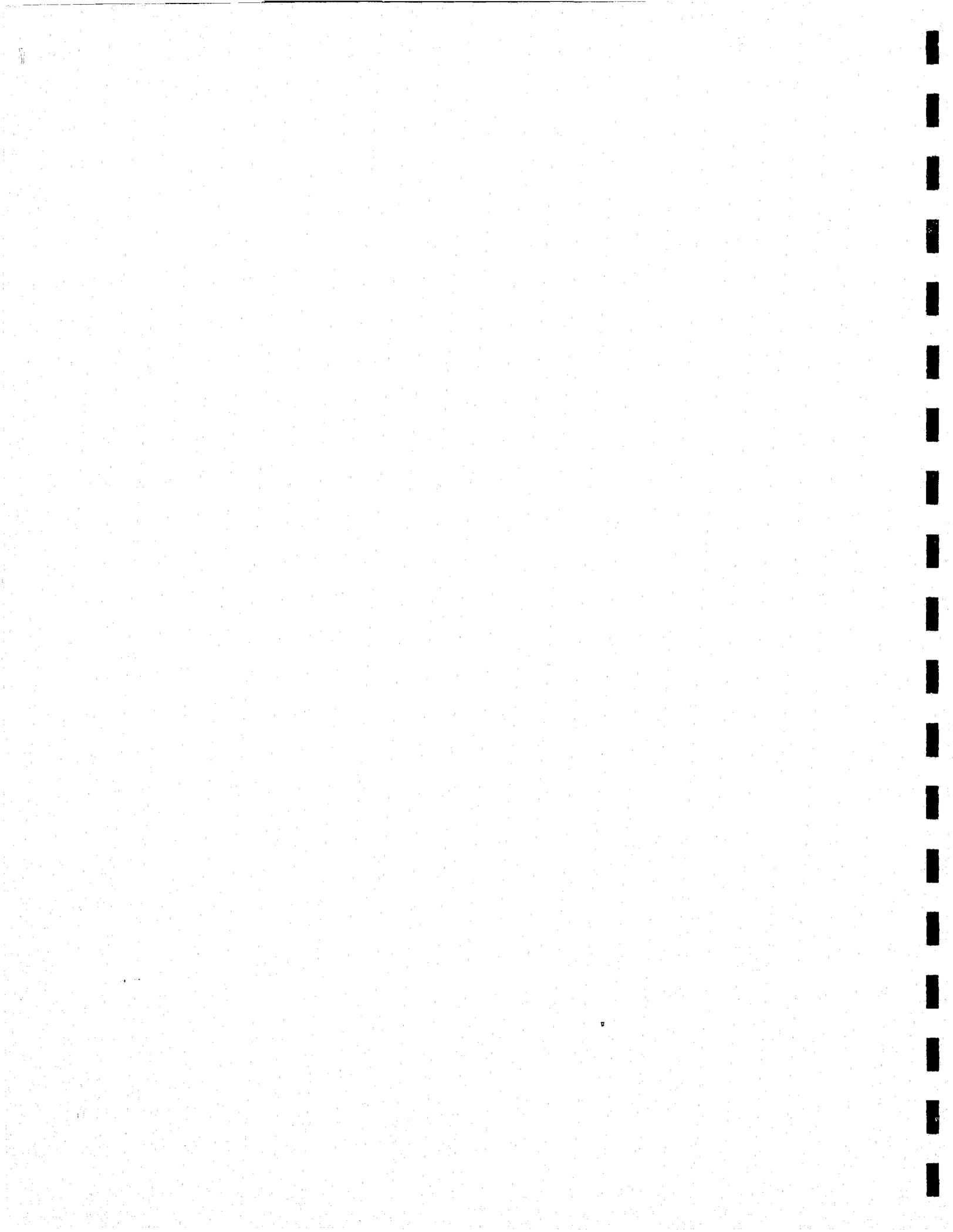
A.   DEMOGRAPHIC PROFILE

This section of the study reports on data collected from 117 correctional personnel other than correctional officers.   "Non-correctional officers" were defined as the sample of correctional employees who were not custodial officers.   Included were personnel in treatment (e.g., teachers, psychologists, social workers, recreation specialists, health service personnel), administration (e.g., hospital administrators, nutritionists, deputy wardens, parole coordinators, and resident supervisors), and staff positions (e.g., clerks and stewards).

The median age of non-correctional officer respondent was 32 years.   None was less than 20 years old, and 22 percent were 45 years old or older.   The ratio of males to females was slightly larger than 2:1.   Three-fourths (74 percent) of the non-correctional officers were married, 13 percent had never been married, and the rest were either divorced, widowed, or separated.

The spouses of 73 percent of the respondents were employed, while those of 27 percent were not employed.   The respondents had an average of two dependents, and ten percent had five dependents or more.   The median family income was in the $14,000 - $17,000 bracket.

When they first started working in corrections, 95

percent of the respondents had completed high school, and

73 percent had completed four years of post-secondary edu-

cation (e.g., college technical, trade, or business school).

At the time this survey was conducted, 47 percent of the

respondents were enrolled in a regular course of study at

junior colleges, technical colleges, or four year and grad-

uate level institutions.   Highest levels of educational

attainment for respondents are presented in Figure 9, below.

The table shows that 34 percent of the respondents had a

bachelor's degree, 14 percent a master's degree, three per-

cent a doctoral degree, and four percent "other" degrees.

The associate degree was held by 18 percent of the respon-

dents, and 27 percent did not have a degree.

FIGURE 9

HIGHEST LEVEL OF EDUCATIONAL ATTAINMENT

Attainment Level	Number	Percent
Associate Degree	21	18
Bachelor's Degree	39	34
Master's Degree	16	14
Doctoral Degree	4	3
Other	5	4
No Degree	31	27
TOTAL	116	100

Among the respondents were veterans of four branches

of the armed services. Of the 47 respondents who were veterans,

19 had served in the Air Force, 17 in the Army, eight in the Navy, and three in the Coast Guard.

Most respondents (63 percent) lived in towns or small cities with populations under 25,000 or in middle-sized cities with populations ranging from 25,000 to 100,000. The second largest segment of the sample (20 percent) lived in large cities with populations over 100,000; five percent lived on farms and four percent in the suburbs. Place of-residence was presumably affected by location of the correctional facilities sampled, only one of which is in a large city.

The demographic data in this section showed the "typical" non-correctional officer was in his early 30's, married, with two dependents, had a working wife, had completed four years of post-secondary school, lived in a town or small city, and worked in a prison where the size of the Black employee population was described as "low."

B. EMPLOYMENT AND WORKING ENVIRONMENT

Respondents' sources of information about jobs in corrections, difficulties in getting a job in corrections, nature of employment, length of employment, daily traveling distance to and from work, modes of transportation, and physical work environment were considered to be key variables affecting employment status and working environment. Moreover, each variable was expected to yield information important in determining how . correctional facilities can attract and retain employees.

1.   Employment

Responses suggest the following "typical" experience for Black correctional employees not serving as correctional officers. Having learned of possible job opportunities from either friends or relatives (14 percent had relatives working in corrections) or a public employment agency (see Figure 10), the respondent filed an application and waited 2-3 weeks before receiving notice of employment. At the time the respondents filed their applications for employment, 45 percent were working full-time, 16 percent were employed part-time, 23 percent were looking for . a job, seven percent were not employed and in school, and nine percent classified themselves as "other."

Although 22 percent of the respondents reported "great" or "some" difficulty in getting a job in corrections, 76 percent reported having "little" or "no" difficulty. For those reporting.

Figure 10

SOURCES OF INFORMATION ABOUT FIRST/CURRENT JOB IN CORRECTIONS

Sources	Number	Percent
Friend or Relative	42	35.9
Public Employment Agency	22	18.8
Other (e.g., television, leaflet, bulletin board, military)	21	17.9
School Employment Office	9	7.7
Employer	8	6.8
Newspaper	6	5.1
Community	4	3.4
Recruiter	3	2.6
Private Agency	1	0.9
Radio	1	0.9
TOTAL	117	100.0

problems, race accounted for 30 percent of the difficulty ex-
perienced, the general job market conditions for 27 percent,
job specifications and sex for 7 percent, and a variety of
factors for 36 percent.

Almost all (95 percent) of the respondents were employed
in corrections on a full-time basis and had work duties and
responsibilities related to their job classification titles.
For all but 22 percent, the present job was their first in correc-
tions. Seventy-six percent of the respondents had worked no
more than four years at their present place of employment,
while 13 percent had been at the same correctional institution
for nine years or more.

When asked to choose the word which best described the
number of Blacks employed at the prison where they worked,
one-third (32 percent) chose "low" as the best description of
the Black employee population and two-thirds (68 percent) chose
"high" as the best description. In this section of the report
low or small will refer to one-third of the referenced subgroup
and high or large will refer to two-thirds of the said group.

A cross-tabulation showed that the size of the Black
employee population at a particular prison and the number of
years the respondent had been employed there were related ($\rho=.04$).
Respondents working in prisons with a high number of Black em-
ployees tended to have fewer years of employment service than
those working in prisons with a low number of Black employees.
This may reflect recent recruitment efforts.

Slightly more than two-fifths (44 percent) of the respondents reported traveling less than 15 miles to work, 26 percent traveled between 15 and 30 miles, 19 percent traveled between 31 and 46 miles, and 11 percent traveled from 47 to 62 miles. Only one person reported traveling more than 62 miles.

Private cars were the major type of transportation to and from work for 75 percent of the respondents; 18 percent used a car pool. Bus, train, and "other" modes were used by about seven percent.

One out of every five respondents filled a newly created job position when he or she first started working in corrections, but the vast majority (70 percent) filled existing job vacancies. For 75 percent of the respondents, the newly acquired jobs entailed more responsibility than the jobs they formerly held.

Less than half (44 percent) of respondents expected to make corrections a lifetime career, while 56 percent did not. Respondents were thus grouped as "career-oriented" and "non-career-oriented" employees and responses of the two groups on many job-related issues were compared.

Minority non-correctional officers were not disproportionately concentrated in any one section of the prisons. When asked to classify the section of the prison in which they were presently assigned to work, 37 percent said maximum security, 21 percent said medium security, 28 percent said minimum security, and the rest (14 percent) indicated they were not assigned to any one particular section of the prison. An equal

number (35 percent) of the respondents worked on the first shift (12:00 midnight - 7:30 a.m.), and the second shift (7:30 a.m. - 4:00 p.m.), respectively. Seven percent worked on the third shift (4:00 p.m. - 12:00 a.m.), and 23 percent had other working arrangements.

2.   Working Environment

Respondent opinions on various factors considered to be a part of the work environment -- the cooperativeness of white co-workers, work space, temperature, noise, lighting, ventilation, hazards, and enjoyment of work -- were collected on a three-point Likert scale (The points were "disagree", "undecided", and "agree"). Reactions to statements about the work environment variables are shown in Figure 11.

More than half (60 percent) of the respondents disagreed with the statement that "white co-workers are usually uncooperative," while 21 percent agreed with the statement, and the rest were undecided. A cross-tabulation showed a significant ($p > .01$) difference between the way white workers were viewed and the career intention of Black respondents. Respondents who regarded their present position as a lifetime career tended to see white workers as more cooperative than did the non-career-oriented respondents.

Opinions were collected on four physical variables which may have a direct effect on the working environment (i.e., work -space, temperature, ventilation, and lighting). As can be seen

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FIGURE 11

PERCENTAGE DISTRIBUTION OF RESPONDENTS' FEELINGS ABOUT
THEIR PHYSICAL WORK ENVIRONMENT

Factors:

	Disagree	Undecided	Agree	Total
White workers are usually uncooperative	60	19	21	100
Work space adequate	47	6	47	100
Temperature too hot or too cold	42	13	45	100
Work area reasonably quiet	47	2	51	100
Work area well lighted	19	2	79	100
Ventilation inadequate	37	6	57	100
No physical risks or hazards	81	3	16	100
Job tasks routine, repetitive	42	5	53	100

N = 117

in Figure 11 most respondents felt their work areas had inade-
quate ventilation but most found them well-lighted. Respondents
were almost evenly divided as to whether their work areas had
adequate space and whether temperature was usually too hot or
too cold.

A majority (53 percent) of the respondents felt their job
tasks were routine and repetitive, and that they involved physi-
cal risks or hazards. The largest consensus was found on the
question of "physical risks or hazards," with 81 percent feeling
there were such dangers.

It is somewhat paradoxical that a majority of the respondents
described their job tasks as routine and repetitive but also con-
sidered them interesting and challenging. A cross-tabulation
showed a significant ($p > .05$) difference between career orien-
tation and the amount of excitement and interest provided by
the job. Career-oriented employees were more likely than other
employees to find their jobs interesting and challenging.

C.   MANAGEMENT METHODS AND PRACTICES

The extent to which management methods and practices in corrections considered the work values, preferences, and perceptions of minority personnel was assumed to be significant to any strategy devised to attract and retain minority employees.   Therefore, the opinions, attitudes, perceptions, and preferences of Black non-correctional officers were solicited on essential management systems, methods and practices in corrections.   The variables were as follows: (1) supervisory behavior, (2) peer relationships and peer leadership, (3) organizational climate[3], (4) pay, (5) variety in job assignments, (6) advancement opportunities and career orientation, (7) retention incentives, (8) tests, (9) career information and materials.

1.   Supervisory Behavior

(a)   Supervisory Leadership

Supervisory leadership was defined as behavior on the part of the supervisors of Black employees that was congruent with the objectives of the correctional institutions.   The four facets of supervisory leadership investigated were supervisory support, supervisory interaction

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[3] Ibid.

facilitation, supervisory goal intention, and supervisory
work facilitation.

- Supervisory Support

  The behavior of supervisory personnel toward Black
  non-correctional officers which tended to increase
  the employees' feelings of personal worth was mea-
  sured by the employees' reactions to two questions.
  One focused on the extent to which employees felt
  their supervisors were friendly and easy to approach;
  the second looked at the extent to which Black em-
  ployees felt their supervisors paid attention when
  the employees talked with them.

  An analysis of the responses to the two questions
  revealed that 95 percent of the employees felt their
  supervisors both listened to what they said and were
  friendly and easy to approach. The data indicated
  that Black non-correctional officers received
  supervisory support.

- Supervisory Interaction Facilitation

  The duties and responsibilities of non-correctional
  officers often require a team effort, (e.g., an
  interdisciplinary approach). The effectiveness of
  such an effort depends, to a large extent, on the
  existence of mutually satisfying professional inter-
  personal relationships. To determine the extent to
  which supervisory personnel facilitated interpersonal
  interaction, respondents were asked if their super-
  visors encouraged Blacks and whites to work together
  as a team.

  Approximately two-thirds (65 percent) of the Black
  respondents felt that supervisors did encourage Black
  and white employees to work as a team, while a fourth
  (26 percent) felt that supervisory personnel made no
  attempt to encourage teamwork among Black and white
  employees.

- Supervisory Goal Emphasis

  The extent to which the respondents' supervisors
  required high standards of job performance was ex-
  plored, but was found not to be significantly
  correlated with the respondents' descriptions of
  the way Black non-correctional officers worked.

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The interpretation was that an employee's job performance was independent of the supervisor's expectations. Supervisory goal emphasis (i.e., the degree to which a supervisor's behavior generates enthusiasm among employees for excellence in job performance) was further explored by assessing the extent to which the employee believed supervisors required high standards of job performance.

After collapsing the response categories "to some extent" and "to a great extent", the results showed that 92 percent of the respondents felt their supervisors required high standards of job performance from them.

Supervisory Work Facilitation

Black non-correctional officers who regarded their present position as a lifetime career (N=43) were found to be significantly ($p=.005$) more likely than those who did not (N=52) to report that their supervisors offered new ideas for solving job-related problems. More specifically, differences were found in the respondents' perception of supervisory behavior which aided successful task accomplishment or which provided the means necessary for successful performance. This behavior was called supervisory work facilitation.

Only 23 percent of respondents felt supervisors offered new ideas "to a great extent". A majority (51 percent), however, felt their supervisors offered new ideas for solving job-related problems "to some extent," while another 23 percent felt their supervisors offered no new ideas. In short, the data showed that respondents felt supervisory personnel facilitated the work of Black non-correctional officers less than they facilitated interaction between Black and white employees, less than they required high standards of job performance from Black employees, and less than they supported Black employees.

(b) Supervisory Needs

The employees' perceptions of areas in which their supervisors needed to improve were called supervisory needs. Information about principles of good management,

information about Blacks, administrative skills, attitudes, and interest and concern for Black employees were the examined dimensions of supervisory needs.

The overwhelming majority of respondents felt supervisory personnel needed information about good management, changes in attitudes, increased skills, and need to show more interest and concern for Blacks they supervised.

Eighty-three percent of the respondents felt that supervisors needed more information about principles of good management, 86 percent believed supervisors needed more information about Blacks, 83 percent indicated supervisors needed to change some of their attitudes, 79 percent said supervisors needed greater administrative skills, and 83 percent felt supervisors needed to show more interest and concern for Blacks they supervised.

2. Peer Relationships

Peer leadership was defined as behavior among Black and white employees which facilitates the functioning of correctional institutions. Like supervisory leadership, peer leadership was viewed in terms of four components: peer support, peer interaction facilitation, peer group emphasis, and peer work facilitation.

  ⊙ Peer Support

      Peer support was defined as behavior of Black and
      white employees which enhances each individual's
      sense of personal worth. The extent to which Black
      employees found white employees friendly and easy

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to approach was used as a measure of peer support. A very large majority (91 percent) of the Black respondents said their white co-workers were friendly and easy to approach.

Significant ($p=.001$) differences were found between the career- and non-career-oriented respondents' perceptions of peer support. Seventy-one percent of all respondents who felt their white co-workers were friendly and easy to approach "to a great extent" were career-oriented. On the other hand, 68 percent of all respondents who believed white co-workers were friendly and easy to approach "to some extent" were non-career-oriented. (Only three respondents said white co-workers were "not at all" friendly and easy to approach.)

Thus while differences were found in Black employees according to their career orientation, a high degree of peer support exists between Black and white non-correctional officers.

● Peer Interaction Facilitation

The behavior Black and white employees displayed toward each other which encourages the development of working relationships was defined as peer interaction. Two measures were used to examine this variable: (1) the extent to which respondents indicated that Black and white employee work emphasized team goals, and (2) the extent to which Blacks and whites planned together and coordinated their work efforts.

On the first measure, 71 percent of respondents reported that team goals were emphasized "to some extent" or "to a great extent." Frequencies on the second measure were similarly distributed; 73 percent of the respondents felt Black and white employees planned together and coordinated their work efforts. On this measure, respondents not regarding corrections as a lifetime career were significantly ($p=.008$) different from those who did. The non-career-oriented group were three times more likely than the career-oriented group to believe that Black and white employees did not plan together or coordinate their work efforts.

Respondents from prisons where the number of Black employees was high versus low also held significantly different ($p=.014$) views on the extent to which Black

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and white employees emphasized a team approa h in
their work efforts. The large majority (93 percent)
of respondents who felt Black and white employees did
not emphasize a team approach were from prisons with
low percentages of Black employees.

○ Peer Group Emphasis

The extent to which the behavior of Black and white
employees stimulated enthusiasm for doing a good job
was defined as peer group emphasis. Almost all (95
percent) of the respondents felt that individuals
in their work groups maintained high performance
standards.

○ Peer Work Facilitation

A peer facilitates the work of a co-worker by assisting
in preventing or removing obstacles to the co-worker's
doing a good job. The extent to which white employees
provided Black employees with help so that they could
plan, organize, and schedule work ahead of time, or
offered new ideas for solving job-related problems,
was used as a measure of peer work facilitation.

About three-fourths (73 percent) of the respondents
said white workers helped Black workers in planning,
organizing, and scheduling ahead of time, while almost
one-fifth (18 percent) believed whites offered Blacks
no assistance in this respect. A larger majority of
Black employees (83 percent) maintained that white
employees offered Black employees new ideas for solving
job-related problems.

Peer work facilitation data showed, in general, that
white employees were perceived as helpful to Black
employees.

3. Organizational Climate

Employees in correctional institutions are part of inter-

dependent systems; that is, the behavior and performance of

one employee affects that of another employee. Management

policies and organizational structure also place constraints

upon the employees. The interdependence of employees, the

patterns of organizational dominance and subordinance, and
the constraints which affect Black and white employees com-
prise the organizational climate. The following measures of
organizational climate were investigated: human resources
primacy, decision-making practices, communication flow, and
motivational conditions.

  o Human Resources Primacy

    The extent to which the respondents felt management
    had a real interest in the welfare and happiness,
    the working conditions, and the organization of work
    activities for Black employees was defined as human
    resources primacy.

    Exactly half of the non-career-oriented respondents
    and 76 percent of the career-oriented respondents
    thought management had "some" or a "great" amount of
    real interest in the welfare and happiness of Black
    employees. Notable differences were found between
    the non-career and career-oriented respondents; 45
    percent of the non-career-oriented respondents be-
    lieved management had no interest in the welfare and
    happiness of Black employees, as compared with 19
    percent of the career-oriented respondents.

    When the same question was asked about white employ-
    ees, 95 percent of the career-oriented respondents
    and 76 percent of the non-career-oriented respondents
    indicated that management had a real interest in the
    welfare and happiness of white employees.

    Human resources primacy data showed that both ca-
    reer-oriented and non-career-oriented respondents
    were likely to see management as having a greater
    interest in the welfare and happiness of white than
    Black employees. Furthermore, the career-oriented
    respondent had a greater tendency than the non-ca-
    reer-oriented respondent to believe management had
    an interest in the welfare and happiness of Black
    employees.

    As previously stated, a majority of the respondents
    reflected some uncertainty or dissatisfaction with

working conditions. However, 57 percent of respondents felt that management was trying to improve the working conditions of Black employees, and 84 percent of the respondents said management was trying to improve the working conditions of white employees. Similarly, while 35 percent of respondents felt that management was not trying to improve working conditions of Black employees, only eight percent held a similar opinion about management and white employees.

Career- and non-career-oriented respondents held significantly ($p=.0004$) different opinions on the extent to which management tried to improve the working conditions of Black employees. Slightly more than two-thirds (69 percent) of the career-oriented respondents said management was making "some" or a "great" attempt to improve the working conditions of Black employees, while only two-fifths (42 percent) of the non-career respondents held this opinion. Also, more than twice as many non-career-oriented respondents as career-oriented respondents felt management was making no attempt to improve working conditions for Black employees. Of those respondents who thought management was making a great attempt to improve conditions for Black employees, 93 percent were career-oriented and only seven percent were non-career-oriented.

In general, respondents tended to believe that work activities were more sensibly organized for white than for Black employees. About two-thirds (66 percent) of respondents felt that work activities were sensibly organized "to some" or "to a great" extent for Black employees, while 81 percent of the same respondents thought they were sensibly organized "to some" or "to a great" extent for white employees. Three times as many respondents (24 percent) indicated work activities were not sensibly organized for Black employees as gave this response for white employees.

The career- and non-career-oriented respondents had statistically different ($p=.05$) views on the organization of work activities for Black employees. Three-fourths of all respondents who indicated work activities were organized "to no extent" were non-career-oriented, while three-fourths of those who thought work activities were sensibly organized "to a great extent" were career-oriented.

● Decision-Making Practices

The ways in which decisions affecting Black employees
were made in correctional institutions were measured
by determining the involvement of the affected person
and his or her accessibility to available and relevant
facts.

Nearly three-fourths (71 percent) of the Black employ-
ees said they were asked for their ideas on decisions
affecting them; persons making decisions concerning
Black employees reportedly had access to all available
relevant facts only 58 percent of the time. About one-
third of all decisions involving Black employees were
reportedly made by persons not having access to all
available facts.

Specific decision-making practices affecting Black
employees and the frequency of their reported occur-
rence were as follows:

Practice	Percent of Respondents Reporting This Experience
Decisions were announced with no opportunity to raise questions or give comments.	30
Decisions were announced and explained, and an opportunity was then given to ask questions.	28
Decisions were drawn up, but discussed with the Black employee and sometimes modified before being implemented.	22
Problems were presented to the Black employee involved, and the decision felt to be best was adopted by the employee and supervisor jointly.	15
Specific alternatives were drawn up by the supervisor, and the Black employee was then asked to indicate the one he thought was best.	5

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The career- and non-career-oriented respondents had
significantly (ρ=.03) different opinions on the extent
to which information was shared and made accessible to
persons making decisions affecting Black employees.
Seventy-three percent of all respondents having career
interests in corrections felt information was shared
and made available "to some extent" or "to a great
extent". The column percentages for the career- and
non-career-oriented respondents were noticeably differ-
ent. Thirty percent of the career-oriented and 70
percent of the non-career-oriented respondents felt no
information was shared or made available to persons
making decisions regarding Black employees.

The data on decision-making practices showed that the
most democratic practice (i.e., employee and supervisor
jointly adopting what they felt to be the best deci-
sion) was used less frequently than practices whereby
the employee was not involved in the initial stages of
the decision-making process.

 Communication Flow

The quality and quantity of the information Black
employees receive about what is going on in other sec-
tions and shifts were used as measures of communica-
tion flow.

A clear majority (63 percent) of the respondents felt
their white co-workers received a larger quantity of
information than Black workers, while 27 percent saw
no difference in the amount of information received by
Black and white employees.

Respondents' opinions on the quantity of information
received by white employees were related to their ca-
reer intentions, and their opinions were found to be
different (ρ=.03). Of those respondents who saw no
difference in the amount of information received by
Black and white employees, 64 percent were career-
oriented and 36 percent were non-career-oriented. The
group that believed great differences existed in the
quantity of information received by Black versus white
employees contained 30 percent career-oriented and 70
percent non-career-oriented employees.

 Motivational Conditions

The manner in which differences and disagreements among
Black and white employees were handled and the manner

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in which respondents described the factors affecting the way Black employees were used as measures of motivational conditions. No clear pattern could be extracted from the data on how differences and disagreements are handled.

The respondents were asked to select a particular description which best portrayed why Black employees worked. More than half (56 percent) described Blacks as working to keep their jobs, make money, seek promotions, and obtain the satisfaction of a job well done. Twenty-six percent of the respondents thought Blacks worked to keep their jobs, to make money, and to avoid being chewed out. The other 18 percent of respondents felt that Blacks worked to keep their jobs, make money, seek promotions, do a satisfying job, and meet the expectations of others in their work group.

4. Pay

The importance of pay, including fringe benefits and competitive salaries, was investigated.

⊙ Retirement Benefits

Medical and retirement benefits were important for about 85 percent of the respondents. Not surprisingly, respondents intending or not intending to make corrections their lifetime career were significantly ($p=.015$) different in their feelings about the importance of retirement benefits. All career-oriented respondents and 70 percent of the non-career-oriented respondents indicated retirement benefits were important to them.

⊙ Competitive Salary

A chance for increased salary was important to more than 90 percent of the respondents. The data showed that equal proportions (44 percent each) of the respondents agreed and disagreed as to whether their pay was comparable to what they would receive on other jobs they felt qualified to hold. Uncertainty on the comparability of pay issue was reflected by 13 percent.

5. Variety in Job Assignments

Variety in job assignments was considered important by 84 percent of the respondents, while slightly more than half

(57 percent) disagreed with the statement that they had not been able to change job assignments as frequently as was desired. However, there were significant ($p=.015$) differences between career- and non-career-oriented respondents in the frequency with which changes were desired in job assignments. About three-fourths (77 percent) of the career-oriented respondents indicated their job assignment had been changed as often as they would have liked, while slightly less than half (48 percent) of the non-career-oriented respondents felt this way. Of those respondents who had not changed their job assignments as frequently as they would have liked, 28 percent were career-oriented and 72 percent were non-career-oriented.

Respondents working in prisons with large or small Black employee populations were significantly ($p=.046$) different in the frequency of desired changes in job assignments. Seventy percent of all respondents working in prisons with high percentages of Black employees were satisfied with the frequency with which they were able to change job assignments, as compared with 48 percent of the respondents from prisons with low percentages of Black employees. Of a total of 31 respondents who were not satisfied with the frequency of changes in job assignments, 27 were from prisons with large Black employee populations, and four were from prisons with small Black employee populations.

6. Advancement and Career Orientation Opportunities

A total of 50 percent of the respondents were satisfied with their chances for advancement, and the other 50 percent were undecided or dissatisfied. Only 30 percent of the respondents believed their present job offered them a better chance for advancement than would other jobs they felt qualified to hold. Almost half (48 percent) felt their chances for advancement would be better elsewhere, and 22 percent were undecided.

Almost all (93 percent) of the respondents indicated that a chance for additional training and education was an important vocational goal or aspiration; 85 percent believed this could be achieved in a correctional institution. Yet, only half of all officers interviewed thought their present job assignment offered them a chance to acquire the training/ education needed for advancement to better paying positions. One-third (32 percent) felt their present position did not offer them this chance. The remaining 18 percent were undecided. On the other hand, 78 percent of all respondents felt the skills they acquired on their present jobs would be valuable in other employment situations.

Considering the fact that only a small percentage of the respondents reported that they had visited a job career counselor and the printed materials on careers in corrections apparently were not very effective in influencing them to plan

careers in corrections, it was not surprising that only 36 percent of the respondents felt that career opportunities were better in corrections than elsewhere, whereas 42 percent felt career opportunities were better on other jobs.

Promotion ambitions were examined in terms of respondent interest in supervisory job opportunities. A chance to be a leader or supervisor, or to attain a position of authority, was important to more than 80 percent of the respondents. As previously stated, minorities are grossly under-represented in top or middle-management level positions in corrections.

7. Retention Incentives .

An effort was made to determine the effect which certain changes in the job situation would have on the respondents' interest in working in corrections. The suggested changes included a cash bonus, pay and benefits comparable to other similar jobs, retirement benefits, educational leave with pay, choice of work shift, and a change in job classification after one year of employment.

A cash bonus for each five-year period of seniority would favorably affect the interest in working in corrections of 72 percent of the respondents. An annual bonus of up to ten percent of the employee's base pay would produce a "favorable" change in interest for 75 percent of the respondents, and have a negative effect on 11 percent.

Pay and benefits made comparable to similar jobs in the private sector would have a positive effect on the career interest of 80 percent of the respondents. Additional benefits such as two weeks of educational leave with pay each year and retirement with three-fourths pay after 25 years of service were endorsed by 94 and 86 percent of the respondents, respectively.

A guaranteed choice of work shift, provided there was an opening, for the first three years of employment would positively affect the career interest of 75 percent of the respondents, and a change in job classification after one year of employment was supported by 72 of the respondents.

8.   Tests

Cultural and racial biases have been found in some tests used to evaluate Blacks and other minority candidates for employment and/or job promotions. The possible existence of test biases in the recruitment, selection, and promotional practices and procedures in corrections were investigated by analyzing the respondents' opinions related to written examinations, oral examinations, job performance reports, eligibility requirements for promotions, and educational requirements. These variables were viewed as key components of the testing and selection procedures in hiring and promotions.

Figure 12 shows that a majority of the respondents thought the written and oral parts of the selection examinations were

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FIGURE 12

RESPONDENTS' VIEWS ON ASPECTS OF THE SELECTION
AND PROMOTION EXAMINATIONS AND REQUIREMENTS

Percent

	Unfair	Fair	Not Applicable	Total
I. Selection Process:				
Written Examination	17	65	18	100
Oral Examination	24	61	15	100
Educational Requirements	10	86	4	100
II. Promotional Process:				
Job Performance Evaluations	26	64	10	100
Eligibility Requirements	23	51	26	100
Written Examination	13	49	38	100
Oral Examination	22	43	35	100

fair, although a significant majority (24 percent) believed the oral examination was unfair. The table also shows that 86 percent of the respondents believed the educational requirements were fair.

According to the survey data, 49 of the non-correctional respondents have taken promotional examinations at their present place of employment. Of those who took the examinations, 16 were promoted. Those who were not promoted had either low scores or were put on a promotion's waiting list.

The overall percentage of respondents who thought the three components of the selection process were fair is somewhat higher than the percentage who thought the promotions procedures were fair. Job performance evaluation reports were rated as being fair by 64 percent, eligibility requirements for taking promotional examinations were considered fair by 51 percent, written parts of the promotional examinations were considered fair by 49 percent, and the oral part of the promotional examination was rated fair by 43 percent of respondents. Only one selection procedure -- the oral examination -- was considered unfair by more than 20 percent of respondents, while three promotional procedures -- all but the written examination -- were judged unfair by more than 20 percent of respondents.

9.   Career Information and Materials

Correctional employees need information to help them

evaluate their abilities and interests in order to effectively

plan, prepare for and adjust to a satisfactory field of work,

and to build suitable steps in their careers beyond the entry

level. The achievement of these and other vocational goals and

objectives is greatly facilitated by the availability and

accessibility of job information and/or a job career counselor.

The latter two sources can keep the employee apprised of pro-

motion and reassignment opportunities, and the education/

training required to take advantage of them.

● Job Career Counselor

A comparatively small number (18) of the respondents
reported access to a job career counselor. Of those
who had such access, almost half (8) actually met with
the counselor. Four just dropped in to see the coun-
selor, the counselor set up two appointments, and two
respondents set up their own appointments. The respon-
dents visited the counselor to get information about
a specific job, promotions, or reassignment possibili-
ties, or specific information about an unsatisfactory
work report. The counselor helped three respondents
a lot, four a little, and one not at all.

● Published Materials

Only 28 percent of respondents reported that they
received printed materials which influenced them to
plan careers in corrections. Respondents in prisons
with a small number of Black employee populations per-
ceived the effect of published materials on planning
careers in corrections significantly ($p=.008$) differ-
ently from those from prisons with high Black employ-
ee populations. While 42 percent of all respondents
from prisons with high Black employee populations
reported that published materials influenced them to
plan a career in corrections, only 15 percent of all
respondents from prisons with low Black employee
populations reported likewise.

D. RELATIONS WITH INMATES

A rationale advanced by those who advocate increased hiring of Blacks and other minorities at all levels in corrections is that ethnic and cultural similarities among employees and the inmates could play a significant role in the rehabilitative process. To determine the importance of this issue in relation to the recruitment and retention of minority employees, respondents were asked to rate the relationship between Black employees and Black inmates. The scale categories and percentages of responses in each were as follows:

Relationship	Percent
Excellent	18
Good	62
Fair	18
Poor	2
Total	100

These figures show that 80 percent of the respondents rated the relationship between the two groups as good or excellent, and only 20 percent characterized the relationship as fair or poor. Respondents who felt the realtionship was fair or poor suggested that it could be improved by hiring better educated officers, hiring younger officers, placing more Blacks in supervisory positions, having Black employees show interest in Black inmates, providing more communication between the two groups, and hiring more Black employees.

Respondents from prisons with small Black employee popula-
tions were three times more likely than those from prisons with
large populations to rate the relationship between Black em-
ployees and Black inmates as excellent or good. The difference
between the two groups on this question was significant (p=.001).

E. BARRIERS TO RECRUITMENT

Viable and credible systems designed to attract and retain specific segments of the labor force must identify, eliminate, and/or compensate for any impediments to achieving stated goals and objectives. Thus, Black non-correctional officers were asked to identify what they saw as barriers to recruiting minority group members.

A large majority (80 percent) of the respondents felt that barriers to the recruitment of minority group members existed. The following barriers were identified (They are listed in descending order of frequency.): racism, educational standards, geographical location, physical risks to safety and health of the employee, stigma attached to prisons. Other reasons indicated less often were the absence of sizeable Black communities and inadequate housing in nearby communities. Moreover, 85 percent of the respondents indicated that their place of employment had no program to help Black employees find housing in nearby communities.

The respondents felt prisons used a quota system to determine the number of Blacks that would be hired. In the opinion of 76 percent of the respondents, a quota system limiting the number of Blacks hired is utilized in correctional institutions; they responded "yes" to the question: Do you think your institution will employ only a certain number of Blacks?

Respondents from prisons where there was a "low" number
of Black employees felt racial discrimination in hiring was
the major reason for the small number. Other reasons less
frequently mentioned were: harrassment by whites, geographical
location of the prisons, undesirable working conditions, Blacks
unaware of job opportunities at prison, and Blacks not wanting
to come to the prisons to work. About two-thirds (68 percent)
of the respondents described the number of Blacks employed at
their location as "high". The major reasons cited for reported
high numbers of Black employees were outside pressures, court
actions, federal requirements, and attempts to achieve a racial
balance.

F.   JOB SATISFACTION

The probability of increasing job retention rates is greatly enhanced if employees are satisfied with the work itself, pay, promotion prospects, supervisors, and co-workers. The extent to which the respondents were satisfied with their jobs was investigated by analyzing their responses to a three-point Likert scale.   The factors used in determining job satisfaction were (1) co-workers' esteem, (2) employer policies and practices, (3) job security, (4) working conditions, (5) cooperation among co-workers, (6) chance for advancement, (7) pay, (8) job responsibilities, (9) superior/subordinate relations, and (10) praise.   Respondents were requested to indicate the extent of their satisfaction with each of the above job factors; factors and percentages of satisfaction are displayed in Figure 13.

This table shows that the percentage of dissatisfaction among the respondents ranged from 4 to 49 percent.   High percentages of dissatisfaction were found concerning pay, employer policies and practices, working conditions, chances for advancement, and superior/subordinate relations.   Almost half (49 percent) of the respondents were dissatisfied with pay, and 61 percent indicated they would quit their corrections jobs if a better paying job were found.   Employer practices and policies related to Black employees had the second highest

FIGURE 13

PERCENTAGE DISTRIBUTION OF JOB SATISFACTION

Factors:	Dis-Satisfied	Undecided	Satisfied
Co-Workers' Esteem	4	11	85
Employee Policies and Practices:			
a. Employees	45	26	29
b. Dismissals and Transfers	31	40	29
c. Overtime	26	22	52
Job Security	12	12	76
Working Conditions	39	12	49
Superior/Subordinate Relations:			
a. Understanding	18	12	70
b. Personnel Management	23	15	62
Cooperation among Co-Workers	25	15	60
Chances for Advancement	32	18	50
Pay	49	11	40
Job Responsibilities	16	6	78
Praise	25	17	58

proportion (45 percent) of "dissatisfied" responses. The third

highest number of "dissatisfied" responses was related to

working conditions, with 39 percent of the sample expressing

dissatisfaction. On the other hand, working hours were one of

three things respondents liked most about their jobs.

About a third of the respondents were dissatisfied with

their chances for advancement. A majority (51 percent) of the

respondents felt their chances for promotion were less than those

of their white co-workers, while only 14 percent believed their

chances were greater than those of white workers, and 36 percent

felt their chances were equal.

Dissatisfaction with other work factors was expressed by

one-quarter or fewer respondents.

Satisfaction with job-related factors ranged from 29 to 85

percent. Job factors with which 70 percent or more of the re-

spondents were satisfied were: co-workers' esteem, superior/

subordinate relations, (i.e., understanding between supervisor

and employee), job security, and job responsibility.

More respondents (85 percent) were satisfied with co-

workers' esteem than with any other factor. The factor which

received the second largest nunber (78 percent) of satisfied

responese was related to feelings about responsibilities

associated with the job; job responsibilitiy was a much liked

aspect of working in corrections. Three-fourths of the re-

spondents were satisfied with job security, and 70 percent were

satisfied with the understanding reflected in superior/sub-ordinate relations.

Respondents were most likely to be undecided about the following job factors: (1) handling of dismissals and transfers (40 percent undecided), (2) policies and practices affecting employees (26 percent), (3) overtime policies (22 percent), and (4) chances for advancement (18 percent).

Looking at the nature of the job dissatisfaction, the percentage of employees holding academic/professional degrees, and the factors disliked most about working in corrections, it is perhaps not surprising that less than half (44 percent) of the respondents considered corrections a lifetime career. The 56 percent who didn't regard corrections as a lifetime career were asked to state under what circumstances they would change their minds. Their responses were as follows:

- Changes in the administrative policies and practices so that many of the procedures which are believed to be racially inspired would be eliminated;

- The implementation of employment and promotional systems which will provide equality of opportunity for all workers;

- Improved salary scales.

Some respondents (five percent) reported that they would not consider a career in corrections under any circumstances.

While 67 percent of the respondents felt their jobs would continue to meet their expectations, 33 percent did not think so for the following reasons: (1) over-qualification for the

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job, (2) poor advancement opportunities, (3) occupational goals that do not coincide with job, (4) budgetary cuts, (5) present job does not provide desired skills, and (6) racism. There were significant (p=.001) differences in the responses of career- and non-career-oriented respondents; 84 percent of all career-oriented and only 51 percent of all non-career-oriented repondents thought their jobs would continue to meet their expectations.

Numerous claims of racism and discrimination in corrections were made, and respondents felt that little action was taken against supervisors or administrators who discriminate. Only eight percent of the respondents reported being aware of any type of disciplinary action taken against supervisors or administrators who violated equal employment opportunity laws.

Respondents were asked to indicate the kind of work they would like to be doing one year from now. Approximately half (54 percent) of the respondents indicated a preference for the same kind of work they were doing at the time of the survey; 38 percent preferred to be doing different work. Two-thirds (67 percent) of those who preferred different work believed their chances of getting it were "good", and 33 percent believed their chances were "fair" to "poor" because of their race, age, and "other" (e.g., job specifications) factors.

When asked to identify the advantage and disadvantages of a Blacks pursuing a career in corrections, the respondents

gave the following:

    o   <u>Advantages</u>

       .. An opportunity to help other Blacks;
       .. A steady and secure income and a chance for
           promotions;
       .. A chance to increase one's social prestige
           and status in the community;
       .. The gaining of skills which might be helpful
           in other job situations.

    o   <u>Disadvantages</u>

       .. Racism;
       .. A few hostile Black inmates and white officers;
       .. Health and safety hazards.

G. MEDIA EXPOSURE

Media exposure was investigated as a recruitment and re-
tention variable in order to identify and describe the mass
media (i.e., printed and audio-visual) preferences of non-
correctional officers. This was expected to provide essential
background data needed in designing a recruitment model. Data
were collected on types of materials the respondents most
frequently read, radio programs most often listened to, and
favorite television programs.

Locally distributed newspapers were more frequently read
than other types of reading materials, such as books, magazines,
journals, etc. A large majority (84 percent) of the respondents
read the entire paper "almost every day"; others read only the
editorials, sports, front page, local news, business sections,
or crime section. Fewer than ten percent of the respondents
read the newspaper less than once a week.

Two variables, career orientation and frequency of reading
the newspaper, were cross-tabulated. Significant ($p = .031$)
differences were found in newspaper-reading habits; 95 percent
of all career-oriented respondents and 76 percent of the non-
career-oriented respondents read the newspaper "almost every
day."

The television viewing preferences of the respondents
were determined by asking them to list three of their favorite

programs. The specific programs listed were classified and placed into generic categories, and the next step was to tabulate the number of programs in each category. The categories of television programs most often watched, in rank order from highest to lowest, were: Black news, sports, comedy serials, crime serials, and full length feature movies. Only two percent of the respondents did not watch television.

All but ten percent of the respondents listened to the radio on a daily basis; just three percent did not listen at all. Popular music (rock, pop, rhythm and blues, etc.) programs were more frequently listened to than other types of programs; 44 percent of the respondents claimed these types of radio programs as their favorites. News and general music were tied for second place, each having percentage points.

Respondents were asked whether they read the bulletin board at their jobs; 43 percent reported they did. Twenty-four percent of the respondents read job bulletin boards several times a week, and 26 percent read it once a week or less. A few (four percent of) respondents indicated there were no bulletin boards in their units, and five percent reported they did not read bulletin boards at all. When visually scanning a bulletin board, more than four-fifths (86 percent) of the respondents were searching for information pertaining to job promotion or educational opportunities. Just four percent did not look for any specific kind of information.

The frequency with which career and non-career-oriented respondents read bulletin boards was significantly ($p = .038$) different. More than half (57 percent) of the career-oriented, as compared with 38 percent of the non-career-oriented, respondents read bulletin boards "about every day." However, of those respondents who read bulletin boards "several times a week," 39 percent were career-oriented and 61 percent were non-career-oriented respondents.

Locally distributed newspapers, popular music, radio, and television programs providing news about Blacks thus appear to be the forms of mass media preferred by non-correctional officers.
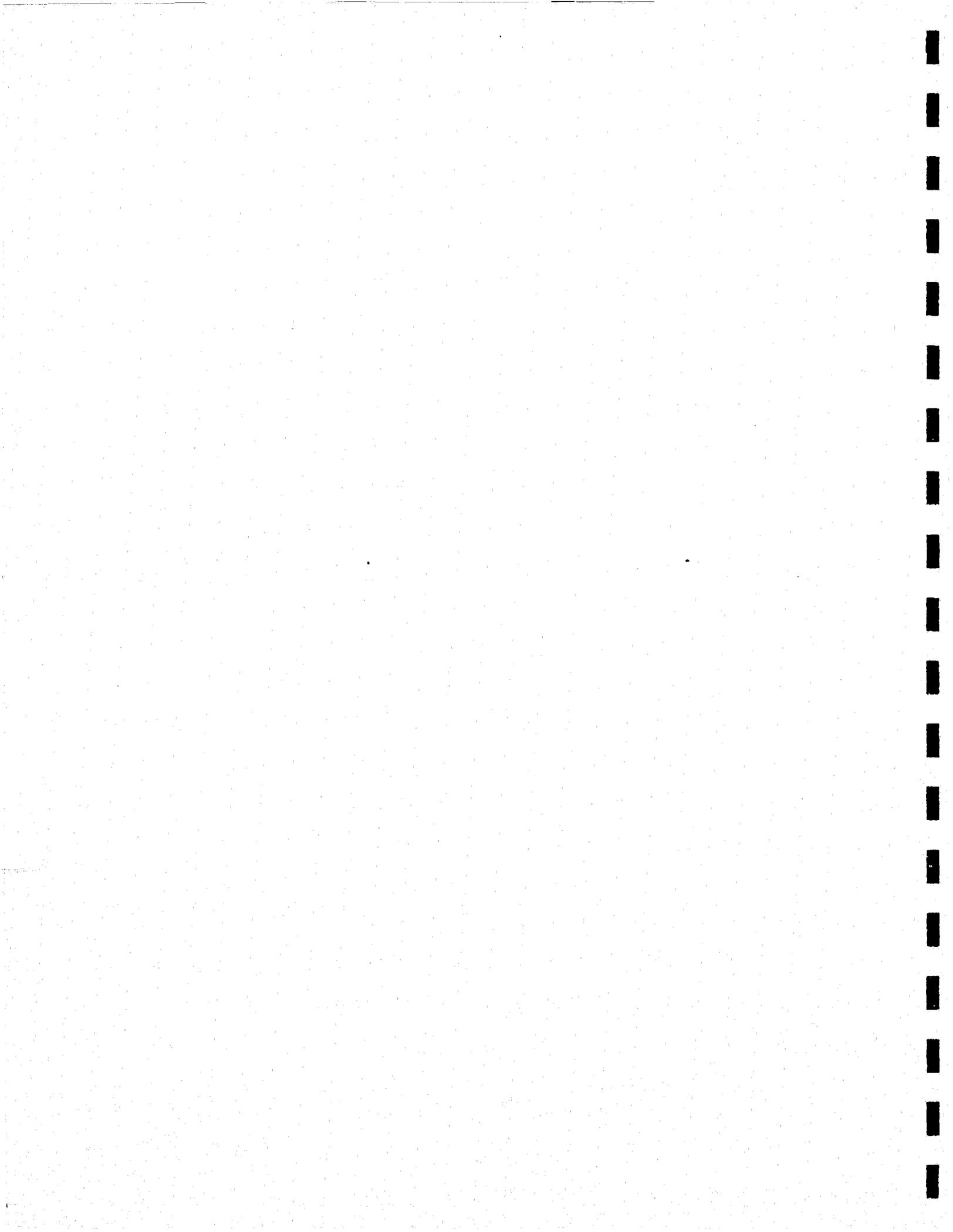
H. SUMMARY

1. Demographic Data

Data were obtained from 117 correctional personnel other than correctional officers in seven state-operated prisons. The average Black non-correctional officer was a male, 32 years old, married, with two dependents, was a college graduate, had a total family income of $14,000 - $17,000, and lived in a middle-sized city (25,000 - 100,000 people).

2. Employment and Working Enviornment

• More non-correctional officers found out about employment opportunities in corrections from friends or relatives than from any other source. After having filed a job application and waiting an average of three weeks, the "typical" applicant received notice of his selection.

The majority (52 percent) of the non-correctional officers were already working full-time or part-time when they accepted a job in   rrections, but 30 percent were unemployed. Little or no difficulty was experienced by 76 percent of the respondents in getting their present job. Three-fourths (76 percent) of respondents had no more than four years of tenure; 94 percent were employed full-time. Forty-four percent of respondents expected to make corrections a career.

In general, respondents reported some dissatisfaction with the physical job enviornment -- their working areas were often

considered too hot or too cold. Work areas were usually well lighted but often did not offer adequate work place.

Working in corrections was described by a majority (53 percent) of the respondents as routine, repetitive, and hazardous. Those undesirable qualities were perhaps partially compensated for by the interest and challenge 76 percent found in their work.

3. Management Methods

● Supervisory Leadership

The respondents were almost unanimous (95 percent) in their assessment of their immediate supervisors as not only listening to what the employees said, but also friendly and easy to approach. Non-correctional officers felt their supervisors required high job performance standards (92 percent), encouraged Black and white employees to use a team approach to work efforts (65 percent), and offered new ideas for solving job-related problems (74 percent).

Respondents who intended to make corrections their lifetime career were more likely to say their supervisors offered new ideas for solving job-related problems than were respondents who were not career-oriented.

The non-correctional officers felt their supervisors could better supervise Black employees if they had additional management skills, showed more interest and concern for the Blacks they supervised, changed some of their personal attitudes, and had more information about Blacks.

● Peer Support

Most respondents had positive feelings about relations with their white co-workers: they felt co-workers friendly and easy to approach (91 percent); planned and coordinated work efforts with Blacks in the work group (86 percent); offered new ideas for solving job-related problems (71 percent); assisted Blacks in

planning, organizing, and scheduling work ahead of
time (73 percent); and emphasized work group team
goals (67 percent).

- Organizational Climate

Management was perceived to have a much greater
interest in the welfare and happiness and working
conditions of white than Black employees, and some
dissatisfaction was expressed about other organiza-
tional actions. For example:

-- A majority (63 percent of the respondents)
   believed their white co-workers were given
   more information about events, activities,
   and job opportunities on other shifts or in
   other sections of the prisons.

-- Differences and disagreements among Black and
   white employees were considered as likely to
   be avoided, denied, and suppressed as to be
   accepted and worked through.

-- While 71 percent of non-correctional officers
   reported input into decisions made about them,
   decision-makers reportedly lacked some relevant
   facts 42 percent of the time.

- Occupational Goals and Aspirations

On the whole, 85 percent of the non-correctional
officers considered medical and retirements benefits,
variety in job assignments, a chance for increased
pay, and an opportunity for more education and train-
ing to be important job-related issues. More than
half (57 percent) of the officers believed their pay
was comparable to that for jobs outside correctional
facilities for which they felt qualified. Sixty
percent felt that their present job provided the
opportunity for the additional education and training
needs for a better paying job.

- Retention Incentives

The respondents speculated on the effects certain in-
centives would have on their interest in working in
corrections. A cash bonus for each five-year period
of seniority, pay and benefits comparable to that of
similar employees in the private sector, retirement with
three-fourths pay after 25 years of service, two weeks

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of paid annual educational leave, choice of work
shifts, change of job classification after one
year, and an annual bonus of ten percent of base pay
for outstanding job performance would favorably
affect the working interest of 65 to 91 percent of the
respondents.

⊚ Selection and Promotion Tests

A very large majority of respondents felt the written
test (65 percent) and the educational requirements
(86 percent) used for selection of non-correctional
officer jobs were fair to Blacks. About one-quarter
(24 percent) said the oral examination was unfair to
Blacks, and 61 percent said it was fair. Promotion
examinations were seen as less fair; although a majority
of the respondents (64 percent) rated the job evaluation
reports completed by supervisors to be fair, 26 percent
said the reports were not fair. Only about half the
respondents (51 percent) felt the eligibility require-
ments in promotion were fair, and less than half viewed
the written part of the promotion examination (49 per-
cent) and the oral part of the promotion examination
(43 percent) as fair to Blacks.

⊚ Job Counseling

Few non-correctional officers reported access to a job
counselor. Only 18 of 117 reported access to a
counselor at their place of work, and only eight had
actually met with the counselor. Visits were made by
the eight to get information on a particular job,
promotion information, or advice on an unsatisfactory
job report.

⊚ Barriers to Recruitment

The officers identified a number of problems in recruiting
Blacks, including: racism, quota hiring, unrealistic
educational standards, location of prisons, health and
safety hazards, the negative image corrections has among
minorities, inadequate dissemination of information
about prison job opportunities, absence of a significant
number of Blacks in policy-making positions, and difficulty
of getting housing accomodations.

4. Career Orientation

Respondents felt there were advantages and disadvantages

for Blacks in pursuing a career in corrections.

The advantages were:

- An opportunity to help other Blacks;

- A steady and secure income;

- A chance for promotions;

- A possible increase in social prestige and status; and

The disadvantages were:

- Racism;

- Hostile Black inmates and white officers;

- Health and safety hazards;

- Bad job assigments; and

- Little chance to work into a position of authority.

Less than half (44 percent) of the survey respondents had committed themselves to a career in corrections. Most of those who had not made career commitments would reconsider their position if administrative policies and practices which support racial discrimination were eliminated, if each employee was given an equal chance for promotions, and if the pay scale was improved.

5. Job Satisfaction

Most non-correctional officers (67 percent) felt their jobs would continue to meet their expectations, but 33 percent did not, for the following reasons: over qualification, little chance for advancement, occupational goals which do not coincide with current job, budgetary cuts, and racism. Career-oriented officers were more likely to believe their jobs would continue to meet their expectations than were non-career-oriented officers.

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High percentages of dissatisfaction were expressed over pay and employer practices and policies. High rates of satisfaction were expressed with co-workers' esteem, superior-subordinate relations, and job responsibilities.

6. Media Exposure

The officers were well exposed to mass media. More than four-fifths (84 percent) of the respondents read local newspapers almost every day. Almost all (97 percent) of the officers listened daily to radio stations which played Black music (i.e., soul, rhythm and blues, rock, etc.). Television was not watched as frequently; the most popular television program were those covering Black news.

A little more than two-fifths (44 percent) of the respondents reported they read bulletin boards at work. When reading, most looked for information on job promotions and educational opportunities.

SECTION III

COMPARISONS BETWEEN BLACK CORRECTIONAL OFFICERS
AND OTHER BLACK CORRECTIONAL EMPLOYEES
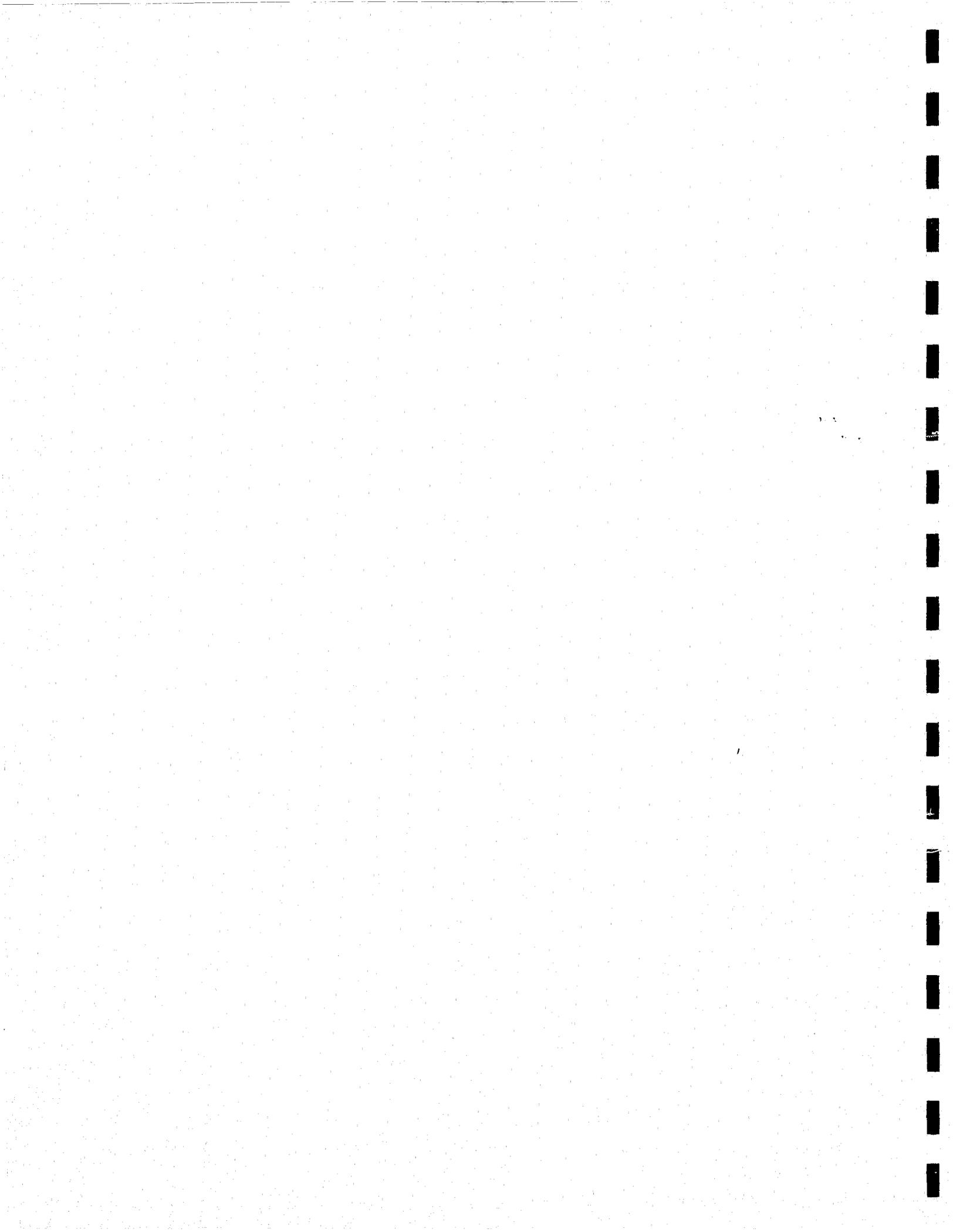
The previous two sections presented extensive data concerning the characteristics, perceptions, job experiences, and assessments of Black correctional officers and other Black correctional employees. This section briefly compares responses for these two groups.

A. DEMOGRAPHIC PROFILES

Black "non-correctional officers" -- treatment, administrative, and staff personnel -- differed from correctional ("custodial") officers in their age, marital status, income, and education. The median age for correctional officers was 28, for non-correctional officers, 32. While 59 percent of correctional officers were married, 74 percent of the non-correctional officers were married. The non-correctional officers had a median family income of $14,000 - $17,000, as compared with $8,000 - $11,000 for correctional officers. This higher income for non-correctional officers may be partially due to their level of training; 73 percent had a post-secondary degree, and 51 percent a Bachelor's, Master's or Doctoral degree -- which only 13 percent of correctional officers had a Bachelor's or higher degree. Moreover, 47 percent of the non-correctional officers were currently taking post-secondary courses of some kind.

Thus the non-correctional officers were a better trained, higher income group than the correctional officers.
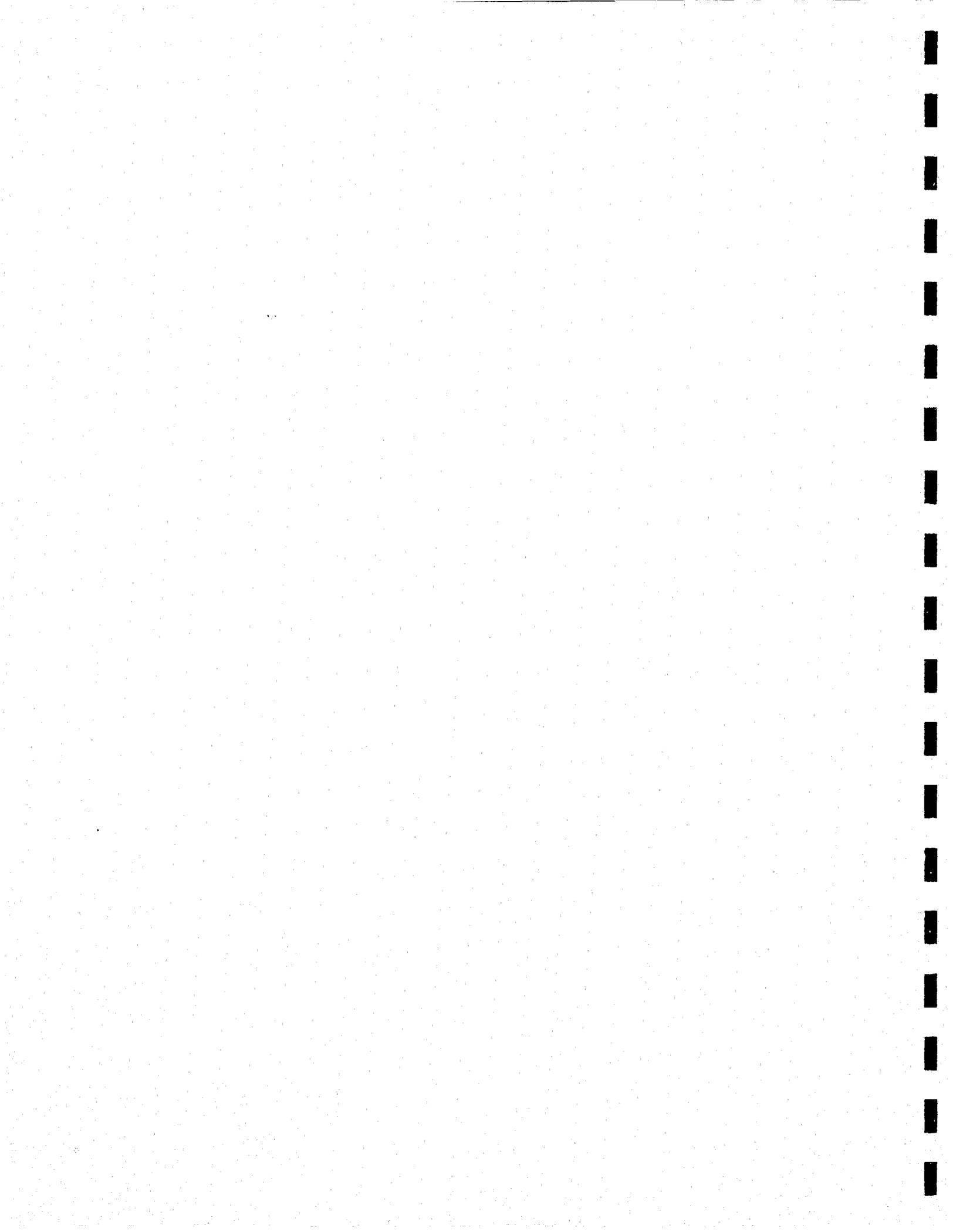
B.   EMPLOYMENT AND WORKING ENVIRONMENT

Both correctional and non-correctional employees were likely to have learned about their correctional job through friends or relatives or a public employment agency; 25 percent of correctional officers and 14 percent of non-correctional officers had relatives working in corrections. The large majority of both groups reported little or no difficulty in getting the job; non-correctional officers were less likely to be hired within one week after application, but the majority of both groups were selected within two to three weeks after applying. Less than half of each group were employed full-time at another job when they applied for their corrections position.

Asked about their work environments, both groups expressed some displeasure about the physical environment and both indicated the existence of physical risks or hazards. While a majority of both groups indicated that job tasks were routine and repetitive, this view was shared by 74 percent of the correctional officers but only 53 percent of the non-correctional officers. Moreover, a majority of both groups also felt their jobs were interesting and challenging.
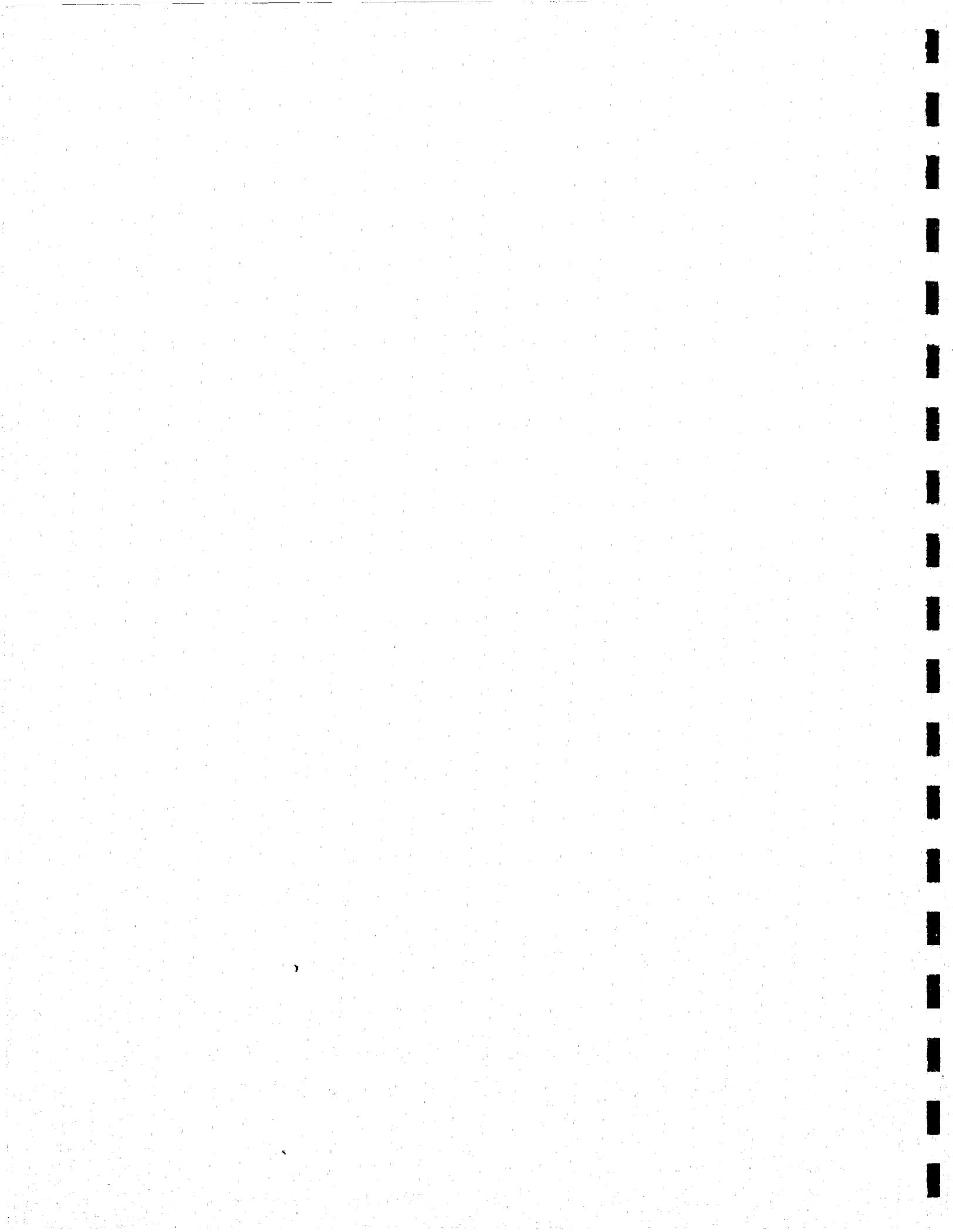
C. MANAGEMENT METHODS AND PRACTICES

Both groups indicated some serious concerns about some management methods and practices, as well as satisfaction with some procedures. Specifically,

- Both groups gave generally positive responses to questions about their immediate supervisors, indicating that they received supervisory support. A very large majority (95 percent of non-correctional officers and 89 percent of correctional officers), for example, reported that their supervisors were friendly and easy to approach. Supervisors were believed by non-correctional officers to encourage Black and white employees to work as a team; correctional officers were about equally divided on this question. For both groups, career-oriented respondents gave more positive responses than non-career-oriented respondents.

- A majority of both groups -- but a larger majority of non-correctional officers -- felt that supervision could be improved if supervisors had more information about good management and more interest and concern for Blacks whom they supervised. The two groups differed somewhat in other ways in which they felt supervision could be improved.

- Both groups found their white co-workers friendly and easy to approach and otherwise supportive; career-oriented members of both groups were more positive than non-career-oriented respondents.

- Both groups of Blacks felt management had more interest in the welfare and happiness of white employees than in the welfare and happiness of Black employees, with non-career-oriented respondents more negative than those who were career-oriented.

- Non-correctional employees were less likely to report that decisions affecting them were made without their input than were correctional officers; this may reflect the relatively higher job status of most non-correctional officers. Seventy-three

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percent of non-correctional officers and 55 percent of correctional officers reported management consulted with them "to some extent" or "to a great extent."

○ Almost three-fourths of the non-correctional officers and half the correctional officers felt Black employees worked for reasons other than to keep their jobs, make money, and avoid being "chewed out" -- such as to obtain the satisfaction of a job well done and meet the expectations of others in their work group. Such motivations may be higher for non-correctional than for correctional employees because of the nature of their jobs; many non-correctional officers held relatively highly skilled jobs, which might be expected to yield greater satisfaction than custodial officers' jobs.

○ Half of the non-correctional officers felt their chances for advancement were satisfactory, but less than half of the correctional officers shared this view. This may or may not reflect actual differences in promotional opportunities for the two respondent groups. Many members of both groups felt chances for advancement were better on other jobs than they were in corrections, while a significant number in each group were undecided.

○ Both groups of respondents indicated that certain changes in pay or other policies would increase their interest in remaining in corrections. More than 90 percent of each group felt two weeks of educational leave with pay each year would positively affect retention; this incentive was favored by a higher proportion of each group than were cash bonuses and increased retirement pay.

○ A majority of both groups felt that both the written and oral sections of the selection examinations were fair, and that educational requirements for their jobs were fair. Respondents in each group were more likely to feel that the promotional process was fair than unfair, but significant minorities questioned the fairness of job performance reports by supervisors. These were considered unfair by 42 percent of correctional officers and 26 percent of non-correctional officers. More than four out of ten (42 percent) of the non-correctional officers had taken promotional examinations, as compared with only three out of ten (30 percent) of correctional officers. This may reflect the shorter average tenure of correctional

officers; 72 percent had been on the job two years
or less.

- Only 15 percent of non-correctional officers and 12
  percent of correctional officers reported access to
  a career counselor, and a little less than half of
  these in each group had actually used the services
  of such a counselor.

The above statistics suggest great similarities in the
responses of correctional officers and other Black correctional
employees regarding management policies, practices, and issues.
Most differences seem explainable by variations in job type and
tenure rather than in general attitudes, although the reasons
for responses were not investigated statistically.

D. <u>RELATIONS WITH INMATES</u>

Both Black correctional officers and Black non-correctional officers reported generally good relations with Black inmates. A higher proportion of non-correctional officers reported "excellent" or "good" relations; such positive relations were reported by 70 percent of non-correctional officers and 54 percent of correctional officers. The difference may reflect the differing nature of job responsibilities for correctional officers -- who to some degree fill a "police" function -- as opposed to non-correctional officers, who often hold either administrative or staff positions not involving close involvement with inmates, or "treatment" or rehabiltiation related jobs.
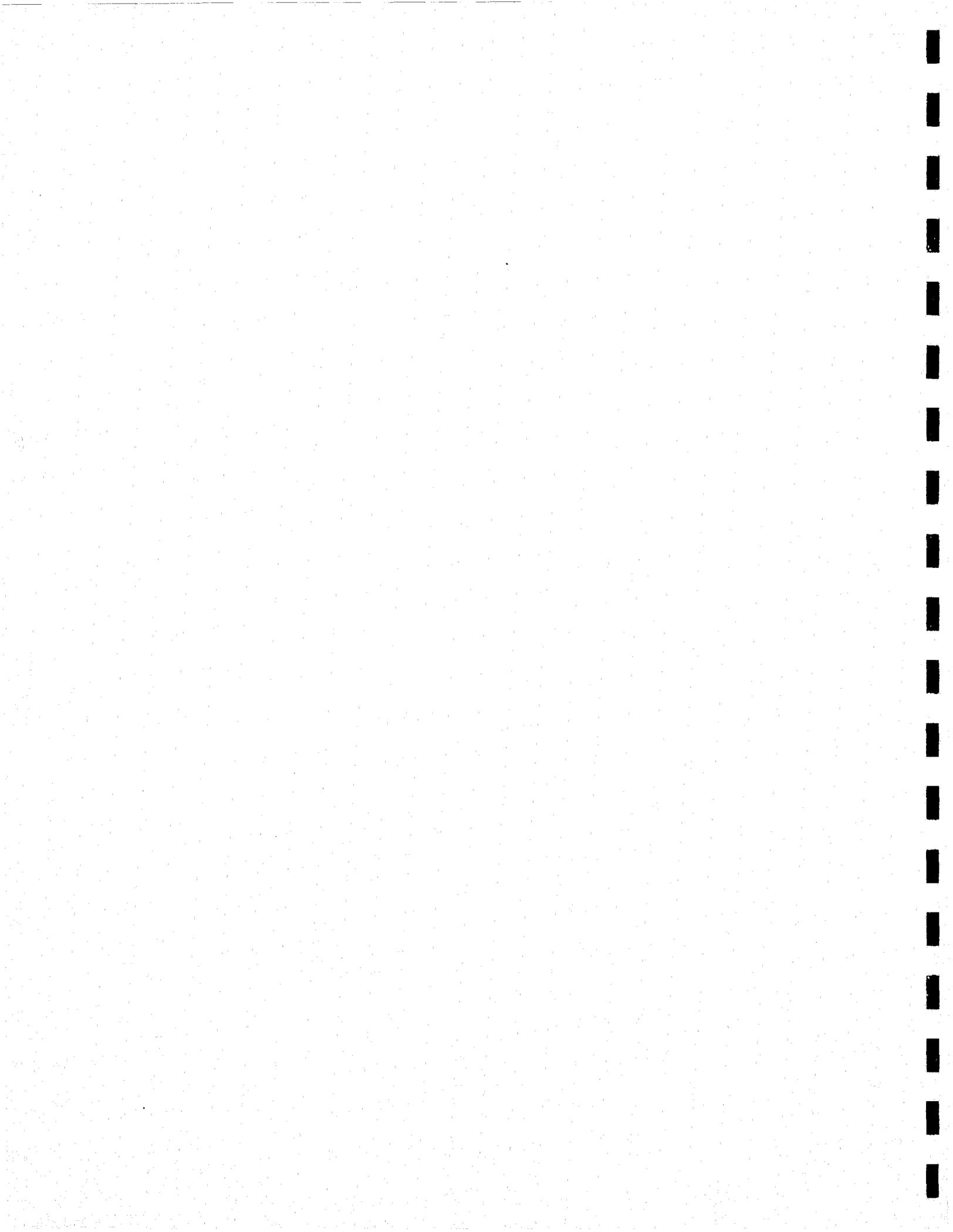
E.   BARRIERS TO RECRUITMENT

The most frequently reported barrier to the recruitment
of minority group members for corrections jobs identified by
both groups was racism. Both groups believed that racial
discrimination in hiring existed, and that many prisons used
a "quota system" to limit the number of Blacks hired.

One corollary problem involves housing. Only 11 percent
of correctional officers and 15 percent of non-correctional
officers reported the existence of programs to help Blacks
find nearby housing. Since the geographic location of many
prisons is far from large cities or communities with large
Black populations, both groups considered this a problem. How-
ever, direct discrimination in hiring was considered a more
serious problem by most respondents.

F. JOB SATISFACTION

Very similar types and levels of job satisfaction were
found for correctional officers and non-correctional officers.
Asked to indicate their satisfaction with ten major job fac-
tors, the two groups both indicated their highest level of
satisfaction with co-workers' esteem; 85 percent of non-correc-
tional officers and 79 percent of correctional officers ex-
pressed satisfaction with this situation. Second highest
satisfaction for both groups was with job responsibilities,
considered satisfying by 78 percent of non-correctional offi-
cers; third was job security, rated satisfying by 76 percent
of non-correctional officers and 63 percent of correctional
officers. Both groups found understanding between superiors
and subordinates to be the fourth most satisfying job factor;
it was considered satisfying by 70 percent of non-correctional
officers and 58 percent of correctional officers.

There was thus great agreement between the two groups
concerning the most satisfying job factors, although a higher
percentage of non-correctional officers expressed satisfaction
-- and a lower percentage reported dissatisfaction -- about
each of these job factors.

Greatest dissatisfaction in both groups was expressed
over pay; 54 percent of correctional officers and 49 percent of
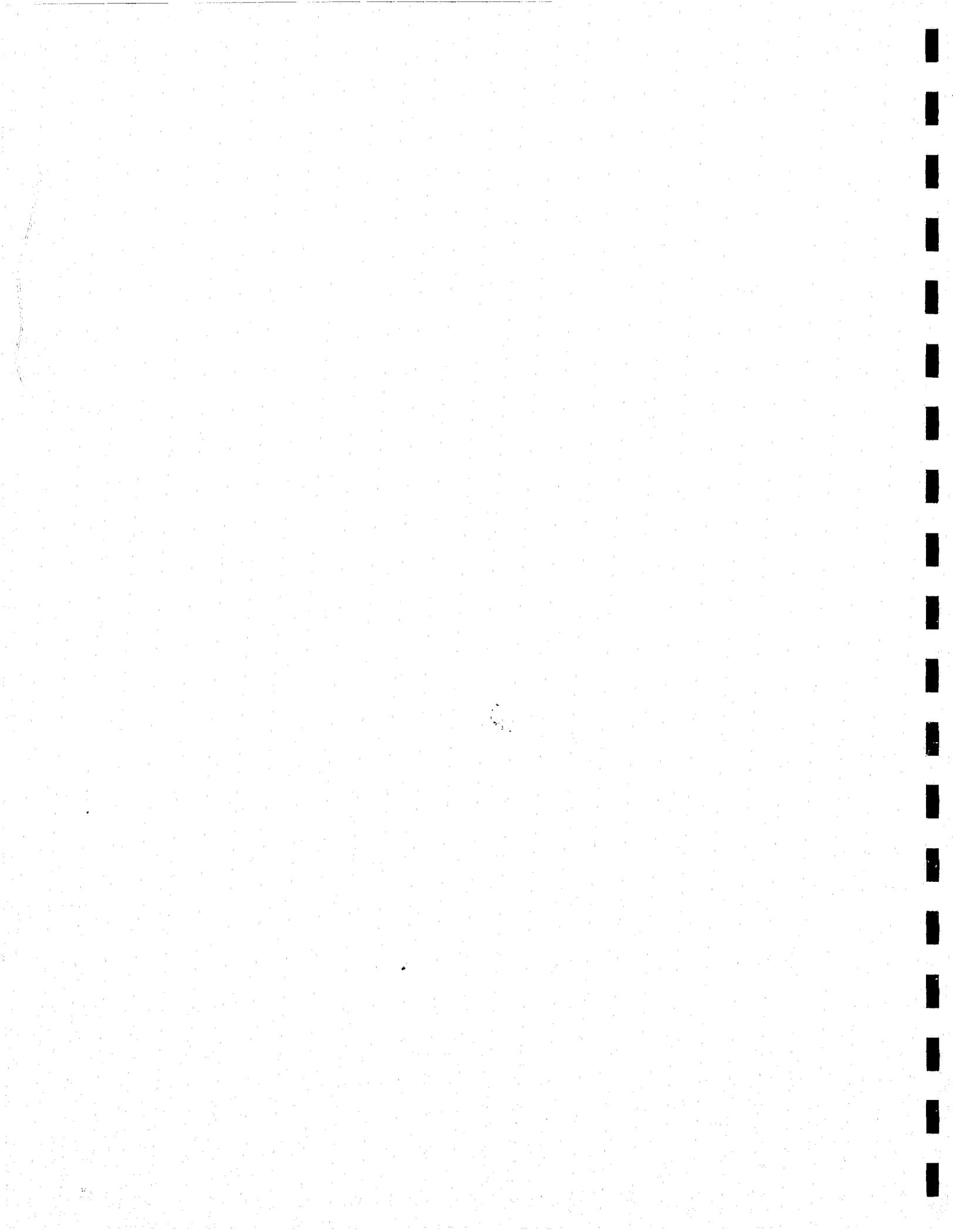non-correctional officers were dissatisfied with pay scales.

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Second greatest dissatisfaction in both groups was expressed with employee policies and practices regarding Black employees; 50 percent of correctional officers and 45 percent of non-correctional officers were dissatisfied with these management policies. More than 40 percent of correctional officers were also dissatisfied with policies and practices regarding dismissals and transfers (49 percent), working conditions (47 percent), and lack of praise for a job well done (43 percent). Non-correctional officers were dissatisfied with working conditions (39 percent), chances for advancement (32 percent), and policies and practices regarding dismissals and transfers (31 percent). Thus the level of dissatisfaction among correctional officers was generally higher, but in most cases the order of concern for job factors was very similar for the two groups.

Non-correctional officers were somewhat more likely than correctional officers to look upon corrections as a career; 44 percent of non-correctional officers and 37 percent of correctional officers were career-oriented at the time of the survey. Similarly, two-thirds (67 percent) of the non-correctional officers felt their jobs would continue to meet their expectations, as compared with 60 percent of correctional officers. Fifty-four percent of non-correctional officers and 52 percent of correctional officers hoped to be doing the s ae kind of work in a year's time. Two-thirds (67 percent) of the correctional officers who preferred different work believed their chances of getting the jobs they wanted were "good".

G.   MEDIA EXPOSURE

Both groups were asked about their mass media exposure. Responses were similar, but non-correctional officers generally reported higher levels of exposure to newspapers.   Specifically:

- 84 percent of non-correctional officers and 66 percent of correctional officers reported reading the newspaper almost every day;

- 90 percent of non-correctional officers and 85 percent of correctional officers reported listening to the radio almost daily, especially to popular music;

- Black news shows were the most popular reported television shows for both groups;

- 55 percent of correctional officers and 43 percent of non-correctional officers reported reading the bulletin board at work every day; non-correctional officers (86 percent) read it to find job promotion or educational opportunities, while correctional officers read it both for general information (42 percent) and for information on job promotions (41 percent).

H. SUMMARY

The foregoing comparisons show great similarities in the responses of Black correctional officers and non-correctional officers. The non-correctional officers reflected somewhat higher levels of satisfaction and career orientation, perhaps because they occupied higher-paying jobs and had greater tenure, on the average. However, the two groups exhibited striking similarity in their assessments of many job-related factors and conditions, in spite of their differences in job responsibilities.
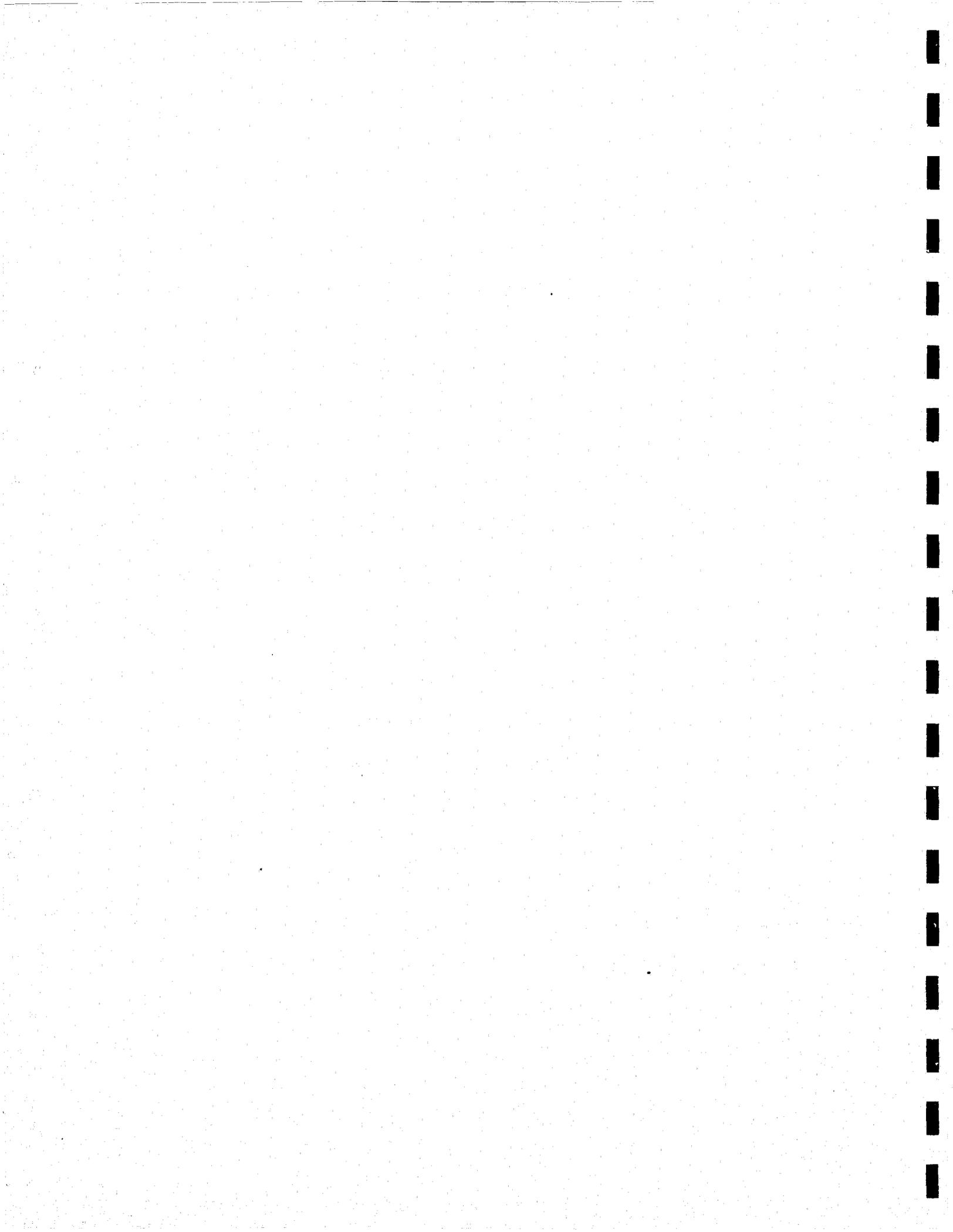
SECTION IV

ADMINISTRATORS

III. ADMINISTRATORS

A survey of 52 prison administrators (i.e., prison officials such as wardens/superintendents and their deputies and assistants, etc.) was conducted to determine their perceptions of the relationship between Black and white correctional officers and inmates. In addition, data were collected on Black employees relative to high turnover rates, steps were being taken to reduce high turnover rates, job retention factors, and barriers to recruitment.

A majority (42) of the administrators described the relationship between Black and white correctional officers as "good" or "excellent". Nine administrators thought the relationship was "fair" and one described it as "poor". A small number of administrators provide a written explanation of their response to this question. An administrator who described the relationship between Black and white officers as good, attributed it to the prison's switch from a trustee to a correctional officer system. Another administrator believed the increased number of Black correctional officers was responsible for the "good" relationship at his facility. Two administrators who reported race relations were poor among correctional officers at their prisons said the belief that Black correctional officers were inferior and the somewhat

negative attitudes of Black officers were thought to be causal factors.

A "good or excellent" relationship exists between Black correctional officers and Black inmates in the opinions of 29 administrators. The criteria on which two of these 29 officials based their opinions were "the absence of serious disciplinary problems" or "no problems" between Black officers and Black inmates.

One-third (17) of the administrators reported the relationship between Black officers and Black inmates at their respective prisons was "fair". Two administrators who rated the relationship as fair stated that the expectations Black inmates have for Black officers are higher than those they have for white officers. Moreover, it was felt that the higher expectations made Black officers more vulnerable to the Black inmates' "brother game".

Two of every three administrators considered the relationship between Black correctional officers and white inmates to be "good or excellent", while one of every four considered the relationship to be "fair". One administrator reported the relationship between Black officers and white inmates was "poor" at his prison.

Figure 14 contrasts the administrators' ratings of the relationship between Black officers and Black inmates and Black officers and white inmates. The data show a larger

FIGURE 14

ADMINISTRATORS' ASSESSMENT OF THE RELATIONSHIP BETWEEN BLACK OFFICERS
AND BLACK INMATES AND BLACK OFFICERS AND WHITE INMATES

Category	Black Officers and Black Inmates (Frequency)	Black Officers and White Inmates (Frequency)
Excellent	3	2
Good	26	33
Fair	17	12
Poor	2	1
Other	4	4
Total	52	52

number of administrators rated the relationship between Black

officers and white inmates as "good" as compared with Black

officers and Black inmates. The data show that 33 administra-

tors felt the relationship between Black officers and white

inmates was good, while 26 rated the relationship between

Black officers and Black inmates as "good".

The administrators' assessment of the relationship be-

tween white officers and white inmates was identical to their

assessment of the relationship between Black officers and

white inmates. For example, two of every three administrators

felt the relationship was "good or excellent", one in four

felt it was "fair", and one administrator rated it as "poor".

However, the administrators' responses to the question con-

cerning white officers relationship with Black inmates were

noticeably different. Less than half (25) thought the

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relationship was "good or excellent".

The data in Figure 15 show a noticeable difference in the Administrators' opinions of the relationship between white officers and white inmates and white officers and Black inmates.

FIGURE 15

ADMINISTRATORS' ASSESSMENT OF THE RELATIONSHIP BETWEEN
WHITE OFFICERS AND WHITE INMATES AND WHITE OFFICERS AND BLACK INMATES

Category	White Officers and White Inmates (Frequency	White Officers and Black Inmates (Frequency)
Excellent	3	1
Good	32	24
Fair	13	21
Poor	1	2
Other	4	4
Total	52	52

The number of frequencies in the "fair" response category (21) was larger for the relationship between white officers and Black inmates than in the same response category for other relationship combinations between officers and inmates.

The administrators identified the absence of the following factors as being responsible for high attrition rates among Black employees: competitive salary schedules, job security, affirmative action programs, human relations programs, Black job counselors, good working conditions,

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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. It should be noted that many of these were identified by the correctional officers as being important to them.

A content analysis of the administrators' responses to the question of perceived barriers to recruiting minority group members revealed the following:

- Education

  The Administrators believed many Blacks did not have the educational background to become correctional officers. This factor was variously cited as "lack of experience", "qualification", or "incompatible" for the job. It was of interest to note a sub-study of this investigation found 20 of 35 ex-correctional employees had completed one year or more of college training at the baccalaureate level.

- Racism

  Racial discrimination was cited as a barrier to recruiting minority group members. In some cases, minorities were hired but pressured by supervisors, not given equal opportunities for promotions, and/or given difficult job assignments. This often led to resignation.

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- Geographical Location

  The Administrators said that many correctional
  institutions are located in areas away from
  where minorities live. It was observed that
  many new construction sites are all but inacces-
  sible to minorities.

- Communication

  The Administrators felt communication was a
  barrier. This clearly demonstrated the need
  for a more effective information distribution
  and dissemination procedure. Most Blacks who
  could probably qualify for a correctional offi-
  cer's position are not aware of available job
  opportunities at correctional institutions.

- Salary

  The pay scales in five of the seven correctional
  facilities included in this study were not com-
  petititve with similar outside jobs. Where this
  is the case, Administrators said correctional
  employees leave when they find better paying jobs.

- Working Conditions

  Administrators cited fear, few promotional oppor-
  tunities, supervisor and inmate harrassment as
  examples of factors which often make for bad
  working conditions.

- Housing

  All but one prison included in this report were
  located away from areas where minorities live; and
  only one prison had a program to assist minorities
  with finding housing accommodations in nearby
  communities.

- Transportation

  The location of most state-operated prisons pose
  a transportation problem to minorities.

- Negative Perceptions of Corrections

  Many of the prison administrators believe some
 Blacks are concerned about becoming a part of

a system which represses and oppresses persons of their ethnic identity.

○ Public Image

The administrators felt corrections was synonymous with law enforcement in the minds of some Blacks, and as such has a social stigma attached to it.
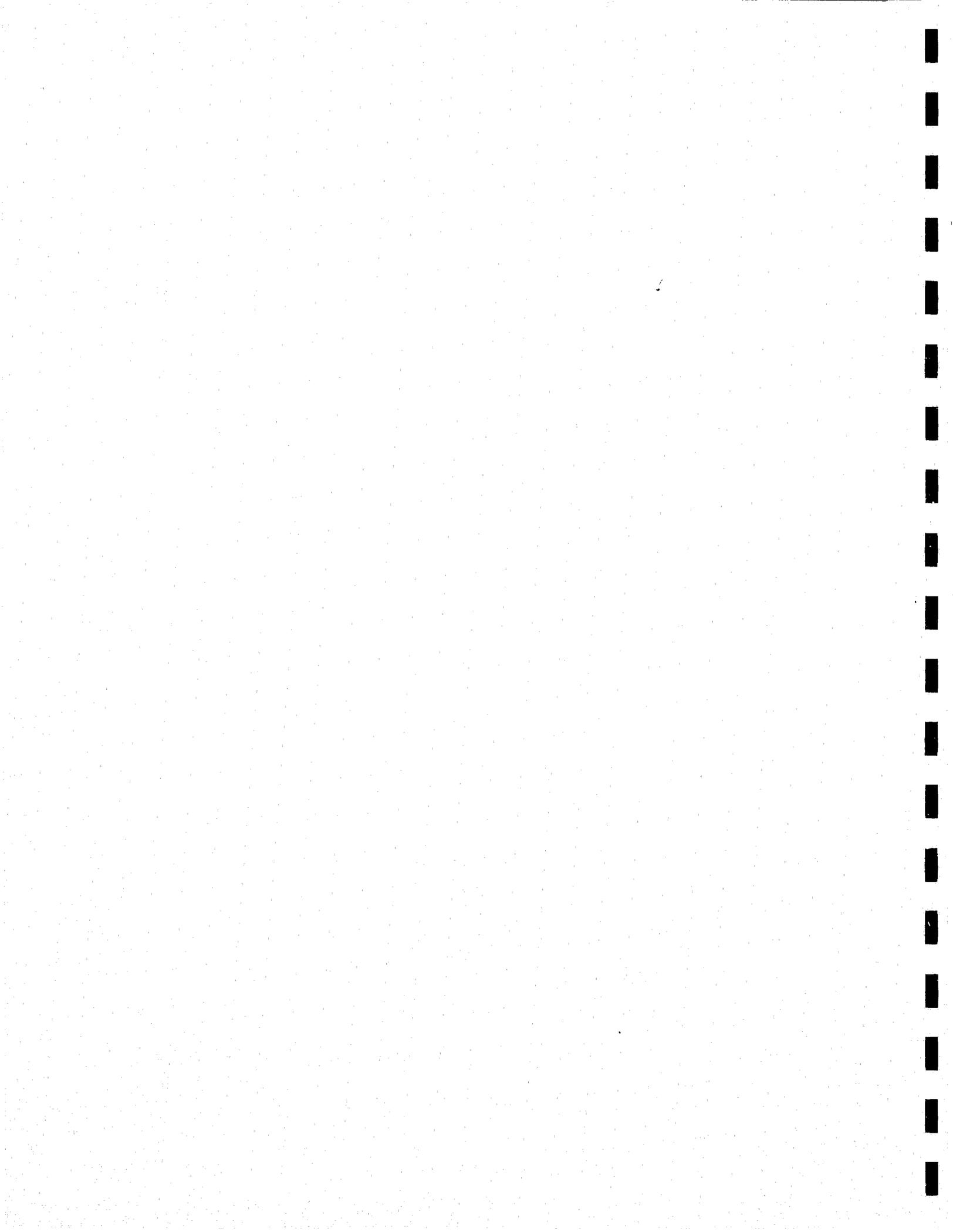
○ Recruitment Teams

The administrators felt that public relations personnel or recruitment teams should be integrated in order for corrections to overcome its past image of a "white male's occupation."
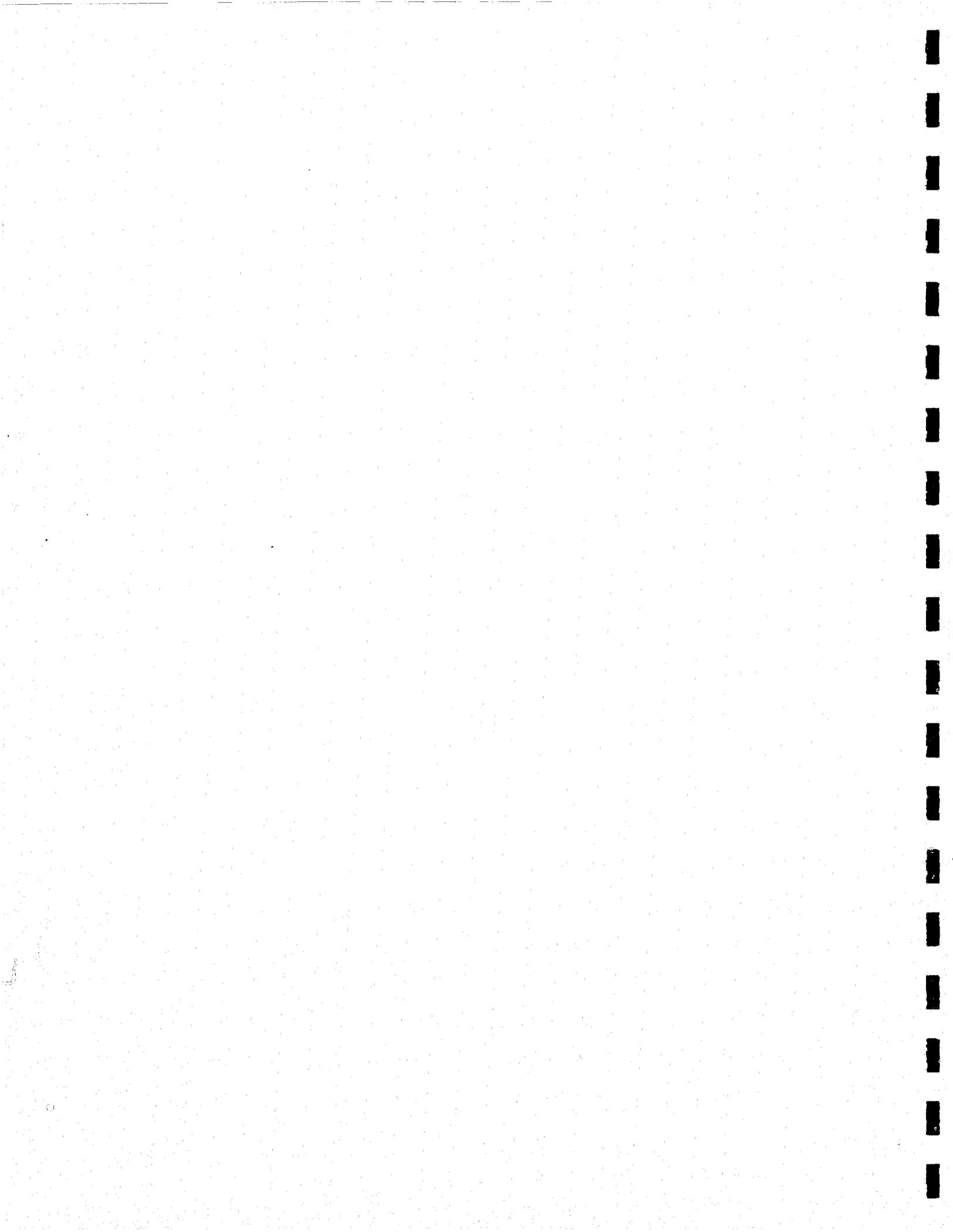
SECTION V

EX-EMPLOYEES

This section of the study reports on data collected from 35 ex-employees of the seven correctional institutions previously identified. The survey was conducted to determine why corrections was chosen as an occupation and why the employees left their jobs. Originally, plans were made to include approximately 100 ex-employees in the study. However, the costs incurred in locating and interviewing the ex-employees and the legal problems encountered in obtaining their names and addresses led to a reduced final sample size.

1.   Demographic Profile

The sample consisted of 33 Black males and two Black females; their median age was 27 years. Twenty-five of the ex-employees were married, eight were either separated or divorced, and two were widowed. Respondents had an average of three dependents, and modal income was less than $5,000. This is less than the annual modal income ($5,000-$7,999) earned when they were employed in corrections; comparative data are shown in Figure 16. Fourteen ex-employees were currently earning less than $5,000, as compared with only three who had earned less than $5,000 when working in corrections. Thus, on the average, ex-employees were making considerably less at present than when employed in corrections -- suggesting that they did not typically leave corrections to take better paying jobs.

Most ex-employees had not worked at the prison very long; 24 had worked in their corrections jobs for less than 12 months, nine had worked from one to two years, and two had worked from three to four years. The modal elapsed time since the ex-employees had left their jobs in corrections was 17 months.

FIGURE 16

COMPARISON BETWEEN EX-EMPLOYEE CURRENT SALARY LEVELS AND
SALARY LEVELS WHEN EMPLOYED IN CORRECTIONS

Salary	Current Salary (Number)	Corrections Salary (Number)
Less than $5,000	14	3
$5,000 - $7,999	8	20
$8,000 - $10,999	7	10
$11,000 - $13,999	2	2
No Response	4	–
TOTAL	35	35

More than half (23) of the ex-employees had completed at least one year of college education at the baccalaureate level. The current employment status of these 23 respondents was extremely varied: four were in law enforcement (i.e., city/county police), one was self-employed, one was employed in a university maintenance department, two were students, one was a counselor of alcoholics, one was receiving on-the-job training as a mechanic helper, two were construction workers, one was a

hospital technician, one was a factory worker, six were unemployed, two were teachers, and the job status of the last was not reported. Four of these 23 ex-employees had completed their baccalaureate training, three had completed three years of college, ten had completed two years of college, and three had completed one year of college. The rest did not indicate their highest level of educational attainment. All but one of the remaining 12 ex-employees had attended and/or completed high school. Of this number, two were unemployed, and the rest were employed as janitors, laborers, construction workers, handymen, plumbers, or building contractors.

2. Employment Experiences and Attitudes

The average distance traveled to and from work on a daily basis was 52 miles when the respondents worked in corrections; at present it was considerably less -- 18 miles.

All but four ex-employees reported they had liked their jobs in corrections. The three most frequently indicated advantages of corrections work were the salary, relationship with and opportunity to help inmates, and working hours. However, working hours were also frequently disliked, in prisons where the 12-hour, six-day work week was standard. Other aspects of corrections work liked most were co-workers' esteem, benefits, job requirements, experience obtained in observing the organization and administration of a correctional institution, and prestige of being a correctional officer.

Racism (prejudice/discrimination) was the single most dis-

liked aspect of correctional work. Racism was reported in the hostile attitudes of some whites in supervisory positions,. (e.g., one ex-employee felt Black employees were more closely watched than inmates), in the treatment of Black employees in general, in the lack of promotions and the absence of Blacks in better paying positions, and in the attitudes of ranked officials toward Blacks.

Working considitions were another often disliked aspect of corrections work. A high percentage of the ex-employees complained about the following: lack of rotating work shifts, the long work week, lack of variety in job assignments, absence of guidelines and job descriptions, and poor discipline. Protests were also expressed about the treatment of inamtes. One ex-employee complained that very few, if any, serious attempts were made to rehabilitate inmates. Moreover, inmates who expressed dissatisfaction with rehabilitation efforts or treatment (e.g., favoritism shown to inmates of wealthy families) were labeled "trouble-makers."

In some cases, the ex-employees felt prison officials made no attempt to cooperate with Black employees. Other facets of correctional work disliked most by the respondents were low salary, promotions based on "who you know," having to hold a gun on people, amount of time off, distance traveled getting to and from work, operations characterizing some prisons, and the inmates.

Eight employees apparently left their jobs involuntarily --

six employees were fired, one was laid off, and one claimed to have been "framed." The others left their jobs voluntarily, and reported they would not have left if the correctional institution had been different in one or more of the following ways: had equal employment and promotional opportunities for all employees, revised the rules and regulations regarding the relationship between employees and inmates, increased salary scales, rotated work shifts, provided in-service training, had shorter working hours, devised a retirement plan, implemented a rehabilitation program for inmates, and had staff with more sensitive attitudes toward Blacks.

3. Working Environment

Asked about the physical and social working environment, the ex-employees reported inadequate work space, job tasks that were routine and repetitive but also interesting and challenging, and imminent physical risks or hazards. In addition, white co-workers were more often reported uncooperative (by 16 respondents) than cooperative (by 13 respondents). Well-lighted work areas constituted the only positive physical attribute of the working environment.

4. Supervisory Support

Most (30) ex-employees felt their supervisors were friendly and easy to approach, but many (26) did not feel they encouraged Black and white employees to work as a team. However, this did not affect the friendliness Black and white employees displayed toward one another; 28 of 33 respondents

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reported white employees in their work groups were friendly and easy to approach.

5.   Organizational Climate

Ex-employees felt that the management of correctional institutions where the ex-employees were employed were more concerned with the welfare and happiness and working conditions of white employees than Black employees. However, management personnel were reportedly slightly less concerned about having sensibly organized work activities for whites than they were for Blacks.

6.   Decision-Making Practices

A narrow majority (18) of the ex-employees indicated that Black employees were asked for their ideas on decisions affecting them, but an almost equal number (15) reported Blacks were not involved in the making of decisions affecting them at all. They felt decisions affecting Black ex-employees were usually: (1) announced with no opportunity to raise questions or give comments; (2) drawn up, discussed with the ex-employee and sometimes modified before being issued; or (3) announced and explained and an opportunity given to ask questions. These approaches were used rather than permitting the ex-employee to select from a set of alternatives drawn up either by supervisor only or by the employee and supervisor jointly.

Ex-employees felt that differences between them and whites were not handled well. Differences tended to be avoided, suppressed, or denied, rather than accepted and worked through.

7. Communications Flow

A flow of information about what is happening on other shifts in terms of promotional opportunities, shift changes, educational opportunities, etc., is important to create a well-informed group of employees. Twenty-two of 35 ex-employees' agreed "to some extent" or "to a great extent" that the amount of information they received about events and activities on other shifts was adequate. However, a significant number (13) of the respondents were not satisfied with the information they received about what was going on in other sections or shifts.

8. Job Satisfaction

The respondents reported being both satisfied and dissatisfied with specific aspects of their jobs while employed in corrections, but the majority (22) said they had been satisfied with the overall job. Specifically, more than half of the 35 ex-employees were satisfied with supervisors, work groups, progress made prior to departure, pay, the chance to have other workers look to them for direction, the understanding between them and their immediate supervisor, job security, cooperation among co-workers, and responsibility connected with job. A majority of the ex-employees were satisfied with their salary and supervisors, but significant proportions were not. In contrast, a majority of the ex-employees were dissatisfied with the way dismissals and transfers were handled by their superiors, the way superiors handled

subordinates, and various policies and procedures affecting employees. Equal proportions were satisfied and dissatisfied with the recognition/praise received for good job performance and the way overtime was assigned. The largest amount of uncertainty about the various facets of corrections work was reflected in the ex-employees' feelings about the way superiors handled subordinates. Fifteen respondents indicated that they were "undecided" on this aspect of their former job in corrections.

9. Job Retention

When they first started to work in corrections, 22 to 31 of the ex-employees considered the following factors to be "important" or "very important": (1) corrections offered a sure way of getting a job when they were having trouble getting one; (2) it gave them an opportunity to help rehabilitate inmates; (3) they felt they possessed a special talent for a job in corrections; and (4) they felt they had a chance to work their way to a position of authority.

Very high proportions of ex-employees (from 23 to 32) agreed with the importance of a list of seven factors associated with job retention, which are shown in Figure 17. In addition, the ex-employees felt that the seven factors presented in Figure 17 could be achieved in a correctional setting.

10. Recruitment and Promotion Biases and Problems

Ex-employees considered the oral and written examinations used in determining suitability for employment in corrections

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FIGURE 17

JOB RETENTION FACTORS WHICH WERE IMPORTANT TO EX-EMPLOYEES

Factors:

	Not Important	Important	Can Be Achieved In A Correctional Institution	Cannot Be Achieved In A Correctional Institution
Increased Salary	3	32	23*	8
Additional Training and Education	4	31	31*	3
Increase in Rank	11	23	31	4
Retirement Benefits	3	32	30	5
Sto___, Secure Job and Income	3	32	30	5
Variety in Work Assignments	5	30	30	5
Medical Benefits	5	30	32	3

*Some rows do not add up to 35 because everyone did not respond.

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to be fair to Black applicants. The educational requirements were also considered to be fair by 24 ex-employees; ten stated that they were unfair.

Ex-employees were asked to rate the extent to which they felt job promotions procedures were fair to Blacks. Only one of four components, the job performance evaluation filled out by supervisors, was rated as fair to Blacks by a majority of the respondents. Eligibility requirements for taking promotions examinations were felt to be fair by 13 and unfair by 13. The oral and written parts were considered to be fair by 9 and 13 respondents, respectively. Fourteen respondents thought the oral part of the promotions examination was unfair, and 12 believed the written part was unfair.

As already indicated, most (27) ex-employees left corrections voluntarily. They did so for a variety of reasons, including bad working conditions, got a better job elsewhere, or moved out of the state. The most frequently cited adverse working condition was the 12-hour work day without "comparable" pay. One reported case involved an employee who a two-week leave of absence. When he returned to work, he had been re-placed by a white employee. He was told that he could continue working at the prison if he agreed to work an extra day each week and accept a cut in pay. The employee declined, and requested a meeting with the superintendent; the interview was denied. Other working conditions given as reasons for leaving corrections were "intolerable attitudes of superior

officers", poor treatment of Black personnel, refusal of wardens or superintendents to grant employees grievance hearings, and being too nice to inmates.

Six employees were fired, all but one of them for sleeping on duty. These five employees also complained about the difficulty of staying awake on the job during a 12-hour, six-day work week.

The retention rates among Black correctional officers in some prisons were found to be very low. These ex-employees suggested that retention rates could be greatly increased by: (1) eliminating racist practices and disciplinary actions; (2) promoting qualified Blacks to positions of authority (e.g., senior supervisory positions, policy-making positions, administrative positions such as captain, lieutenant, sergeant); (3) making salaries competitive; (4) implementing credible and viable affirmative action programs; (5) being fair in handling employee grievances; (6) providing equal opportunity for in-service training and education; (7) having uniform educational requirements for all employees holding similar jobs; and (8) eliminating practices of "setting up" Blacks to get fired.

The ex-employees were asked what could be done to recruit more Blacks in correctional settings. They suggested the following: (1) where the 12-hour work day exists, reduce it to eight hours per day; (2) eliminate racially discriminatory practices and procedures; (3) implement programs for distributing job information in Black communities; (4) explain

all facets of working in corrections to applicants; (5) keep promises made during recruitment; (6) promote Blacks to positions as wardens and superintendents; (7) implement human relations programs; and (8) have a fair system for dealing with employee problems. The major barriers to recruiting Blacks were felt to be salary, nature of job, location, promotions, racism, housing, and poor organization and administration.

Thirty-two of 35 ex-employees felt there was a definite need to increase the number of Blacks employed in corrections. The specific positions and areas suggested to be in need of more Black employees were custodial officers, treatment officers, parole officers, counselors, personnel officers, wardens, superintendents, business offices, cellblocks, towers, doctors and senior officers (i.e., rank of sergeant and above).
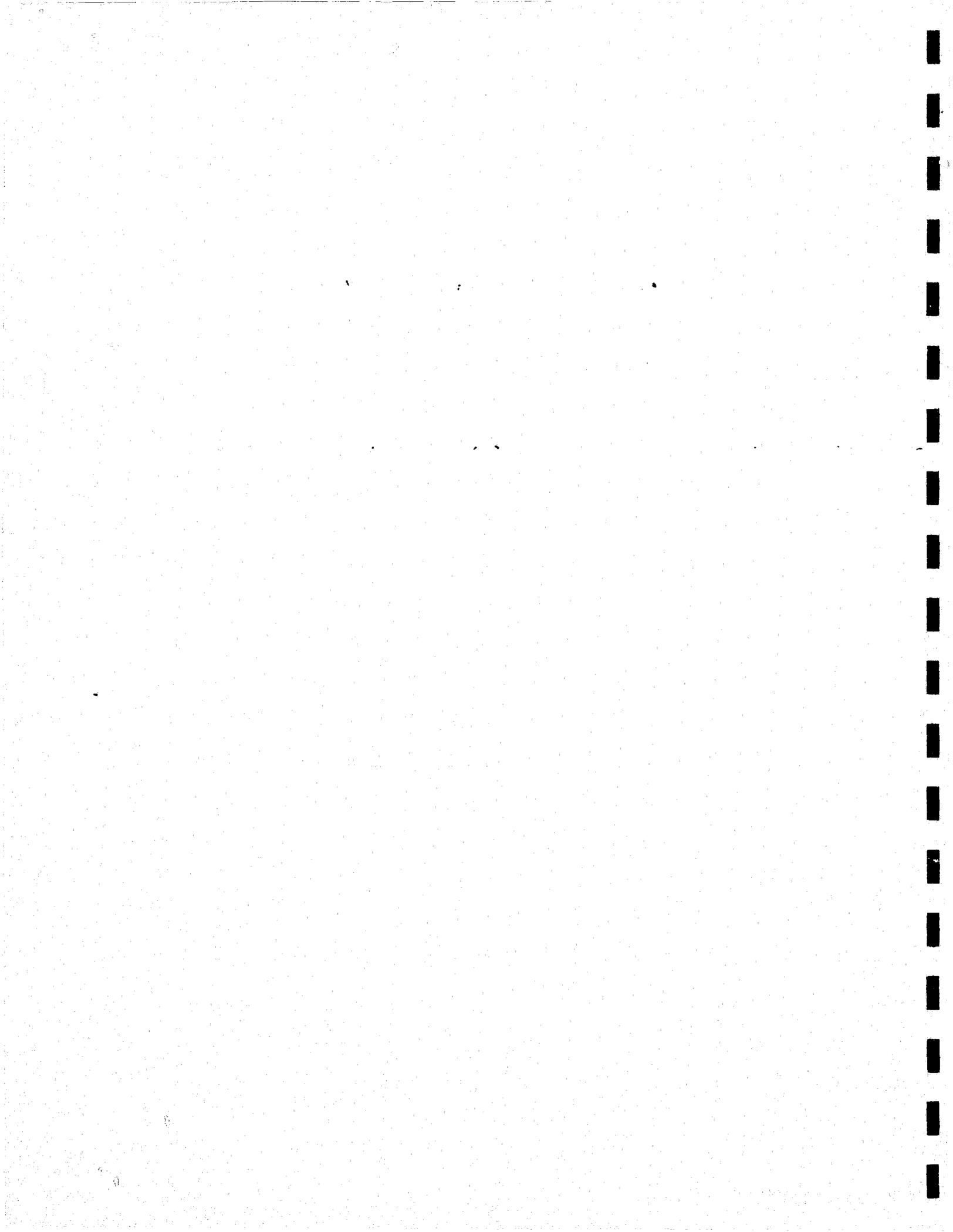
SECTION VI

INMATES
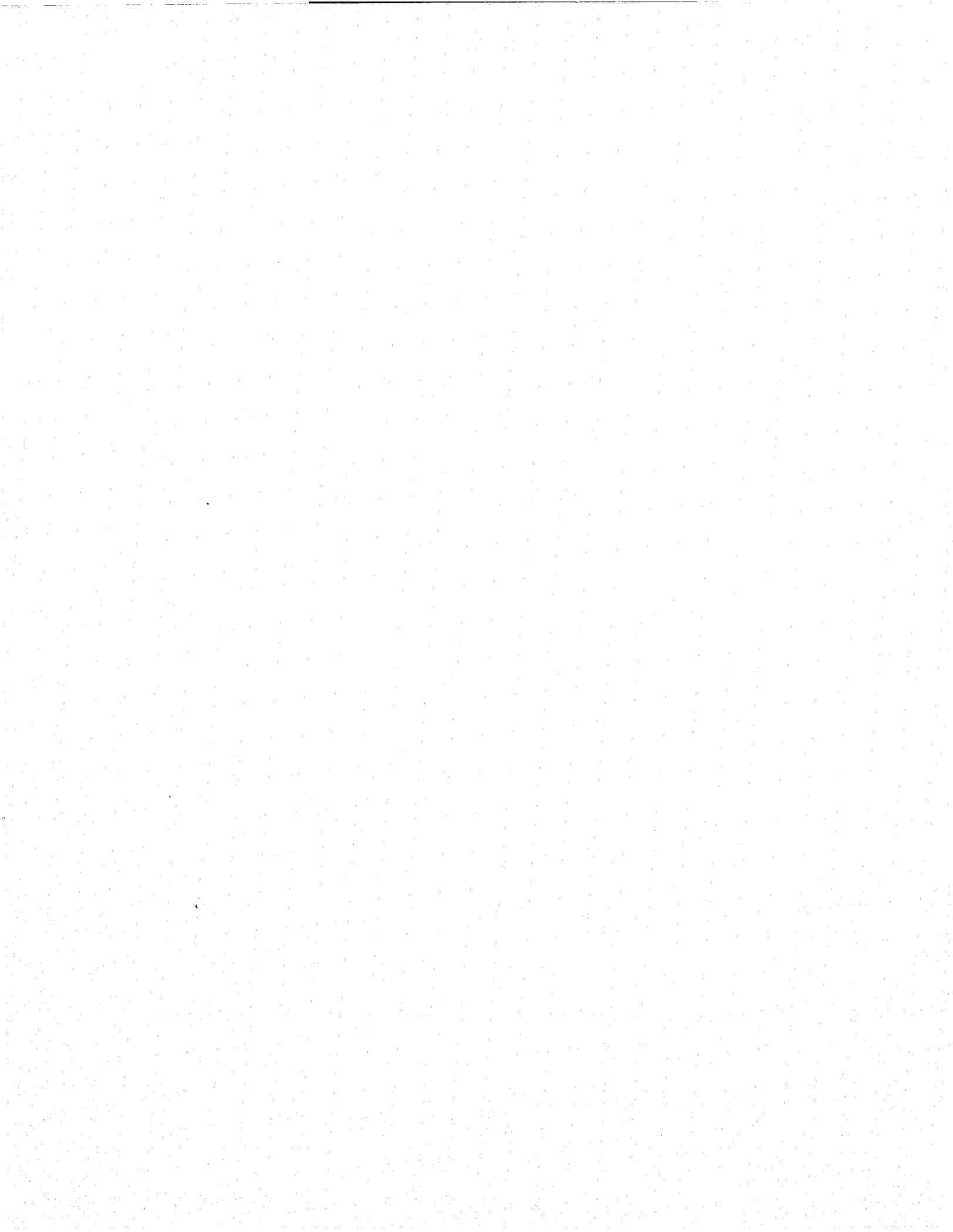
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III. INMATES

A randomly selected sample of 128 inmates at the previously
identified correctional institutions were interviewed to:
(1) assess their attitudes and perceptions on the major problems
confronting Black correctional personnel; (2) identify factors
which they believed contribute to high turnover rates where they
exist; (3) determine the relationship between Black correctional
officers and Black inmates; (4) determine the extent of need
for a larger proportion of Black correctional officers; and
(5) identify inmate perspectives on problems associated with the
recruitment and retention of Black correctional personnel.

The inmates felt Black correctional employees working in
state-operated prisons were confronted with an unusually large
number of job-related problems. The most frequently mentioned
problems were:

- Administrative policies and procedures as
  applied to Black employees;

- Racism in job assignments, promotions, salary,
  and equal opportunity for better paying jobs;

- Lack of authority;

- Exclusion from participation in administrative
  decision-making;

- Harrassment from a small number of Black inmates
  and white co-workers;

- Manipulation by officers of higher rank;

- Fear;

- Absence of adequate means for expressing job-
  related concerns;

- Inadequate orientation and training by the correctional institutions;

- Role conflict associated with being part of a system which oppresses Black people and metes out unequal opportunities.

These problems were also felt to affect recruitment and retention rates among Black correctional employees. As can be seen from review of the above list, most perceived job-related problems involved some form of institutional racism; only seven percent of all inmates interviewed believed Black correctional employees had job-related problems that were not race-related.

In the opinion of the inmates, recruitment and retention could be greatly improved by eliminating racist practices and procedures, which were considered endemic at the seven state-operated prisons. For example, the inmates felt that the extremely small number of Blacks currently found in top administrative positions was a function of racism, and that this condition was a signal to the prospective employee that his chances for advancement were not good. The absence of a significant number of Blacks in positions of authority was believed to suggest possible negative experiences that the job aspirant would like to avoid (e.g., few promotional/advancement opportunities, low pay, and unequal opportunities for better paying jobs).

Inmates were asked if they felt the need for more Black officers in correctional institutions. The vast majority (76

percent) indicated there was such a need. They felt that Black officers were more effective in helping Black inmates prepare for re-entrance into "open" society, and that they carry an ethnic message: "Someone is trying to be helpful."

Inmates also felt that more non-military employees should be recruited for correctional officer positions, and that all job applicants should be given a psychological examination to "see if their heads are on right," and then properly trained: "Not just any damn fool should be given a job." Furthermore, they stressed that a situation should not be allowed to develop where all correctional officers were of the same race -- all Black or all white.

Fifteen percent of the inmates did not believe more Black correctional officers were needed. They emphasized hiring personnel who had understanding and who knew how to deal with people. A small number (five percent) suggested there should be a balanced staff of Black and white correctional officers.

Inmates were asked what could be done to increase retention rates among Black correctional officers. Slightly more than two-fifths (42 percent) recommended giving Blacks more middle-management level positions; three percent felt retention could be increased by promoting qualified Blacks to top administrative positions (e.g., superintendents, wardens, etc.); 21 percent felt that a re-organization of correctional institutions would increase retention rates; and 28 percent thought

the major problem was the need for Blacks to be treated in an
honest manner. Inmates believed the key to retaining Black
correctional personnel was a "common sense" approach to em-
ployee selection, training, and placement procesures, including:

- Eliminating racially discriminatory practices;

- Providing Blacks with an equal opportunity for
  better paying positions;

- Giving qualified Blacks equal access to meaningful
  top level administrative jobs and senior officer
  positions;

- Ending the mistreatment of Black inmates by whites;

- Establishing viable human relations programs;

- Hiring more ex-offenders and more Black personnel;

- Providing counseling for personnel who have job-
  related problems;

- Implementing programs to facilitate inmate/employee
  communication;

- Establishing a fully manned grievance procedure;

- Improving the overall organization and administra-
  tion of prisons;

- Attaining a Black work force proportional to the
  Black inmate population;

- Ending tactics used to discourage Blacks from
  remaining in corrections;

- Improving general working conditions;

- Treating Black employees with respect; and

- Giving Blacks equal fringe benefits.

The attitudes that older white workers have toward Blacks
was felt to be a principal source of the continued existence

of friction and racist practices and procedures. It was

stated that this particular problem could be minimized, if not

eliminated, by rigidly enforced affirmative action programs,

and by the extreme measure of retiring workers with 20 or more

years of service.

Inmates also believed that the implementation of this

"common sense" approach would make corrections more attractive

to Blacks. An additional suggestion was a public relations and

publicity program to make Blacks aware of job openings in

correctional institutions.

Many of the inmates (40 percent) felt that all new correc-

tional employees (i.e., custodial, treatment, and administra-

tive, where applicable) should be required to talk with a

selected number of inmates, who would share their experiences

and perceptions related to the job in question. The perspec-

tives of the inmates would help potential employees decide

whether to accept a job in corrections. The overall effect of

inmate involvement in the orientation of potential/new personnel

would be an awareness of how prisons are run and what to expect,

and a reduction of the number of employees who are "turned off"

by their jobs.
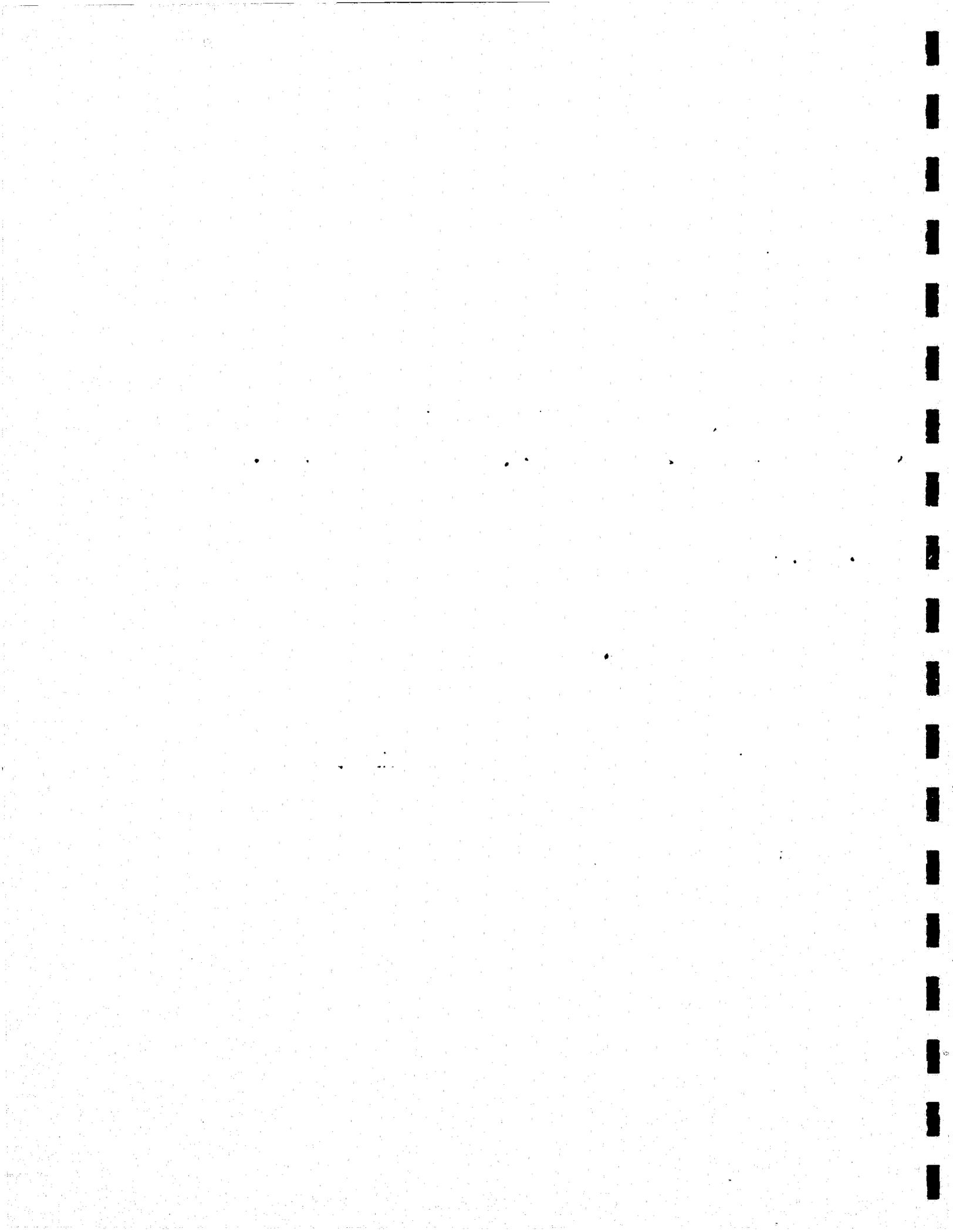
SECTION VII

PRINCIPLES FOR RECRUITMENT, SELECTION, AND RETENTION
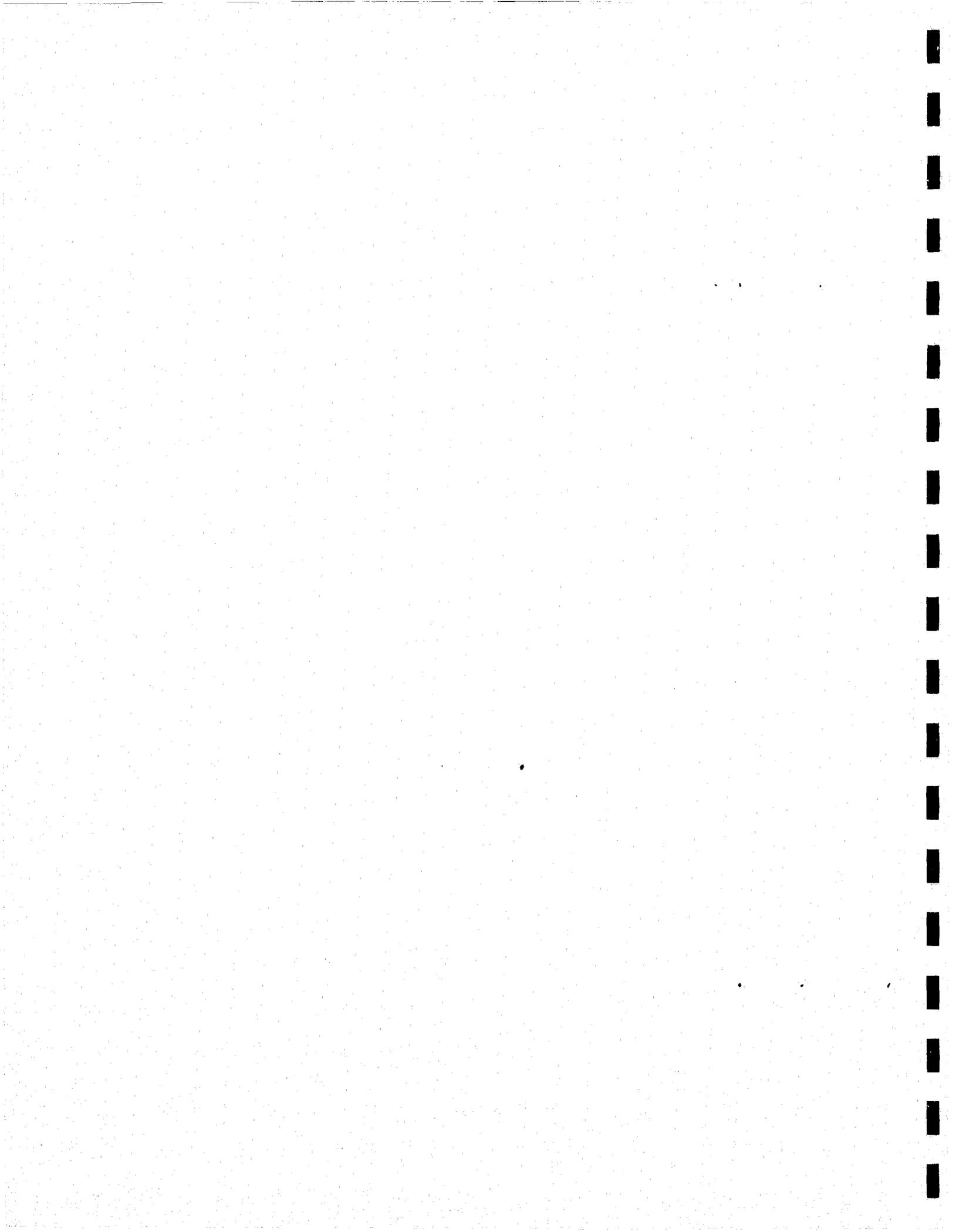
VII. PRINCIPLES FOR RECRUITMENT, SELECTION, AND RETENTION

This section of the report contains recommended principles for the recruitment, selection, and retention of minority correctional personnel which may be used as a basis for formulating a set of procedural strategies designed to attract and retain minority personnel. These principles were derived from data collected from minority correctional officers, non-correctional officers, administrators, inmates, and former employees of state-operated prisons.

No unique differences exist between the general principles recommended here and those used by any employer interested in retaining employees. For example, employers should provide:

- A worthwhile job that meets employees', employer's, and society's needs;

- Job tasks and responsibilities compatible with the employees' abilities and occupational goals and interests;

- Administrative policies and practices which are concerned with the welfare and happiness of employees;

- Working conditions and working environment which encourage team work, good peer relationships, understanding between supervisors and employees, and minimum levels of physical discomfort; and

- Equal and fair treatment -- a fair chance for promotions and positions of authority, and an objective process for reviewing grievances.

However, these principles hold special significance for minority employees because of the employees' sensitivity to

past and present employment discrimination. Thus, recommended

principles should be applied to <u>all</u> job applicants and employees,

not just minority group members, but are especially important

for minorities.

A. <u>RECRUITMENT AND SELECTION</u>

It is essential that correctional institutions develop
and implement systematic short- and long-range methods for
recruiting and selecting minority personnel. The methods must
be technically sound, administratively convenient, and fair so
that every applicant -- regardless of race -- feels he was
judged individually and objectively on his merits.

Prior to formulating a set of procedures designed to
recruit minority personnel, correctional institutions need a
clear policy, known to every employee, that all job applicants
are to be judged, evaluated, and considered for employment
solely on objective and individual merit, and not on race,
creed, color, national origin, or sex. In addition, support
must be given to minority employees in their quest to obtain
equal and fair selection consideration, and management must
provide a procedure for taking remedial action whenever dis-
criminatory practices are found.

Policies must be formulated, implemented, and strictly
enforced which guard against permitting the ethnic character-
istics of job applicants to negatively influence selection
decision-making; otherwise, no recruitment and selection
program will eliminate racially discriminatory practices and
procedures.

Administrators, supervisory staff, and personnel
officials must be highly sensitive to the causes, manifesta-

tions of, and corrective and preventive procedures for eliminating racial discrimination in all facets of employee recruitment and selection. Thus, an initial activity for a correctional facility would be to conduct an analysis of the jobs minorities currently hold and are recruited for. Excuses such as "no qualified candidates" in job areas where minorities are under-represented should not be accepted.

The following sub-sections suggest principles and procedures for improving minority recruitment and selection.

.1. Job Specification

Before any strategies can be employed to recruit minorities, personnel specialists and line managers should produce precise job specifications based on an accurate job analysis. Clear job specifications are a hallmark of a good minority recruitment program. The job specification information will be of value not only in recruitment and selection but also in determining training and development needs and making organizational decisions regarding accountability, job relationships, salary levels, etc.

2. "Person" Specification

Job specifications do not exist in isolation and must be translated into "person" specifications. As a minimum requirement, the translation should reflect the following dimensions of the individual:

- Age structure based on job demands;

- Background information which is job-related, (e.g., employment history, police records, etc.);

- Level of education considered essential or desirable for job success;

- Experience which increases or decreases the probability of job success;

- Enumeration of necessary physical and personality attributes;

- Required intelligence based on job analysis data.

These "person" specifications will help identify appropriate media for recruitment efforts as well as clarify requirements for applicants.

3. Application Forms

Manpower planning, equal opportunity employment policies, and written job specifications translated into "person" specifications can be severely limited in effectiveness unless application forms are clear and easy to complete and collect all relevant and necessary data about job candidates.

The application forms to be completed by the candidate should ask for information which will: (1) assist in selection of candidates to be interviewed, (2) form a basis around which the interview can be built, (3) determine the applicant's suitability to fill job positions or other vacancies, and (4) facilitate the construction of a profile of

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the applicants and the type of jobs they are looking
for.

4. Contacting the Target Group

Methods for reaching minority applicants for
corrections jobs include: (1) use of integrated
recruiting teams; (2) posters (when pictures are
used they should be integrated) which can be placed
in churches, pool halls, taverns, recreation centers,
and stores, and attached to stationary objects which
large numbers of minorities pass by, such as in
public-housing complexes; (3) contacts with fraternal
organizations; (4) publicity on military installa-
tions; (5) visits to Black secondary schools, colleges,
technical schools, business schools, and trade schools;
(6) use of public employment agencies; (7) contacts
with school employment counselors; (8) advertisements
in the mass media; and (9) word-of-mouth recruitment.
All these efforts will help make minorities aware of
job opportunities in corrections.

Specific "job advertising" is desirable. Radio,
television, and local newspapers are the most effective
media for reaching minorities through advertising. An
overwhelming majority of current and former correctional
employees listen to soul, rhythm and blues, disco-
theques, and other Black music-oriented radio stations
on a daily basis, so radio is probably the single best

mass medium for advertising job opportunities in corrections. Second is television, especially programs covering Black news. Local newspapers are perhaps the third best medium; Black-owned papers should be used where they exist.

Job advertising should focus on presenting aspects of corrections which are attractive to minorities, such as equal and fair job advancement, treatment, and promotional opportunities; job security; competitive salaries; prestige of the job; educational opportunities; assistance with finding housing accommodations; fringe benefits; helping others to help themselves; the chance to make decisions; variety in job assignments, etc.

5. Pre-Employment Orientation

Once potential employees have been reached and job applications have been submitted, and prior to the physical medical examination, personnel management should provide each applicant with concise written information highlighting the history and operation of the correctional institution in question and its centers of operation (e.g., location of camps and annexes, total number of employees, and a description of the department in which the applicant would be working). In short, the applicant should be well-informed about how the institution

is run. This could include being made aware of the existence of "power groups", professional philosophies of chief officers, and how the job applied for fits into the overall system. Moreover, various aspects of the applicant's job should be discussed with him. Additional facets of applicant's pre-orientation should include a realistic talk about working conditions, the working environment, and working with inmates. If the applicant maintains interest in correction after the pre-employment orientation, he should be scheduled for medical/physical and mental testing.

6. Medical/Physical Examinations

Most correctional institutions require job applicants to take medical/physical examinations. Theoretically, these examinations are conducted to ensure placing the applicant in a job situation which will not adversely affect his health and safety and where he can meet all physical demands of the job. To do this, the doctor -- when conducting the examination -- needs to know the type of work for which the candidate is being considered. For example, at one time it was thought necessary to reject a candidate with high blood pressure. However, in today's well-controlled correctional institutions, such a person may justifiably be accepted for specific kinds of work.

Some basic physical requirements should be main-
tained, but others might best be suspended until a
thorough review of their significance to specific
job performance is investigated. Most correctional
institutions have visual acuity, height, weight, and
blood pressure requirements. All these requirements
tend to discriminate against some ethnic minorities.
Visual defects, for example, are more prevalent among
low socio-economic status groups; some ethnic
minorities are, in general, shorter and weigh less
than other groups; and high blood pressure is more
prevalent among Blacks and Southern Europeans than
other groups. In this regard, correctional institu-
tions should consider waivers for some minority
candidates who have unusual qualifications. Waivers
might be used regarding age, height, weight, visual
acuity, or other minor deviations from existing
standards.

The scheduling of medical/physical examinations
presents a problem to some minority candidates. This
problem can be minimized and the examination made
more convenient by offering it on several alternate
dates and making it expedient and swift. Another
alternative is to allow the applicant's physician
to do the examination at the applicant's convenience.

Medical/physical examinations can be further
expedited by arranging them so that the quickest parts
(i.e., height, weight, blood pressure, and eye examina-
tions) can be done first, and the more lengthy examina-
tions done last. If a candidate clearly does not meet
acceptable standards on the first parts of the examina-
tion, he will not waste a lot of time by completing the
rest of the examination.

7. Testing

Non-job-related tests should be excluded from any
correctional employee selection process. In general,
minorities have less formal education and less test-
taking experience than whites; therefore, the current
effects of past discrimination place minorities at a
psychological disadvantage in many tests. Moreover,
tests have been used to exclude minorities by
scheduling them at inconvenient times, conducting
them in unfavorable testing conditions, or using
tests which are culturally biased.

Only job-related tests which are based on an
accurate analysis of the job should be used in the
assessment of the mental suitability of the job
candidate. It is suggested that any such test should
have the following characteristics:

⊗   Technical Soundness

An acceptable coefficient of reliability; test
should be free from ambiguous items, and
minorities should have been included in the
norming group.

⊗   Administrative Convenience

Easy to give and score, and including a minimal
practical number of required written responses.

⊗   Validity

Acceptable predictive validity and face validity
coefficients.

Currently, some mental examinations are periodically
scheduled and administered by correctional institutions
themselves or by the civil service. Scheduled examination
dates are problematic for many applicants, including
minority group members; for example, if employed, the
applicant may hesitate to request leave time. The
candidate's job might be in jeopardy if he went without
proper authorization, or if he did not pass the test.
The severity of this and similar problems faced by
minority job applicants in taking examinations on
scheduled dates could be greatly decreased if correc-
tional institutions made arrangements for interested
applicants to take "walk-in examinations" on several
designated days each month, with the day of the week
changing each month. The examinations could be given
by personnel specialists who work on a 40-hour a week
basis. This would make examination-taking more

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convenient, and might make possible giving the examinations at the applicant's convenience.

8. Assistance With Finding Housing Accommodations

Many correctional facilities may be located long distances from the residence of the job candidate. Correctional institutions interested in recruiting minorities must give considerable attention to identifying and helping minorities who are likely to be willing to relocate. The personnel specialist should be aware of the characteristics of mobile minority group members.

Age is believed to be an important determinant of mobility. Minority group members between 20 and 30 years of age who are well-trained (i.e., with an academic, technical, or commercial background) and are neither married nor own their own homes are most likely to be willing to relocate. A competitive salary, job security, chances for job advancement, and career development opportunities are additional inducements for relocation.

A human relations program staff could be assigned the responsibility for assisting recruits with finding housing accommodations in nearby communities. This is particularly important in small cities and in towns with small minority populations and/or housing shortages.

9. <u>Placement and Follow-Up</u>

The final stages of the selection process should
be characterized by making a very careful, detailed
comparison between the minority candidate's attributes
and the job's "person" specifications. Moreover, as
previously indicated, personnel should make sure that
no minority candidate accepts a job without a clear
understanding of all its conditions. Once a candidate
has been offered a job, he should receive additional
orientation. This should include a visit with his
prospective supervisor, talks with selected inmates
knowledgeable about the prison and the job, and talks
with experienced employees. The candidate should be
given written materials on salary, overtime rates,
frequency of overtime, promotion requirements, days
off, shift changes, leave procedures, payroll deduc-
tions, extra-mural activities, fringe benefits,
retirement plan, credit union, union, conditions for
job terminations, etc.

Both successful and unsuccessful candidates
should be questioned on whether they felt they were
treated fairly during the recruitment/selection process.
Unsuccessful candidates should be told tactfully and
courteously why they were not selected. This will help
to improve corrections' image in the minority community.
After a new minority employee has started the job,

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follow-up activities are vitally important. Personnel
management should see that the new employee quickly
adjusts to his job, and assure that foreseeable problems
are dealt with in advance. The new employee should be
visited daily at his job location for the first few
days to make sure everything goes well.

The entire recruitment program should aim to find
minorities who will be well-matched to the job on which
they are placed. Therefore, knowledge of the results
of the "match" is extremely important. Personnel
officials cannot know their own performance, nor can
the recruitment program be evaluated, without feedback
based on follow-up activities. The lack of feedback
may have highly unfavorable consequences, if poor
person/job matches, poor personnel actions, or an
inadequate recruitment program go unnoticed for some
time.

Supervisors of new minority employees should
be required to keep systematic records of the employees
performance based on the person/job specifications. If
the new employee does not do well on his new job, he
may need to be transferred, he may need additional
training, he may need counseling, or he may need to try
another line of work. The point is that if problems
are detected early, corrective actions can be taken.

10. Public Relations

Corrections is in urgent need of a public relations program to change its negative image in minority communities. Some correctional employees, especially custodial officers, are harrassed by their neighbors for working in corrections. It appears that the negative experiences and historically hostile relations·between minorities and the police have been generalized to corrections.

Corrections' negative image among minorities can be improved through public relations programs utilizing modern technology. A number of entities such as oil companies, some police departments, branches of the armed services, politicians, etc., have used modern technology to improve their public image. Correctional institutions should implement their own community relations programs. Effort should be made to enhance the image of corrections as an occupation providing a means to prestige as well as economic and personal advancement for minority group members.
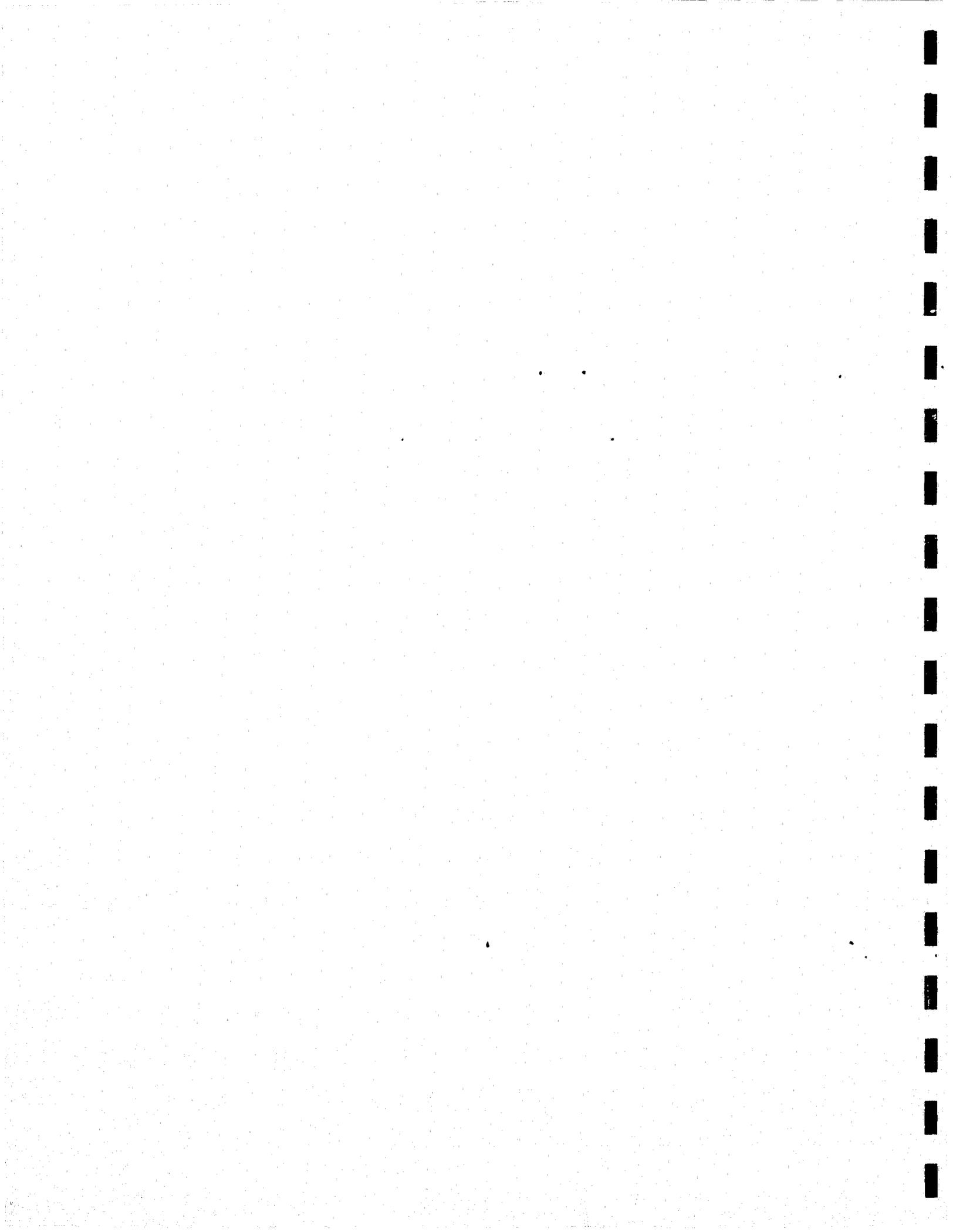
B. RETENTION

Information about factors associated with high employee
retention rates is contained in this section. Specifically,
these factors are: (1) personnel policies and practices,
(2) occupational levels, (3) career ladders, (4) oral tests,
(5) job satisfaction, (6) management, (7) concern for mi-
nority employees, (8) training for officers, (9) training
for supervisors, (10) interaction with inmates, (11) inmates,
(12) counseling, (13) transportation, (14) equal treatment,
(15) review boards, and (16) federal subsidies.

Just as recruitment, selection, and retention are opera-
tionally inseparable, retaining minority correctional per-
sonnel is as important as effective recruiting. The inter-
dependency of these components indicates that retention
strategies must be an integral part of a program to attract
a minority employee from the point at which the candidate
becomes aware of opportunities in corrections. Strategies
to retain minority employees should be thoroughly integrated
into all aspects of recruitment and selection strategies.

1. Personnel Policies and Practices

Fundamental changes must be made in personnel policies,
practices, and procedures. Irrelevant requirements for
education, work experience, or personal characteristics
should be eliminated from promotion policies, and such

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requirements should be based on skills and knowledges
acquired through work experiences and on-the-job training,
wherever possible. A "hire now, train later" policy is
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.

Some present personnel practices should be immediately
discontinued or modified. Specifically, we recommend:
(1) eliminating the arrest and/or conviction disqualification
in favor of personalized selection; and (2) re-examining
and revising or removing non-work-related educational or
experiential requirements.

2. Occupational Levels

A major disincentive to apply for, accept, or continue
in a corrections job is the disproportionately small number
of minority employees holding supervisory and management
positions.

The disparity in the occupational levels of minority
groups members causes some job applicants to view their own
opportunities as very limited. A large majority of minority
correctional employees occupy low level, low status, and
low advancement jobs. One result is low retention rates.
To reverse this situation, correctional institutions should
place a fair proportion of minorities in positions with the
best opportunities for advancement.

States should be encouraged to establish goals for minority hiring and promotions that would bring the proportion of minority correctional employees to the same level as minority inmates of the system. These goals should include firm time frames.

3. Career Ladders

Correctional institutions 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.

Career ladders should be clearly explained to all employees. This would include information on available training options, standards and requirements, procedures for filing applications, and persons applying standards.

4. Oral Tests

Oral tests for promotion should be eliminated in favor of multiple personalized interview procedures that would allow for evaluation of interpersonal skills and group interaction strengths -- and be used with consistent, standardized rating forms.

Oral examinations used in judging an employee's suitability for promotions are subject to the interviewer's personal preferences, stereotypes, prejudices, and biases. Oral examinations were believed unfair to Blacks by a larger number of respondents than any other aspect of promotion examinations. Considering these factors, the use of oral examinations should be discontinued until better safeguards are devised to prevent extraneous factors from entering the decision-making process of the interviewer. Standardized questions and the use of rating forms may be one way to protect the objectivity and fairness of the process.

5.   Job Satisfaction

Career-oriented minority correctional employees have higher job satisfaction scores than non-career-oriented employees. To increase the proportion of career-oriented minorities is to increase retention rates. Being given an opportunity to become "involved" in the job should convert a significant number of non-career-oriented employees into career-oriented employees.

One technique which can be used to accomplish this objective is to modify present administrative policies and practices such as job assignments. A modification aimed at shift rotation, job rotation, etc., should greatly improve job satisfaction and retention.

6. Management

Minorities should share in making decisions that affect
their work lives. Participative management is an approach
which would not only permit minorities to participate in de-
cision-making but also establish a positive relationship
between personal goals and organizational goals, which will
contribute to high rates to employee retention. Unless the
minority employee can identify with the mission of a correc-
tional institution, he will probably not have a sense of pride
in and commitment to the institution's ultimate product -- a
rehabilitated inmate. Until steps are taken to actualize
these factors, turnover rates will remain high.

The para-military organizational structure of almost all
correctional institutions and its concepts of chain of command
and strict obedience to orders are a major reason for low
retention. This management organizational structure does not
mesh well with the life styles of Black correctional personnel;
the ideas of dominance and subordinance are particularly un-
attractive to many Blacks. This situation is not readily
changed, but should be recognized.

7. Concern for Minority Employees

An overwhelming percentage of minority correctional
employees feel management is more interested in the welfare
and happiness, and improving the working conditions, of white
workers than of Black workers. Minority employees must be

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reassured through action that prison administrators are equally concerned with both Black and white employees. Equal working environment, promotions, hiring, fringe benefits, and opportunities for education and training would serve as convincing proof of the administration's sincerity.

8. Training for Officers

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 designed 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.

Some correctional facilities provide new hires with training, but some do not. A mandatory training program for new employees might include skills and methods of supervising inmates in a variety of situations (e.g., housing units, chapel, entertainment, athletic contests, meals, baths, clothing exchange, recreation, work, etc.), handling emergencies, security techniques, equipment maintenance, transporting inmates, escorting visitors, human relations, etc. Competence in executing required job rasks is positively associated with job retention, so training should have a positive effect on retention rates.

9. Training for Supervisors

Seminars and training sessions for supervisory personnel

should be held periodically. A survey of non-supervisory personnel to suggest areas in which they think supervisors need improvement could be one basis for selecting specific topics to be covered with self-assessments by supervisors providing an additional input. Topics that might be selected include principles and techniques of supervision and/or management, human relations, background information on cultural differences, job performance appraisal, job enlargement, job purification, etc.

The decision to assign persons to supervise minorities should be based on such factors as past performance, ability to relate, and general awareness/knowledge of minorities, and such considerations should be factors considered in placing minority new hires. Moreover, the fit between the supervisor's and the new hire's abilities and preferences is perhaps more important than the supervisor's demographic characteristics.

10. Interaction with Inmates

Supervisors want the interaction between inmates and correctional officers to be formal. In most cases, formal interaction is not only contrary to the life style of the correctional officer, but also contrary to his perceptions of his role in the rehabilitative process. The frequency of interaction between officer and inmate does not readily lend itself to a formalized structure.

Officers are often disciplined and, in some cases, fired because of a non-formalized style of interacting with inmates.

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Policies governing the relationship between inmates and correctional officers should be carefully reviewed and modifications made based upon objective rather than impressionistic data.

11. Uniforms

In correctional institutions where correctional officers are required to wear uniforms, the social stigma of representing a repressive aspect (i.e., the police) is a serious problem for some Black officers. They feel they are forced to act as policemen. As a result, they are often pejoratively referred to as "guards" or are not held in high esteem by peers and community because of their association with corrections.

Corrections should either make the wearing of uniforms optional, or provide empirical data on their beneficial effects.

12. Counseling

A central career counseling service for potential and present minority correctional personnel should be established. Its goal should be to help minority and white correctional personnel develop and carry out both short- and long-range plans for advancement.

Counseling should also be provided to employees with job problems. Such employees should be given a clear understanding

of the conditions under which they may be terminated. This
assumes that indepth counseling, additional training, or
transfers have been considered.

13. Transportation

Travel distance and distance from public information
are negatively related to minority employee retention rates.
Programs to assist minorities with finding housing accommo-
dations in nearby communities, and a decision by state offi-
cials to build new correctional structures in areas that are
easily accessible by public transportation will increase
retention rates. Achievement of these two objectives should
have a positive effect on retention rates among minorities.
Correctional facilities might also consider providing vans
or buses or helping to arrange car pools as interview
measures.

14. Equal Treatment

The callous and unconcerned manner in which some per-
sonnel employees interact with minority applicants, and the
non-assurance that employees of all races will be judged
fairly, are disincentives to enter and remain in corrections.
These factors have strong negative effects on minority can-
didates and employees, and must be removed if increased
retention rates are desired.

15. Review Boards

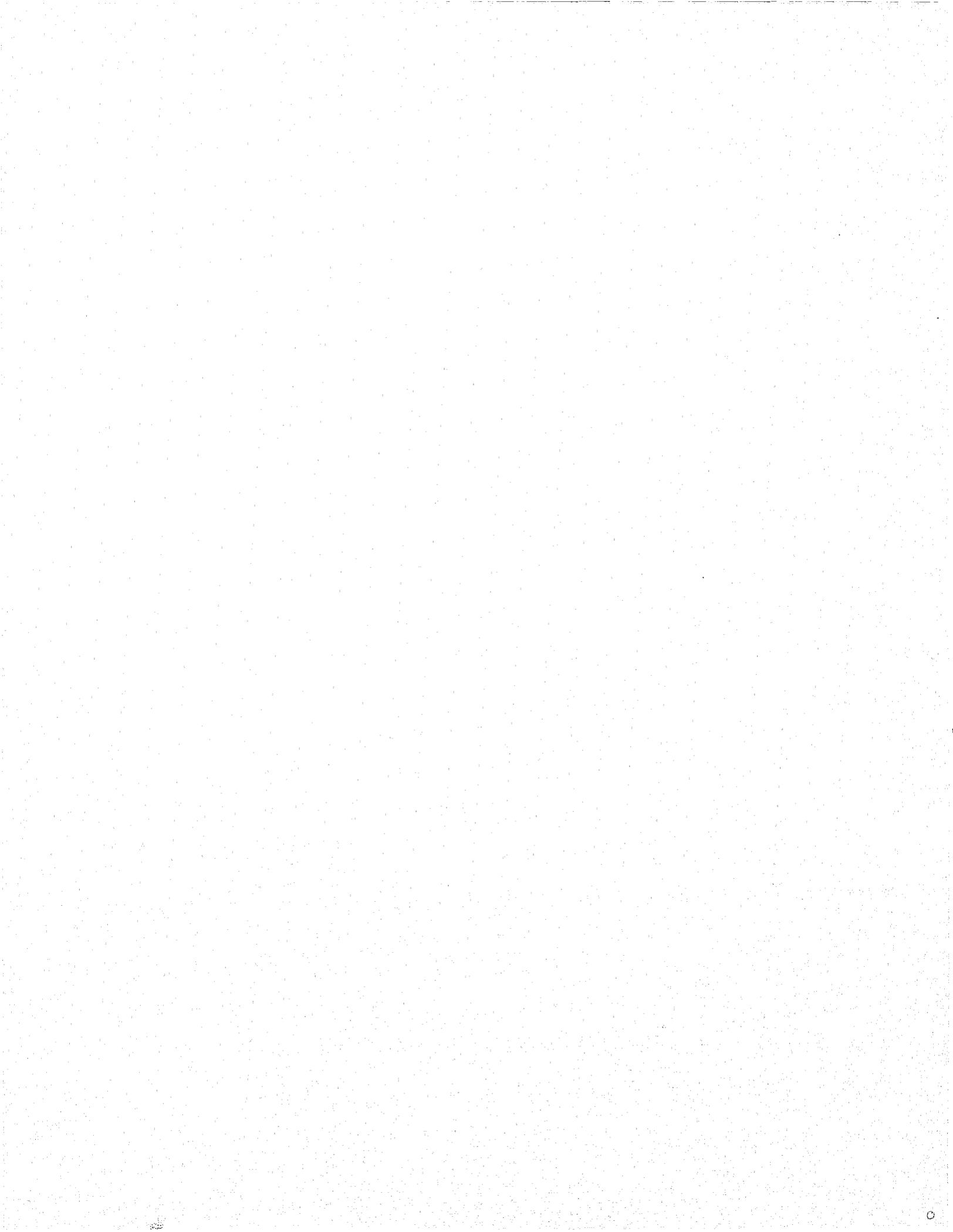A procedure for objectively reviewing all disciplinary

or punitive actions taken against employees should be established. A significant number of correctional officers, non-correctional officers, and ex-employees complained of unjust, arbitrary, and sometimes contrived actions taken against them. An interracial review board should be organized and empowered to sustain, reverse or modify personnel actions taken against minorities and other employees.

The appeals process now used in correctional institutions does not appear to be functioning effectively. Minorities find it extremely difficult to obtain a hearing before a warden, superintendent, or other official. As a result, they are apparently quite often fired without due process. A consistent and open appeals process is a critical need.

Correctional institutions should hold bi-annual conferences with minorities to review the status of equal employment programs. All components of equal employment programs should be critically assessed and decisions made to continue, terminate, or modify every individual program facet.

16. Federal Subsidies

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.

END