The Future is Now: Recruiting, Retaining, and Developing the 21st Century Jail Workforce

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CHAPTER ONE

BUILDING THE 21ST CENTURY JAIL WORKFORCE:
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In a single year, it is estimated that over 13 million people pass through the sallyports of America's jails (Sabol & Minton, 2008, p. 2). While many stay only long enough to be booked, others remain in custody for days, weeks, months, and in some cases, even years. From petty offenders serving sentences to felony suspects awaiting trial, the operational challenges they pose are as diverse as the underlying causes that bring them there. Fundamentally, jails are required to provide each arrestee with Constitutionally-mandated levels of care, which in itself can be difficult to maintain in an era of fiscal austerity. Jails tend to rank low on the list of local government priorities, and their function and mission are not often understood by the public.

Moreover, the reality of their situation presents even greater challenges, for much more than the provision of food, clothing, and shelter is demanded of our nation's jails. In fact, the inmate population confined in America's jails reflects in stark reality the impact of many of our country's public policy decisions. Homelessness. Unemployment. Substance abuse. Lack of affordable health care. Inadequate mental health treatment. The jail is the one community service that is open to respond, 24 hours a day, 7 days a week. In communities across the country where pressing social needs have been chronically overlooked or underfunded, jails are the resource of last resort, often holding those who have been turned away by other community service providers and end up coming to the attention of law enforcement. As a result, the welfare and security of our jails is intertwined with the well-being and safety of our communities.

Setting National Priorities - Jail Leaders Speak

Anyone who has ever wondered why local government cannot "do something" about the problems of homeless veterans living under bridges, substance-abusing teenagers terrorizing a neighborhood, mentally ill vagrants, or panhandling street-people has at least briefly shared the daily frustrations of sheriffs and jail administrators. That is because arrest has often become the primary intervention of local law enforcement when faced with demands from elected officials and their constituents to respond to these "undesirable" populations. And when people are arrested, most of them are going to jail. Thus, it is not surprising that when jail leaders from throughout the country convened in 2008 to prioritize their most pressing issues, the number one concern unanimously expressed was the "inability to provide adequate medical care and mental health services within the constraints of inadequate resources" (Stinchcomb & McCampbell, 2008a, p. 7-8).

It is, indeed, a fact of 21st century life that increasing numbers of Americans suffer from untreated or underserved medical ailments and/or unresolved mental health issues. Since those without health-related safety nets or sufficient personal resources are also the same populations that are most vulnerable to arrest, it is not surprising to hear jail leaders express mounting frustrations about incoming inmates "arriving in jail with more numerous, serious, (and therefore), costly medical and mental health conditions— which jails then become Constitutionally, ethically, and fiscally responsible for treating" (Stinchcomb & McCampbell, 2008b, p. 19).

> **What Jail Leaders Say . . .**
>
> Sheriffs and jail leaders from across the country identified the top priorities facing America's jails:
>
> 1. Providing inmate medical and mental health services;
> 2. **Building the jail's workforce**;
> 3. Assisting small jails that face the same challenges as large jails, but have fewer resources;
> 4. Creating and sustaining programs to effectively assist inmate re-entry; identify security threat groups; assess emerging technology; and deal with federal immigration policies;
> 5. Consolidating information and resources to aid jail management and operation – "one stop shopping" which integrates data from multiple sources.
>
> Jeanne B. Stinchcomb and Susan W. McCampbell
> *Jail Leaders Speak: Current and Future Challenges to Jail Operations and Administration. A Summary Report to the Bureau of Justice Assistance,* 2008.

In contrast to this medical/mental health crisis, it was the next priority on the agenda of the nation's jail leaders that presented the greatest potential for achieving a positive impact without the infusion of either massive fiscal resources or widespread public policy changes. That second priority focused on personnel-related issues ranging from staff recruitment and

retention challenges to the ongoing need for employee training, succession planning, and leadership development. Collectively, these workforce priorities captured the foremost concern among national jail leaders and the fiscal commitment by the federal government (with funding to support this project provided in 2007 by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance).

Given the broad range of difficulties competing for their attention, one might question why workforce issues ranked so high among those representing jails of vastly differing size, organizational structure, and geographic location. The answer is simple. Without well-qualified and highly-committed staff, even the most visionary leaders, promising programs, or farsighted policies fall short of their potential.

> **The Impact of Staff**
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> Those who carry out the policies and deliver the services are, in the long run, even more influential than those who make the policies. It is their level of professionalism and personal skill that can help or harden an offender; promote or subvert operational programs; strengthen or weaken correctional effectiveness. Administrators can (and do) manage with crowded conditions, insufficient funding, political setbacks, and conflicting priorities. They cannot, however, manage without qualified, dedicated personnel.
>
> Jeanne B. Stinchcomb
> *Corrections: Past, Present, and Future,*
> *2005.*

As jail leaders well know, it is the staff that breathes life into the bricks and mortar of correctional facilities - translating ambitious goals into actual practices. Moreover, since employee salaries and benefits account for the largest percentage of every jail's operating budget, it does not make sense to dismiss such a sizeable investment with "the flippant attitude that people are expendable" (Kembel, 1991, p. 90).

Like any organization, jails are only as capable as the people staffing them. Thus, in the final analysis, it is only by recruiting, retaining, and developing qualified staff for leadership positions that creative, farsighted goals can be achieved. And given the widespread repercussions of America's jails for the health, safety, and quality of life in our communities, every citizen is ultimately a stakeholder in their success.

Identifying National Workforce Trends—Implications for Jails

Like the communities they serve, jails are influenced by the social, political, and economic trends in the overall labor market. These workforce developments affect the ability of jails to recruit and retain well-qualified staff. For example:

➤ *The graying of the workforce* - By 2016, workers age 65 and older are expected to account for over 6% of the total labor force, almost double their percentage ten years earlier in 2006 (U.S. Department of Labor, Bureau of Labor Statistics, 2008, p. 2). By 2020, nearly one-quarter of the labor force will be occupied by those 55 years and older, with a median age of 42 (Toossi, 2006, p. 21). In contrast to what many labor experts had anticipated, older workers are staying on the job longer for a variety of reasons, ranging from personal longevity to health insurance considerations, economic downturns, and retirement income-building. But their eventual departure is inevitable, and tomorrow is too late to begin planning for it.

➤ *The brain drain* - The impact of the older employees' departures from the workplace will ultimately be greater if there are more of them and if no one has taken action to replace them. Each departing worker takes away long-term institutional knowledge and skills developed over decades of experience. As more and more aging Baby Boomers consider retirement, this mounting "brain drain" should be propelling succession planning and leadership development to the top of organizational priorities. Jails that are not developing the next generation of leaders today will clearly be caught short-handed tomorrow.

> **Preparing the Next Leaders**
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> A survey inquiring how employers are engaged in transferring knowledge from Baby Boomers to their new employees revealed:
> - Only 4% of organizations surveyed have a formal process to transfer knowledge from retiring workers to other employees;
> - 23% have an informal process;
> - 29% have no process now but plan to implement one; and
> - 44% have no process and no plans to implement one.
>
> Kathy Gurchiek
> *Employers Slow to Capture Boomer Knowledge,*
> 2008.

➤ *The changing demographic makeup of the workforce* - In terms of race and ethnicity, arriving employees are quite different from the departing workers.

White, non-Hispanic males will account for almost all of the reduction in the future labor force, whereas minorities will account for almost all of the growth (American Correctional Association & Workforce Associates, 2004, p. 66). As a result, the workplace of the future will become more diverse.

➢ *The shrinking population of qualified young workers* - At the same time that more seasoned workers are expected to leave, proportionately fewer young people have been joining the entry-level, nonmilitary labor pool. Along with the impact of the current military build up and smaller birth cohorts among those old enough to enter the labor market, a major reason for the applicant shortage in recent years has been longer school attendance (Toossi, 2006, p. 36). It remains to be seen whether this trend will change with declining economic conditions, and reduced military needs may bring more young people into the civilian labor market. Nevertheless, the onset of the 21st century saw more organizations competing for fewer applicants—creating a virtual "talent war" in some markets (Partnership for Public Service, National Academy of Public Administration & New York Times Job Market, 2005), especially for those trying to attract applicants with above-minimum job skills and education credentials. According to a recent survey of human resource managers, for example, 42% of U.S. employers rated new entrants to the workforce with high school diplomas or GEDs as "deficient" in many of the key aptitudes and skills needed for employment in the modern workplace (Gurchiek, 2008). Thus, higher unemployment rates are offset to some extent by lower numbers of qualified applicants in the labor force.

> **Tomorrow's Labor Trends**
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> The essential story of the labor force has three aspects. First, population growth is expected to slow over the coming decade, and consequently, labor force growth will also slow. Second, over the next ten years, the labor force component of older individuals is expected to grow at a rate of more than five times faster than the growth of the labor force overall. This reflects the movement of Baby Boomers into this older cohort and expected increases in labor force participation among older workers. Finally, the historic trend of increasing racial and ethnic diversity of the labor force is expected to continue.
>
> James C. Franklin
> *An Overview of BLS Projections to 2016, 2007.*

America's jails are just as affected as private industry by these trends. To the extent that employment in local correctional facilities is viewed as offering a less competitive salary or a

less attractive work setting, jails may face an even tougher battle for talented applicants. Correctional administrators cannot afford to take a back seat to their counterparts in business and industry. To compete effectively in today's changing labor market, jail leaders must become proactive and aggressively competitive.

Operating in the public sector, however, local governments rarely view themselves as combatants in the war for talent. Yet in terms of the labor force, they are in tight competition—with every other enterprising public and private agency throughout the country. To dismiss that fact is a serious error of judgment that can produce equally serious consequences, even in times of economic slowdown when the labor supply seems to exceed the employment demand.

Reflecting a sagging economy in 2007, for instance, labor market indicators showed fewer job openings, less hiring, and fewer turnovers compared to the previous year (Boon, 2008). At the same time, however, in some industries, (including state and local government), a labor shortage still existed as recently as 2007, with demand for workers actually greater than the supply—possibly because employers have become more selective (Boon, 2008).

Since jails can offer stable employment with secure benefits in a time of mounting labor market uncertainty and instability, they may actually have more advantages than they realize in the ongoing "talent war." But that is only if they are willing to aggressively engage in the battle. For any public agencies that have not been stirred into action by the urgency of competition, the luxury of such complacency is now long gone. Jails cannot afford to watch passively from the sidelines. Doing nothing or waiting for things to change is simply not an option for any leader with a vision.

Aligning the Workforce with the Work to be Done

It is the ability to maintain clear focus on a long-term visionary perspective that sets leadership apart from management (Collins, 2001; Conger, 1992; Kotter, 1990). In essence, "great leaders see the future first" (Corbin, 2000, p. xii). But even the most capable leaders cannot fulfill their vision alone.

Good leaders establish direction—they clearly see where the organization needs to be heading. Great leaders are able to translate that vision into reality by inspiring their followers. Like the best orchestra conductors, effective jail leaders carefully align each of the contributing components, blending them together into a unified whole that transcends the sum of its parts.

This means aligning all parts of the organization with the overall mission and vision. This requires assuring that every aspect of recruitment, retention, and succession planning contributes to fulfilling the agency's vision and mission. Such a

> **Getting Aligned with the Vision**
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> Each component of the organization's practices and functions must be directly aligned with its mission, vision, and cultural values. This means continually determining whether a particular activity or procedure supports or hinders the vision and mission. Leaders of organizations that thrive and prosper maintain their focus on this "big picture." They are not diverted by any single issue, management problem, or operational detail. That is because leadership is not about the day-to-day management of current operational resources. Instead, it is about clearly guiding and inspiring people toward a future vision.
>
> Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman
> *Future Force: A Guide to Building the 21st Century Community Corrections Workforce,* 2006.

broad-based, interactive perspective differs in many respects from more typical approaches. For example, when viewed in this light:

¥ The foremost recruitment issue is *not* how to fill vacancies. Rather, it is how to identify and attract the types of employees who will best advance the organization's mission.

¥ The greatest retention challenge is *not* how to reduce turnover. Rather, it is how to create such a deep, unified commitment to the organizational vision that employees will be reluctant to sever that bond.

¥ The most crucial career development question is *not* how training or mentoring can be improved. Rather, it is how to equip employees with the knowledge and skills needed to maximize their potential, (and in turn, that of the organization).

¥ The most serious succession planning concern is not how to fill upcoming management vacancies. Rather, it is how to inspire future leaders who will maintain the passion when the torch is passed to them.

In essence, it is the core vision and mission in which all organizational planned actions, decisions, tactics, and techniques must be firmly anchored. Without a steady eye on the guiding vision and mission, agencies go through the motions of recruitment, retention, and staff development as if each were somehow unrelated, discrete activities, operating in a vacuum

without any idea *why* these things are important, how they are connected, or how they contribute to the "big picture."

Accommodating Multiple Generations in the Workplace

With a systematic approach that is anchored in the jail's core mission and vision, everyone is focused in the same direction. That does not mean, however, that everyone is motivated by the same ambitions, rewarded by the same incentives, or responsive to the same supervisory techniques. Today such diversity does not just mean racial, ethnic, or gender differences, but also variations in terms of the four age-related generations represented in many agencies. The perspectives the generations bring to the workplace and the expectations they have of their employers differ considerably, as described briefly below:

➤ *Veterans/Traditionalists* (born before 1942): This generation consists of the developers and refiners of many of the agency's policies, procedures, and operational practices. They provide stability and have become the organizational historians. Steeped in tradition and chain-of-command, however, they often clash with newer members of the workforce—who, in their opinion, do not seem to take work sufficiently seriously or put organizational loyalty high enough on their priorities. Given the fact that there are few Veterans/Traditionalists remaining in the workplace, the mantle of maintaining organizational continuity has largely fallen to their Baby Boomer successors.

➤ *Baby Boomers* (born between 1943 and 1964): While this generation is now the dominant leadership force in today's workplace, early in their careers, they often rebelled against rigid, hierarchical management practices. As the agency's leaders, Boomers often find themselves in conflict with younger workers, whom they see as challenging authority, spending too much time questioning management decisions, failing to take direction, lacking complete commitment to the organization, and not appreciating the great job they have. Essentially, Boomers are focused on their careers, often to the detriment of their personal lives, and expect the same of others. Although many are at or near retirement age, they have largely remained at work due to a variety of pragmatic and personal reasons - including career commitment, the need for health insurance, living costs, and the current economic environment. Since they possess a wealth of job-related knowledge as well as agency history, jails must

determine how to transfer that wisdom to younger workers in order to both sustain the organization today and keep it prospering in the future.

➢ *Generation Xers* (born between 1965 and 1980): Now rising to supervisory and managerial positions, Gen Xers are characterized by their desire for work/life balance, often placing family and friends above the job in their priorities. In entry-level line positions, they are not usually interested in working overtime on a regular basis, and do not tend to view promotions as contributing to their

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What Xers Want

Over three out of four (77%) of Gen Xers say they would quit in a minute if offered "increased intellectual stimulation." The three top things they want in a job are positive relationships with colleagues, interesting work, and continuous opportunities for learning. Power and prestige ranked dead last. Salary, a major preoccupation for Boomers, came in third from the bottom.

Anne Fisher
What Do Gen Xers Want?,
2006.

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personal happiness or professional fulfillment. Along with Millennials, they value competence (rather than rank) among those to whom they report, generating issues for managers who believe in chain-of-command and the rank structure. They are technologically savvy, and their desire to make operational improvements can bring them into conflict with those who value organizational tradition. Regular feedback and coaching are important to them, although they may hold many various jobs throughout their careers, making the jail's typical 20-25 year retirement plan less relevant for them.

➢ *Millennials* (born after 1981): The newest generation to enter the labor force, Millennials are optimistic and ambitious. Raised by doting parents, they tend to have high self-esteem, expect a lot of the workplace, and maintain an "entitlement" mentality. Time with their family and friends is essential, and while work contributes to their self-worth, it often comes second or third in their life's priorities. Having grown up with a wide assortment of electronic gadgetry, they

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Millennials at Work

Millennials are typically team-oriented, banding together to date and socialize rather than pairing off. They work well in groups, preferring this to individual endeavors. They're good multi-taskers. They expect structure in the workplace, and they acknowledge and respect positions and titles, and want a relationship with their boss. This does not always mesh with Generation X's love of independence and a hands-off style.

Diane Thielfoldt and Devon Scheef
Generation X and the Millennials:What You Need to Know About Mentoring the New Generations, 2004.

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expect technological sophistication on the job. For role models, they look toward organizational leaders and actively seek ongoing feedback from coaches and mentors in order to fulfill their aspirations to move quickly through the organizational ranks.

As even these brief descriptions illustrate, each generation views the workplace from a somewhat unique perspective. As a result, what attracts, motivates and rewards employees from one generation will differ from what is appealing, motivational, or rewarding to another. Agencies that are sensitive to generational relevance throughout the workplace are therefore more likely to build a collaborative and productive environment—where employees can not only fulfill their individual potential, but also cooperatively combine their efforts in pursuit of mutual goals. To assist jails in that capacity, future chapters of this guide contain information about the work-related perspectives of various generations, which can be used to frame recruitment, retention, and leadership development initiatives that are generationally relevant.

Integrating Recruitment, Retention, and Succession Planning

One of the primary examples of where generational awareness is critical to success is in recruiting competent new employees through proactive strategic planning. Especially in the intensely competitive environment of today's labor market, relevant recruitment messages and up-to-date techniques are essential to attracting talented young workers. These are key elements of workforce planning, since the jail's current ability to hire competent new employees has long-term implications for everything from turnover rates and leadership development to service quality and mission accomplishment.

Definitions of Key Terms

Workforce planning is the systematic process of:
- Identifying the human capital required to meet goals;
- Conducting analyses to identify competency gaps;
- Developing strategies to address human capital needs and close competency gaps; and
- Ensuring the organization is appropriately structured.

<div align="right">U.S. Office of Personnel Management, 2009.</div>

Succession planning is the systematic process of:
- Forecasting future management needs proactively;
- Identifying career paths;
- Analyzing key positions;
- Assessing candidates for those key positions;
- Investing in the candidates to create a ready reserve of skilled and knowledgeable individuals; and
- Selecting people for key positions.

<div align="right">Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman
*Future Force: A Guide to Building the 21st Century Community Corrections Workforce,*2006.
M. Buckner and L. Slavenski
Succession Planning, 1994.</div>

Leadership Development is the systematic process of:
- Expanding the collective capacity of organizational members to engage effectively in leadership roles and processes.

<div align="right">C. D. McCauley, R. S. Moxley, and E. Van Velsor
Handbook of Leadership Development, 1998.</div>

When recruitment is not part of a farsighted, proactive strategic plan to appeal to those with the necessary core competencies, people of varying capabilities are hired in a hectic effort to fill vacancies, with little regard for the prospective employee's organizational "fit." While such an unfocused approach may temporarily bring staffing up to full strength, if the new hires are not well-suited for jail employment, the increased turnover that is almost inevitable creates a frustrating cycle whereby incoming arrivals never seem to keep pace with ongoing departures. The result is not only expensive fiscally, but it also extracts a price in terms of organizational instability, which then undermines organizational capability. Likewise, an orderly process of leadership succession is necessary to maintain agency stability. Today there is a renewed focus on leadership development, with the pending retirement of the Baby Boomers who now fill most leadership ranks in local jails, combined with the disinterest in promotions among many younger workers and the difficulty of holding on to promising talent. Especially since the newest workers value competence over rank, it is even more important to cultivate highly skilled supervisors and managers who are able to coach and mentor their newly appointed colleagues.

However, the notion that future jail leaders somehow learn essential core competencies by observation or osmosis is an outdated myth. Training, mentoring, and career development are integral to all ranks throughout the organization - for employees who are stagnating in their jobs are more likely to become dissatisfied, disengage from their work, and begin looking elsewhere for greater fulfillment. New hires in particular want challenging and satisfying work, demand involvement in agency operations, and will move on if these needs are not met.

Jails are hardly alone in failing to keep pace with the urgency to prepare the next generation of leaders. But the current climate of sustaining jail operations in the face of declining revenues, mounting demands, increasing offender populations, and staff turnover makes capable leadership even more critical today. It is the quality of their formal as well as informal leadership that determines the extent to which jails will achieve their mission.

> **The Next Generation of Leaders**
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> We must develop the skills and capacities of middle-level managers, who play a large role in running safe facilities and are poised to become the next generation of senior leaders.
>
> John J. Gibbons and Nicholas de B. Katzenbach
> *Confronting Confinement: A Report of the Commission on Safety and Abuse in America's Prisons,* 2006.

In agencies that thrive, all aspects of workforce planning are closely aligned with the overall mission—from recruitment practices and selection criteria to how employees are trained, evaluated, promoted, disciplined, and ultimately,

replaced upon retirement (Stinchcomb, McCampbell, & Layman, 2006). When viewed from this broader perspective, it becomes apparent that none of these components operates in isolation. In fact, each aspect of workforce planning is a strategic link in a long-term causal chain. For example, recruiting applicants who are a good fit with the organizational mission is likely to have a positive impact on retention, which in turn, ultimately produces greater organizational stability, thereby enabling career development and succession planning to occur in a more orderly manner. Moreover, the impact is reciprocal. That is, the ability to retain high-quality employees through sound management practices and to develop the type of caring, supportive organizational culture where people want to work also makes it easier to successfully recruit top-notch talent. Each link in the workforce chain has a ripple effect on all of the others as illustrated in the accompanying box.

Links in the Chain of Workforce Relationships

Leadership and organizational culture affect how well a jail will be able to attract and retain qualified employees……

….. which in turn…….

…...Influences how cohesive, stable, and supportive the jail's culture will be, as well as how effectively its vision and mission will be achieved, and therefore, how well it will serve the community….

……which in turn……

…….Affects the agency's ability to successfully recruit, retain, and develop future leadership.

Confronting the Workforce Challenges - Project Methodology

In order to provide sheriffs, jail administrators, and community leaders with the resources to proactively address these inter-related workforce issues, the U.S. Department of Justice (Office of Justice Programs, Bureau of Justice Assistance) funded this research, which resulted in development of this document. Designed as a workbook-style toolkit of strategic initiatives, it is based on in-depth research, a pioneering national survey, and expert insights from leaders representing local jails throughout the country. More specifically, project staff employed a comprehensive strategy encompassing a threefold approach that included:

- Expert advice from a National Jail Workforce Advisory Panel, which guided development and provided feedback throughout all phases of the project;
- A thorough review of the workforce-related literature; and
- A National Jail Workforce Survey to obtain input from jail administrators and line staff

on recruitment, retention, and succession planning.

While full details of the project methodology are contained in Appendix A, each component is briefly described below.

> *The National Jail Workforce Advisory Panel* – This group was composed of sheriffs and jail administrators representing geographically-balanced facilities of all sizes and organizational structures across the United States. Advisory panel members were instrumental in publicizing the project, encouraging survey responses, and reviewing draft materials. Most importantly, they participated in two meetings which provided overall project guidance and they identified many of the Ideas that Work that appear throughout this document. (See Appendix B for the contact information of those who submitted the Ideas that Work.)

> *The Literature Review* - A comprehensive literature review of research conducted in both government agencies and the private sector, along with materials related to everything from job satisfaction and employee engagement to workplace diversity, generational concerns, management practices, recruitment techniques, employee turnover, mentoring/coaching, and leadership development was completed. (See Appendix C for the annotated description of the most relevant literature.)

> *The National Jail Workforce Survey* – This is the first time that jails throughout the country have been surveyed to obtain information about workforce-related issues. The National Jail Workforce Survey that was conducted actually encompassed two separate questionnaires that were administered to two different populations (jail administrators and line-level jail staff), but they contained many of the same questions and were conducted at the same time. (Both are collectively referred to throughout this toolkit as "the National Jail Workforce Survey.") In the spring of 2008, a flyer announcing that the questionnaires were online was sent to all 3,162 local jails, plus 80 tribal jails, across the country. A total of 2,106 line staff and 569 administrators responded. (See Appendix D for results of both questionnaires.) Some of the findings are presented according to jail size, which is based on average daily population figures as outlined in the accompanying box.

> **References to jail size are based on these average daily population (ADP) categories:**
> - Less than 500 (small)
> - 500-999 (medium)
> - 1000 or more (large)

Leading the Way - Where Do We Go from Here?

Each of the forthcoming chapters is organized around a generic strategic planning process. While the details differ, many of the basics remain the same, regardless of whether the subject is recruitment, retention, or succession planning. In other words, there are several fundamental ingredients that every aspect of strategic workforce planning requires – that is:

- A strong foundation based on firm commitment, collaborative teamwork, and sufficient fiscal resources;
- Close alignment with the jail's mission and vision;
- Acknowledgement of the inter-relatedness of all components (i.e., recruitment, retention, and succession planning);
- Availability of information related to both past trends and future projections;
- The ability to translate conceptual plans into operational practices;
- An interactive process for keeping employees and stakeholders informed and involved;
- The capability to track progress toward achieving goals; and
- The flexibility to make necessary adjustments based on ongoing feedback.

With these key ingredients in place, jails will have the necessary infrastructure to establish an effective strategic workforce planning process directed toward more effectively addressing everything from recruitment to retention and retirement. However, when the foundation has been established and the specific initiatives are ready to be implemented, it is important to keep in mind that "one size does not fit all." Just as the communities served by America's jails vary extensively, strategies for dealing with workforce challenges must likewise be customized, which the wide-ranging "Ideas that Work" and "Helpful Hints" presented throughout this guide are designed to accommodate.

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CHAPTER TWO

RECRUITMENT AND SELECTION:
BRINGING THE BEST AND THE BRIGHTEST ON BOARD

CONTENTS

Did You Know?

According to the National Jail Workforce Survey:

- Only 31% of jail administrators rated their agency's ability to recruit entry-level applicants as good (27%) or excellent (4%). Smaller jails rated their recruiting ability slightly more negatively than medium and larger jails.

- The majority of staff (67%) learned about the opening for their current job from either a personal contact or an employee of the agency, yet less than half of jail administrators (49%) said that informal recruiting or word of mouth is an effective recruitment strategy.

- The majority of administrators (64%) said newspaper ads are the most effective recruitment strategy they use at their agency, but only 19% of the staff found out about the opening for their current job in the newspaper. Baby Boomers used the newspaper for job information more than any other age group.

- Among the primary ways that employees found out about the opening for their current job was the agency's website, which those from the Millennial generation used more than any other age group. However, 23% of administrators (mostly from smaller jails) reported that their agency still does not have a website.

- The majority of staff cited a "secure job" (81%) and "attractive salary and benefits" (66%) as the influential reasons for accepting their current job, yet only 36% of jail administrators said that offering a "competitive salary and benefits" as a recruitment incentive was effective.

These results from the National Jail Workforce Survey clearly illustrate the differences between how sheriffs and jail administrators approach recruiting and how their staff actually learns about employment opportunities. As the results reveal, administrators are not generally well-satisfied with their agency's recruitment capabilities. Nor do they tend to realize what recruitment techniques and job features have been most effective in attracting current staff. To some extent, this disparity between administrative and staff perceptions may reflect a deeper disconnect, as it surfaces again in their workplace views, which are discussed in later chapters.

Faced with a multitude of urgent issues pressuring jails on a day-to-day basis, it is easy for recruitment to slip down on the priority list until vacancies begin creating chronically short-handed shifts and soaring overtime costs. In fact, it may be tempting for a sheriff or jail administrator to relinquish the entire recruitment and selection process to the agency's human resources office and await the results. But given the serious future repercussions of personnel decisions, such a hands-off approach is not in the jail's best long-term interests - or there is almost nothing more likely to help or hinder a jail's ability to achieve its mission than how employees are recruited and selected.

When recruitment is reactive, it may become a rushed search for "warm bodies," using unfocused, hit-or-miss tactics. Under such circumstances, it should not be surprising to come up empty-handed, or perhaps worse, to hire people who are unsuited for the job. In contrast, proactive strategic recruitment planning is a well-thought-out process that enables jails to:

- Link recruitment plans to the jail's mission;
- Better understand the recruitment challenges they face;
- Anticipate vacancies well in advance;
- Maintain safe staffing levels;
- Establish recruitment goals and measure progress toward their achievement; and
- Successfully attract qualified candidates who are well-suited for the job.

Strategic recruitment and selection planning can be relatively simple or more complex. In that regard, the four-part process described in this chapter is sufficiently detailed to provide the information needed to rigorously approach the recruitment planning process, but it can also be modified to meet the needs of smaller agencies. The point is that there is not a "one-size-fits-all" approach. This chapter contains a variety of tools that can be used in various combinations to develop a tailor-made recruitment plan.

The Strategic Recruitment Planning Process: Taking It Step-by-Step

Strategic recruitment that is based on proactive planning is a blend of evaluating current conditions and anticipating future needs - all within the context of agency goals, priorities, and budgets. As such, it charts a future course of action that helps to ensure long-term organizational vitality and effectiveness (Poister & Streib, 2005). Ultimately, the process of producing a systematic recruitment plan enables a jail not only to identify those who are best-suited to fulfilling its vision and achieving its mission, but also to develop strategies that will attract such candidates to jail employment opportunities.

Building the Foundation

Agency Commitment and Resources

Just as effective jail policies and procedures are not developed in a vacuum, the recruitment planning process should also employ a collaborative agency-wide approach that ensures commitment from all staff. Visionary leadership is essential to successful strategic recruitment, but it is also imperative for both internal staff and external stakeholders to participate in the recruitment planning process along with the agency's leaders. A planning group with a cross-generational mix of line-level employees, supervisors, administrators, managers, labor and/or employee organizations, and key external stakeholders should be established and entrusted with overall recruitment responsibility, including accountability measures to track progress.

> **Ideas that Work – Including Stakeholders**
>
> Seeking to use scarce resources more wisely, the Rhode Island Department of Corrections carefully crafted their recruitment initiatives. The strength of their success has been based on planning and collaboration with a broad variety of stakeholders through an interdisciplinary recruitment campaign committee. With representatives from the training academy, human resources, public information, and external partners, (such as the Department of Labor and Training and the State Office of Diversity), the committee reflects an all-inclusive effort to develop and implement a proactive recruitment plan.
>
> Rhode Island Department of Corrections

Since various sources of data will be needed to complete the plan (as described in the next step), procedures for gathering this information must be put into place. Additionally, it is vital to earmark planning resources necessary for implementation in order to assure an ongoing fiscal commitment. In fact, this commitment will be essential regardless of whether the planning process is directed toward recruitment (as described in this chapter), retention (addressed in Chapter Three), or succession planning (discussed in Chapter Four).

Recruitment and Selection Responsibilities

Even before planning begins, there should be a clear understanding about which government entity has primary responsibility for various recruitment activities. Results of the National Jail Workforce Survey show that while jails have control over most recruitment activities, that is less true of processing and testing applicants (see Table 1). If another county and/or state agency has responsibilities in this regard, it would be beneficial to include a representative from that agency in the planning group.

Table 1. National Jail Workforce Survey Results

Administrators were asked:

In your jail, who is primarily responsible for each of the following?	*State*	*County*	*Your Agency*
Recruitment activities	1%	18%	81%
Processing applications	1%	23%	76%
Interviewing candidates	1%	6%	93%
Conducting the background investigation	1%	6%	93%
Scheduling examinations (medical, polygraph)	1%	13%	86%
Authorizing candidate hiring	1%	16%	83%
Testing applicants	5%	20%	75%

Linking Recruitment to the Jail's Strategic Plan

The first and most crucial step in building a firm foundation for the planning process is ensuring that the jail's vision/mission is directly linked with its recruitment and selection practices. Ideally, that process would begin with vision and mission statements that were previously created as part of the agency's strategic plan, which in turn, should influence the types of candidates to be recruited. For instance, the sample statements featured in the accompanying box would call for recruiting candidates who are cooperative and compassionate.

An Example of Vision and Mission Statements

Vision: We envision a unified workforce of progressive, dedicated professionals grounded in service, integrity, and pride who strive to provide caring and compassionate services to those entrusted to our care and to protect the public we serve.

Mission: We serve our community by providing safe, secure, and humane detention of individuals in our custody while preparing them for a successful return to the community.

Miami-Dade County Corrections and Rehabilitation Department

If there is no agency vision or mission statement (or if it does not include a reference to employees), these will need to be developed or revised before the planning process continues, as illustrated below.

Creating Vision and Mission Statements

A *vision statement* describes what your agency wants to become, achieve or create.
A *mission statement* describes the purpose of your agency and the fundamental reason that it exists. Questions to guide you through the development of these statements:
- Who are we?
- What are our values?
- What are our strengths?
- What are the basic social and political needs we exist to meet, or what are the basic social or political problems we exist to address?
- What do we do to recognize, anticipate, and respond to these needs or problems?
- How should we respond to our key stakeholders?
- What makes us distinctive or unique?

Fran Berry
Strategic Planning as a Tool for Managing Organizational Change, 2007.

Reviewing Previous Recruitment Initiatives

Building the foundation for a strategic recruitment plan requires a review of all applicable information concerning the jail's previous efforts to attract job applicants. This includes materials that have been used, (e.g., brochures, newspaper ads, websites, etc.), their relevance to the current generation of applicants, and the costs associated with using them. (For more information on monitoring cost effectiveness, see the "Helpful Hint" on page 44.)

Beyond cost considerations, the overall effectiveness of techniques used in the past should be analyzed. For example, the results of the National Jail Workforce Survey shown in Table 2 reveal that 26% of administrators said that their agency has used brochures as a recruitment strategy, but only 5% believed that using brochures has been an effective recruitment strategy. Another interesting finding is that 44% of the jail administrators indicated that they make the effort to attend local job fairs, but only 24% said that the effort was worth the investment. Such information provides an opportunity to discuss the need for altering certain aspects of the hiring process.

Table 2. National Jail Workforce Survey Results

Administrators were asked:

Which of the following does your agency currently use? (% who checked strategy)	Recruitment Strategy	Which five are the most effective in bringing qualified applicants to your agency? (% who rated each as one of the top 5)
82%	Newspaper ads	64%
53%	Informal recruiting/Word of mouth	49%
45%	Up-to-date agency website	26%
44%	Local job fairs	24%
35%	Visibility throughout the community	20%
29%	Government job service center	20%
29%	College job fairs	14%
23%	Internship programs	12%
20%	Full or part-time recruiters	12%
24%	College contacts/placement centers	10%
16%	Other Internet recruiting site(s)	9%
15%	Volunteer programs	5%
26%	Brochures	5%
10%	Radio ads	5%
8%	Military outplacement centers	4%
16%	Posters/billboards	4%
11%	High school contacts/placement centers	4%
5%	Magazine ads	1%
5%	TV ads	2%
4%	Out-of-state job fairs	1%
	Recruitment Incentive	
42%	Competitive salary and benefits	36%
30%	Part-time or seasonal positions	13%
10%	Incentives for employees to recruit	6%
11%	Expedited hiring process	6%
3%	Monetary signing bonus	3%
5%	Sharing one job between two staff	2%
1%	Housing assistance for new staff	1%

Analyzing Related Information

The second step of the recruitment strategic planning process involves analyzing agency information that is relevant to recruitment, selection criteria, and the hiring process. This includes several components:

- Identifying core competencies that applicants must possess in order to function effectively on the job;

- Examining relevant past, present, and projected data such as agency vacancies, features of the labor pool, processing time, applicant success rates, etc.; and

- Gathering information to improve recruitment from current employees through staff surveys.

Identifying core competencies

Before deciding who would best fit a particular agency's needs, it must be determined just what those needs are. In other words, what are the core competencies - i.e., the measurable knowledge, skills, and abilities - that are required to effectively perform the job? (For more information, see the "Helpful Hint" for identifying core competencies on page 45.) The answer to this question depends on what the agency is trying to accomplish, which means that its mission and vision will directly influence the competencies. For example, a mission targeted toward monitoring and rule enforcement will result in a different set of core competencies than a mission focused on providing service and treatment (Stinchcomb, McCampbell, & Layman, 2006). Thus, the vision/mission establishes what the organization hopes to achieve, and the core competencies identify what knowledge, skills, and abilities staff need to accomplish it. As shown below, it is then apparent that recruitment practices will be most effective if they specifically address these competencies (Wood & Payne, 1998).

Vision/Mission	*Core Competencies*	*Recruitment Strategies*
What does the jail intend to achieve?	*What measurable knowledge, skills, and abilities do staff need to fulfill the jail's vision/mission?*	*What approaches are most likely to attract those with the required core competencies?*

Analyzing workforce and recruitment data

Valuable information can also be obtained from collecting and analyzing existing agency attrition data. For example, if resignations, terminations, and retirement trends over several years can be quantified, the data can become the basis for projecting future attrition that otherwise might be "unexpected." Moreover, determining past as well as anticipated jail staff growth helps to document total staffing needs and perhaps anticipates resources required to meet upcoming demands. Such an analysis can also be used as an opportunity to more closely review equity growth patterns (i.e., trends related to the employment and promotion of women and minorities), which can contribute to the establishment of relevant recruitment goals. Table 3 illustrates the types of information that might be collected for examining jail trends.

Table 3. Keeping Track of Staffing Data		
Review of Current Positions	*In One Year*	*In Five Years*
Anticipated increase/decrease in the number of the entry-level positions that reflect the largest category of new hires		
Positions that can be filled by alternate strategies (e.g., using paraprofessionals, part-timers, flex-time, job-sharing, contracting, etc.)		
Review of Hiring Data	*Current Year*	*Last Year*
Number of applicants for entry-level positions		
Average amount of time between application and hiring dates		
Identification of delay points in hiring (e.g., hiring freeze, processing steps such as medical, polygraph, background investigation, etc.)		
Number of applicants needed to obtain one new hire		
Demographic information about new hires (e.g., age, sex, race/ethnicity, education, work experience, etc.)		
Number of individuals hired		
Number of individuals who were *not* hired		
Why individuals were not hired (e.g., dropped out; failed specific steps; offered position but declined)		
How new employees learned about the job		

Documenting area employment trends

Internal organizational data help to better anticipate agency needs. But it is external community data that can enable the jail to gage its potential for meeting those needs. Looking beyond agency information to the broader community helps to present the whole picture and develop a more effective plan. Thus, jails should consider collecting data such as the following to help inform and guide the overall planning process:

- Information from the U. S. Bureau of Labor Statistics (www.bls.gov) about the available labor pool (e.g., unemployment rates) in the community, which can be used to target recruiting efforts more precisely;

- Community demographic data (e.g., age, education, income) from the U.S. Census Bureau (www.census.gov - use the American Fact Finder to get a "Fact Sheet" for your zip code/city/county), and from state and regional sources;

- Information from the local chamber of commerce about future trends (e.g., businesses planning to open or close); and

- A comparison of salaries/benefits of other public and private agencies in the region, which can be used to determine the strength of the competition, and to develop strategic tactics.

Collecting and analyzing this information also identifies partnerships and links for jails to the community's broader economic development initiatives. Educating business groups about the jail and its staffing needs, joining the local chamber of commerce, and working with those who are engaged in job training and development can reap rewards for jail recruitment.

Obtaining Internal Feedback

Much of the information needed for the strategic planning process can be obtained from existing records. However, there is also essential feedback that employees can provide through anonymous surveys, such as:

- What entry-level competencies they believe are required for satisfactory job performance;

- How they originally became interested in corrections and jail employment;

> **Ideas that Work - Using Survey Data to Refine Recruitment**
>
> Recruiting for corrections positions in New York City is a challenge. To better meet that challenge, the DOC has started to survey newly-hired employees. As a result, the department has learned that many new recruits are interested in promotional opportunities and the 20-year retirement plan. This feedback has helped to refine and update the recruiting process.
>
> City of New York Department of Correction

- Which recruitment strategies worked best for them;

- What difficulties they encountered during the selection process;

- What they took into consideration before accepting the agency's job offer;

- What they believe the agency's strengths and weaknesses are; and

- Whether they believe the jail's image needs to be improved and promoted in the community as a means to attract employees.

The planning group can then use the survey results to create strategic planning goals that correspond with the findings. For example, results of the National Jail Workforce Survey show that a stable job is very important to line staff and that they primarily found out about their job from a personal contact or agency employee.

Related strategies might include:

- Revising recruitment materials to emphasize job stability, especially in a turbulent employment market;

- Assuring that all current employees are part of the recruitment process by keeping them informed of staffing needs, recruitment materials, selection timelines, etc.;

- Developing an agency-wide, incentive program that rewards staff for successfully recruiting new hires.

National Jail Workforce Survey Results

Reasons staff were originally interested in the field of corrections:

44% were looking for a stable job
36% knew someone who worked in corrections
20% indicated that nothing in particular interested them– they just stumbled into corrections
10% were looking for a second career
 9% always knew they wanted to work in corrections

Very important aspects of the job that staff considered when offered their current position:

78% a stable job
64% the benefits package
60% the retirement program
54% the salary
41% opportunities for career growth and advancement

How staff found out about the opening for their current job:

46% personal contact (friend, family member)
21% employee of the agency
19% newspaper
14% agency website

Regardless of what specific strategies emerge from survey findings, employees should be kept informed of results, as well as how the information they supplied is being used. If not, any future initiatives to invite staff input will be met with understandable skepticism.

Reviewing the overall hiring process

Even the best effort to attract qualified candidates is, of course, only the first step. After applicants have been effectively recruited, the screening process begins to determine whether they meet qualifications for the job. Any recruitment initiative must therefore take a close look at the entire selection process as well, especially in terms of how long it takes, whether the steps required are actually related to identifying qualified candidates, what potential frustrations it

entails for applicants, and what bottlenecks or obstacles need attention. For example, as illustrated in the accompanying box, while the majority of staff responding to the National Jail Workforce Survey said they were able to get answers to their questions and knew whom to contact if they needed help during the hiring process, they did complain about too

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National Jail Workforce Survey Results

Staff rating of the hiring process:

72% got prompt answers to questions
68% knew who to call for answers or help
59% thought the agency made a relatively prompt hiring decision
51% thought they had to go through too many steps to complete the process
50% thought they had to fill out too many forms
22% thought they had to take off too much time from their job to complete the process
21% thought they had to go to the agency too often during the hiring process

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many steps and too many forms. In fact, nearly half of their open-ended comments about improving recruitment focused on various aspects of the hiring process. Administrators likewise pinpointed several procedural barriers to hiring new employees more quickly, such as slow

background checks and insufficient screening resources.

Since many of these weaknesses are only evident from the applicant's point of view, it is helpful to review the entire selection process step-by-step from that perspective.

National Jail Workforce Survey Results

Administrators identified these "top five major barriers" to hiring new employees more quickly:

1. Not enough qualified applicants
2. Slow completion of background checks
3. Lack of control over the hiring process
4. The schedule for the entry-level test
5. Lack of resources to conduct screening/exams

Drawing on the insights of recently-hired employees, the following can be assessed:

- Where in the process bottlenecks cause long wait times (e.g., polygraph, physical exam, mental health screening);

- Whether all steps in the process are relevant and in the right order. For example, agencies might claim to be using interview panels to screen applicants, but actually, the

"interviews" function more to educate applicants about jail work, when a tour or question and answer session could produce more beneficial results for less time and cost.

- If there is a particular point where a majority of the applicants drop out, identify what might be done to encourage candidates to more successfully navigate this step.

- How well selection screening criteria identify those applicants who will perform the job most effectively, and vice versa - i.e., screening-out only those who are truly unqualified for the job.

- The agency's "yield ratio" for its recruitment and screening efforts. How many applicants must be processed to hire one new employee, and what the hiring process costs per new employee.

- How long it takes from the initial application to the hiring date, and whether anything can be done to reduce this amount of time. Such information should be captured from actual selection processing records, since employee perceptions of timelines may vary. For example, as seen below, results from the National Jail Workforce Survey show that 74% of administrators believe that the hiring process takes four months or less, but only 48% of staff indicated that the time between submitting their application and getting hired was actually four months or less. Establishing a benchmark targeted toward reducing this timeline not only adds accountability to the process, but also reduces the likelihood that younger applicants will look elsewhere.

National Jail Workforce Survey Results

Line-level employees were asked to identify the length of time between submitting their application and being hired. Administrators were asked to identify the length of time between candidates submitting their applications and offering a position to them.

Staff Results:		Administrator Results:
19%	1 month or less	24%
29%	2-4 months	50%
25%	5-7 months	16%
11%	8-10 months	6%
16%	More than 10 months	4%

Determining screening criteria

Carefully reviewing the hiring process also calls for taking a closer look at the agency's selection standards for such qualifiers and disqualifiers as entry-level fitness, criminal history, driving record, past substance use/abuse, and employment history. Some of these standards may

be established by law, but others are set by administrative rule, local policy, or agency custom. Examining the basis for these criteria can help to determine their relevance to current needs.

Many staff responding to the National Jail Workforce Survey expressed concern that their employing agency had reduced standards for new hires, or feared that standards might be lowered in an attempt to fill vacancies. Because evaluating and updating existing selection criteria might create the misperception that the newly hired are less qualified, employees should be involved in the review process and kept informed of its outcomes.

Moreover, although it may not be readily apparent, altering selection criteria might actually be a reflection of the realities of accommodating the newest generations in the labor pool, rather than a lowering of standards. For example, today's young workers are more likely to have held considerably more jobs between the ages of 18 and 30 than their older predecessors, who tended to remain longer with fewer employers. Thus, if an agency automatically disqualifies an applicant who has held more than five or six jobs between the ages of 18 and 30 because of what appears to be an unstable work history, very qualified candidates, who are simply reflecting the realities of their generation, may be excluded. Additional criteria that might benefit from closer inspection include (but are not limited to) the following:

➢ *Fitness standards*—which must be valid for the job, as well as age and gender appropriate. This means applicants should not be required to demonstrate proficiency in a physical task that is never needed when working in the jail.

➢ *Substance use history*—for which selection criteria must be determined, especially in terms of what level (if any) of substance use, during what time frame, would not disqualify a candidate.

➢ *Prior criminal history*—which addresses such issues as whether it is acceptable to hire those who have committed non-violent misdemeanors, or those with a spotty driving record.

➢ *Polygraph examination*—which entails a number of issues regarding job relevance, especially in terms of the impact on prospective employees. If, for example, a large number of applicants are being eliminated from the hiring process by polygraph results, the agency might further explore this potentially disqualifying information in their background investigation in order to confirm or refute the findings. If very few applicants are excluded on the basis of polygraph examiner's recommendations, the agency should consider whether this is a useful step in the process.

The point is that, in order to streamline the process and make it more cost-effective, unproductive selection screening standards must be altered. But when employment standards are adjusted in this regard, the reason and intent must also be clearly communicated to existing employees in an effort to diffuse any perception that standards are being modified inappropriately. It would be beneficial to make sure all applicants are fully aware of the standards in order to enable anyone who is not qualified to self-select out of the process, thus saving the agency time and resources.

In summary, improving the hiring process demands a careful analysis and objective assessment of each component, with particular emphasis on its:

- Relevance to core competencies and related employment standards - i.e., how well it is predicting performance capability;
- Expedience - i.e., how bottlenecks could be eliminated and processing time reduced;
- Productivity - i.e., whether some requirements or steps in the process are screening-out relatively few candidates or needlessly disqualifying what otherwise appear to be good candidates; and
- Efficiency - i.e., how the process could be further streamlined.

By exploring the wide-ranging perspectives revealed by everything from agency data and survey feedback to applicant insights and regional labor market statistics, the jail can get a clearer view of the trends and patterns associated with its recruitment and hiring process. More importantly, sheriffs and jail administrators can begin to identify the strengths and weaknesses of the process, and with that knowledge, begin to make essential changes.

Developing the Action Plan

Although gathering and analyzing the information described above can be useful in itself, the purpose is not simply to become better informed, but rather to make improvements in the recruitment and selection processes. Armed with a better understanding of the jail's ongoing, as well as upcoming recruitment and selection challenges, attention can be directed to developing the action plan. While specifics of the plan will be unique to each agency, it should address:

- Recruitment and hiring goals;
- Actions necessary to achieve the designated goals; and
- Strategies for establishing accountability and tracking progress.

Throughout the remainder of this chapter, examples are used to illustrate how some of these components might be initiated. (See the "Helpful Hint - Generational Recruitment Initiatives" on page 46 and an additional list of recruitment ideas on page 49.)

Creating Recruitment and Hiring Goals

Goals are outcome statements that guide recruitment and selection functions. Setting goals simply means establishing specific, measurable and time-targeted objectives and then clearly outlining what must be done to achieve them (Bryson, 2004). While the following examples are provided as general illustrations, the agency's actual goals will flow from the most pressing recruitment and hiring issues that were identified in the analysis previously described.

Example: Recruitment Goal One - Improve the Jail's Public Image

One issue that almost all local correctional leaders face is how to improve the image of the jail. It has been noted that today's new generation of applicants does not hold corrections in "high esteem" (Sumter, 2008, p. 102). In fact, the public generally tends to "view correctional officers as poorly trained and less educated than law enforcement officers" (Edwards, 2007, p. 40), perhaps because most people are only exposed to the negative aspects of corrections (American Correctional Association and Workforce Associates, Inc., 2004). On a related note, the National Jail Workforce Survey found that only 46% of employees believe that the community appreciates the work they do.

In most cases, potential applicants are residents of the very communities that may hold these less-than-desirable views of correctional careers. The image of the jail as a critical community service may therefore need to be addressed as part of a successful recruitment campaign. If it is determined that such an initiative is necessary, the related action planning goal might be something like this: "Create a distinct and positive image of the jail internally and promote that image externally." Once the goal has been developed, the process shifts to identifying the ways to achieve it. The following strategies illustrate some potential approaches directed toward the sample goal of improving the jail's image in the community.

o Strategy 1: Make good use of positive staff feedback

Whether the feedback comes from internal employee surveys or external sources such as the National Jail Workforce Survey conducted in conjunction with this project, the fact that many people actually *like* working in the jail should not be a well-kept secret. For example, survey results displayed in the accompanying box reveal a very high level of satisfaction among

employees working in the nation's jails, with more than three out of four (77%) indicating that

they would recommend their place of employment as a good place to work. The majority of staff (75%) also indicated that they are proud to work in their jail. Another indicator that challenges negative

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National Jail Workforce Survey Results

Among staff who work in jails throughout the country:

77% would recommend their jail as a good place to work
75% indicated that they are proud to work in their jail

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jail myths is the fact that of the 45% of staff who accepted their job as a way to become eligible for road patrol, the majority decided to stay at the jail because they like the work. The National Jail Workforce Survey also debunked the myth that people accept jail employment because they have no other job options. The survey found that only 13% of staff said they had no other employment options when they accepted the jail's offer. In contrast, 35% could have continued in their current job or stayed in school, and 53% had another job offer. Such findings help to confirm that corrections careers are more attractive options than might be suspected.

      o   Strategy 2: Promote the agency's image

One approach for promoting a distinctly positive image to the community might be to

develop more productive working relationships with the local print and electronic media, in an effort to encourage publicizing an upbeat portrait of the jail and focusing on the essential services it provides. The accompanying text box describes one such endeavor to enlist the media as a jail ally. For example, the media may be interested in producing a video of testimonials by deputies featuring their success stories related to working with inmates. (A similar technique is being used in "Discover Policing," the national initiative to hire law enforcement officers; see www.discoverpolicing.org.)

Another option to improve the

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Ideas that Work - Media Day

Gaining and maintaining the support of the community for the jail's mission involves continually educating the local media about the jail. Too often, interactions with the media occur during a crisis, when emotions are high, reporters are pressing for details, and meaningful communication is difficult.

To establish better communications, the Miami-Dade Department of Corrections and Rehabilitation has established a "media day" for all local print and electronic media. A structured agenda provides information about jail operations to reporters and producers, and unique features such as the canine unit and bike patrols are highlighted. In addition to taking tours, media representatives are permitted to capture images of the jail in a controlled environment, and working relationships are established with department personnel.

The first "media day" was so successful that it is being continued on an annual basis. Not only did several spin-off stories result from the initiative, but participating in a positive event involving the media outside of a crisis was also a boost to staff morale.

Miami-Dade County
Corrections and Rehabilitation Department

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agency's image might be to develop the type of "citizen academy" program described in the accompanying text box. Based on the assumption that people are more likely to accept and support that which they better understand, such academies directly engage members of the community in a relatively inexpensive initiative that can have long-term benefits.

Ideas that Work - Citizen Academy

The Orange County Department of Corrections (Orlando, FL) considers educating the county's citizens to be a critical step toward advancing the department's mission. Each of its eight-week "citizen academies" orients 30 community members to jail operations from the perspective of the inmates. Its emphasis is on helping citizens learn how jails really function, in contrast to inaccurate media portrayals. Focused on developing understanding and support, the program meets weekly for two hours, and includes tours of each facility, along with an introduction to both routine functions and specialized units. Prospective participants undergo a criminal background check, but otherwise, the program is open to any county resident. It is advertised on the county's website, as well as through various media outlets, and has attracted a wide variety of citizens.

Orange County Department of Corrections

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    o   Strategy 3: Establish a presence on the Internet

Given the high-tech nature of the generation entering today's workforce, establishing a polished presence on the Internet is no longer an option, but a necessity. While the Baby Boomers, who are often in charge of agency recruiting strategies, may have learned about their jobs through the newspaper, the Internet is where today's applicants look for work. Results of the National Jail Workforce Survey indicated that more Millennials used the agency's website to find their job than any other age group. It is troubling, therefore, that only one in four jails reported having a website where applicants can obtain hiring information and apply for a job online, with smaller jails the least likely to have a web presence. If smaller jails do not have the resources to develop their own website, they may want to consider partnering with their county or another government entity to provide online hiring information and job application capability.

National Jail Workforce Survey Results

What type of website does your agency have for potential job applicants?

23% Our agency does not have a website
14% One with hiring information only
30% One with hiring information and a
       downloadable application
25% One where applicants can get hiring information
       and apply for the job online
  8% Not sure

<u>Example: Recruitment Goal Two - Establish an Agency-wide, Collaborative Recruiting Program</u>

Based on findings from the National Jail Workforce Survey, only 10% of administrators

indicated that their agency provides incentives for employees who recruit job applicants. However, 21% of staff found out about the opening for their current job from an employee of the agency. With 59% of staff very committed to their employer and 52% of them planning to work in the jail system until retirement, agencies may want to consider a formal means of encouraging staff to recruit new employees (assuming that the organization wants to attract recruits who are similar to current employees). As discussed below, this effort is best guided by employees, within the framework of fiscal and administrative realities. One option is described in the accompanying box.

Ideas that Work - Developing a Recruitment Incentive Bonus Program

At the Peumansend Creek Regional Jail (Bowling Green, VA), workers earn cash when they refer someone for employment. The staff member's name is included on the job application as the source of referral, and if the candidate is hired, the employee receives a $200 recruitment incentive bonus. If the person stays for six months, the referring employee receives another $100. Then if the new hire passes probation and celebrates a one-year anniversary, the recruiting employee receives an additional $200, for a potential total of $500. Over the past two years, 20% of new hires at the jail came as a result of this initiative.

Peumansend Creek Regional Jail Authority

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o Strategy 1: Involve employees in development of recruitment incentives

A good beginning for addressing this second goal is knowing what incentives would entice employees to participate in the recruitment program. Although money is a universally appreciated reward, others might include a parking space close to the jail entry, movie tickets, a vacation day, or more informal forms of recognition. In fact, one of the best approaches is to ask employees what would be most appealing to them and then assess the options that are within agency fiscal constraints.

o Strategy 2: Create activities that help employees recruit new applicants

Additionally, to involve employees with recruiting, jails can offer organizationally-

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Ideas that Work - Family and Friends Day

Since active and retired employees refer approximately 25% of new hires, the New York City Department of Correction wants to capitalize on that recruitment power. Thus, in 2008, the Department held its first Family and Friends Day as a way to introduce the job to those referred by employees. The event included a tour of one of the facilities on Riker's Island, information displays, an overview of the agency's different units, a barbeque, and the first appearance of the department's jazz band. About 250 people attended, generating 150 job applications.

City of New York Department of Correction

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sponsored activities bringing applicants and employees together in a positive atmosphere, similar to the "family and friends day" described in the accompanying box.

<u>Example: Recruitment Goal Three - Involve Those Who Influence the Target Population</u>

In the National Jail Workforce Survey, employees were asked for their ideas about how their agency could improve recruiting. Hundreds of comments focused on "better outreach" and "more partnerships with schools and other organizations." Although respondents did not identify the audience for the outreach, it makes sense to focus on the parents, teachers, coaches, school counselors, and religious leaders of future applicants.

> **Ideas that Work—College Student Interns**
>
> To help college students envision corrections as a career option, the Allegheny County Bureau of Corrections (Pittsburgh, PA) offers internships that provide an opportunity to connect classroom learning with the reality of corrections work. Based on articulation agreements with local colleges and universities, interns are on site 20-40 hours per week. Their job responsibilities include working with the PA Board of Parole and Probation and the Department of Corrections to create transfer lists, working with the state police on Megan's Law requirements, and assisting inmate caseworkers. Since interns receive college credit for their experience, they are expected to keep a daily log of activities, which is used to prepare a final paper or a verbal presentation that is made either to their class or the jail's administration.
>
> Close contact is maintained with the interns, as well as with both their jail supervisor and their university advisor. Meetings are held regularly to discuss their progress, and their university advisor is encouraged to visit the jail at least once during the internship experience. Jail personnel complete evaluations of the student's performance, and several have subsequently been hired as either correctional officers or caseworkers.
>
> Allegheny County Bureau of Corrections

o Strategy 1: Work with secondary schools, colleges, and universities to develop recruitment programs

One technique that can be used to achieve this goal might include working with secondary schools to develop initiatives such as high school career days or more formal cadet/explorer programs. Jails also might collaborate with institutions of higher education to recruit their graduates through approaches ranging from speaking engagements and working with student clubs to the types of internship opportunities highlighted in the accompanying information provided by Allegheny County. (More ideas for recruiting college graduates can be found in Stinchcomb, [2004] and [2005].)

o Strategy 2: Affiliate with the National Partnership for Careers in Public Safety and Security

Another strategy for developing partnerships that can ultimately influence the target population is offered by the U.S. Department of Justice, through the National Partnership for Careers in Public Safety and Security. Affiliated with the National Crime Prevention Council, the National Partnership initiative builds on years of experience with developing and managing

student training academies, providing courses and educational materials, building organizational partnerships, and creating small learning communities that function as "schools within a school" (or as magnet schools). To learn more, visit their website at www.ncn-npcpss.com.

<u>Example: Recruitment Goal Four - Improve the overall hiring process</u>

As previously noted, results from the National Jail Workforce Survey clearly showed that staff believes that the best way to improve recruitment is by improving the hiring process. While agencies with an extensive applicant screening process may well pride themselves on how thoroughly they review job candidates, they often forget that recruitment and hiring is a two-way street. Not only is the potential employer assessing the credentials and suitability of the applicant, but the potential employee is likewise sizing-up the agency and making a judgment about whether it would be a good fit for them. It is also at this point that the jail can begin to establish the foundation for a positive long-term relationship with the job applicant by personalizing what tends to be a rather impersonal screening process. When well-qualified candidates have applied to more than one agency, taking a personal interest in them as they move through the system can make all the difference for those who have more than one job offer. Several strategies that can be used to achieve this goal are described below.

> **National Jail Workforce Survey Results**
>
> Staff suggested using these strategies to improve the hiring process:
>
> • Let applicants interact with current employees to hear what they think about their job assignments.
>
> • Enable recruits to actively see what it is like to deal with inmates.
>
> • Provide applicants with the opportunity to "shadow" an employee for a day.

o Strategy 1: Assure that applicants understand the details of jail work

As reflected in the National Jail Workforce Survey results above, many employees suggested that applicants should be exposed to the internal environment of the jail in order to provide them (as well as their families) with a realistic job preview before hire - including everything from shift work and specific duties to career advancement opportunities. (See "Ideas that Work – Recruiting Women" on page 47.) It is a natural tendency to fear and mistrust what we do not understand, and since correctional work is not highly visible in the community, the jail can easily become the victim of misguided assumptions created by television and popular movies. The more candidates know before hire, the less disillusioned they are likely to be afterward, and involving their families from the outset begins to generate the support at home that promotes

success on the job.

o Strategy 2: Personalize the selection screening process

To an outsider, the screening process for a criminal justice agency can be both daunting and discouraging. As a result, any number of applicants drop out well before being notified of the

> **Turn-off's in the Screening Process**
>
> The American Management Association believes that three major points may cause applicants to be turned off from seeking employment with an agency: (1) lack of feedback on status; (2) next step in the process is unclear; and (3) process is too complicated. But if the wait between the submission of an application and actual testing is short, applicants are more disposed to follow the opportunity and not lose interest.
>
> Hugh Tate
> *Recruitment Dilemma: Quick Fixes, Warm Bodies and the Eternal Search for Quality*, 2000.

hiring decision. Some pursue more timely offers, but many simply become too frustrated with the bureaucratic process to continue. Moreover, the first impression that applicants get of their potential employing agency is shaped by how they are treated during selection screening. Being processed like a number passed mechanically along a slow-moving assembly line with no end in sight communicates a disinterested lack of concern for the candidate's welfare. When applicants get the message that an organization does not care about them, it does not take much for the feeling to become mutual. Anything the agency can do to personalize the process and assure candidates that someone truly does care about them can go a long way. This could include assigning a mentor to keep in contact with the most promising applicants and help them maneuver through the hiring process. Frequent emails are also another way to communicate the agency's interest in each applicant, as well as to make them feel part of the organization to which they aspire to work. If agency size makes it unrealistic to individually guide each person through the whole process, a partial substitute might be a web-based system through which candidates can log-on and check their application progress at any time.

> **National Jail Workforce Survey Results**
>
> One out of every three employees felt as though nobody at the agency cared about them during their hiring experience.

o Strategy 3: Prepare recruits for training–physically, mentally, and academically

Since pre-service training is a continuation of the screening process, it is an important part of employee selection. For many new recruits, there will be physical and academic hurdles during training that may present unexpected challenges. To give applicants a better idea of what is involved, some agencies have placed video clips of academy training and related physical fitness activities on their websites. (See "Ideas that Work - Creative Initiatives #25 on page 52.)

While it may not be possible to anticipate which aspects will present the greatest hurdle for any particular individual, agencies can analyze records to identify where they are losing trainees and initiate proactive approaches to address these areas. For example, if disproportionate numbers of recruits are failing defensive tactics because of inadequate physical conditioning, applicants could be provided with recommended exercise routines prior to starting the training program. Or the agency could develop a fitness program in which they can work out along with current employees who volunteer to help. Similarly, if pre-service training failures are primarily associated with certain subjects in the curriculum, related study materials could be prepared and distributed to help recruits prepare in advance, or study groups could be created with current employees helping as tutors and mentors. Regardless of the precise approaches pursued, the point is to help candidates proactively prepare for what to expect in training, and thereby, maximize their potential for success.

- o Strategy 4: Establish remediation options

Despite the most farsighted agency efforts to help newcomers succeed, however, everyone may not. Again, it makes little sense to put such a sizeable investment into recruiting, screening, and training applicants only to lose them before completion of pre-service training. If their failure involved no more than a few points on a test, it is therefore logical, (when state and local standards permit) to offer remediation and "recycling" options to otherwise qualified candidates.

Implementing and Evaluating the Strategic Recruitment Plan

The sample action planning goals and associated strategies described above provide innovative ideas that jails can use to promote their recruitment efforts. Regardless of what specific initiatives are pursued, however, at this point in the process, the last step shifts to implementing the plan and evaluating the outcomes. That means not only operationalizing identified strategies, but also establishing a system for tracking progress.

Stimulate External and Internal Support for the New Initiatives

To generate widespread support, essential external stakeholders should be familiarized with the content of the strategic recruitment plan. Encouraging similar "buy in" from current employees keeps them informed and solicits their feedback throughout the implementation process. Moreover, preparing staff to become part of the recruitment initiative by serving as formal or informal "agency ambassadors" means being sure that they are aware of specific job

openings and hiring process details - such as where to get applications, what steps are involved in the selection process, how long it takes, background issues that can disqualify candidates, etc. Much of this information can be posted on the agency's website so that all employees, applicants, and community stakeholders have access to it.

Make Necessary Adjustments Based on Procedural Feedback

As the various strategic recruitment initiatives are implemented, it is important to establish a system for keeping track of procedural issues and challenges that arise so that the planning group can determine what is and is not working and make appropriate adjustments. This assessment of the process should be ongoing, with modifications made whenever necessary. For example, one of the strategies for achieving the goal of improving the image of the jail might be to establish a "citizen academy," but if participants are dropping out of the program, or there is difficulty filling classes, then finding out why this is happening and making changes is important before considering the option of program abandonment.

Track Related Outcome Data

In addition to monitoring ongoing processes and procedures, it is essential to measure progress toward achieving overall goals of the recruitment plan. While documentation of progress will differ with each individual recruitment goal, Table 4 provides an illustration of what types of measures might be used in this regard. For example, an *output* measure of the "citizen academy" could be the number of people who successfully completed the program. However, a better measure of progress toward actually achieving the goal of improving the jail's public image would be an *outcome* measure that assesses the citizens' perceptions of the jail before they attended the academy, compared to after they completed it.

The information obtained from these measures then becomes the basis for making any necessary adjustments in planning goals, resource allocation, implementation strategies, or the like. Essentially, both careful implementation and continuous evaluation are key ingredients in the final stage of this type of strategic planning—with feedback from the ongoing assessment used to make appropriate changes in order to improve the capability of the plan to achieve its goals.

Table 4. Putting It All Together–Hypothetical Recruitment Action Planning Examples		
Recruitment goals	*Action strategies*	*Progress measures*
Example #1: To improve the jail's public image	Gather and use of staff feedback about the positive aspects of working in the jail	Conduct staff survey(s) Incorporate positive findings in recruitment materials
	Hold a "media day"	Track the number of positive media stories and subsequent media inquiries
	Develop a "citizen academy"	Document how many complete the academy Assess before/after perceptions of the jail
	Establish a presence on the Internet	Track the number of website "hits"
Example #2: Establish an agency-wide, incentive-based recruiting program	Create incentives for employee recruitment	Determine how many staff have recruited new employees
	Develop program policies and procedures	Identify how many new hires were recruited via program
Example #3: Involve those who influence the target population	Work with secondary schools as well as colleges/universities on developing strategies to recruit their graduates	Track the number of initiatives created, partnerships established, presentations made, and students recruited
Example #4: To improve the overall hiring process	Assure that applicants understand what work at the jail will be like	Assess whether those participating in "job shadowing" are more well-informed than others
	Personalize the selection screening process	Determine if those who are mentored through selection screening are more likely to complete the process
	Prepare recruits for training–physically, mentally, and academically	Identify whether pre-training preparation promotes academy success
	Establish remediation options	Track how many recruits who use remedial options would have failed otherwise

Conclusion

Research indicates that managers in agencies with an effective strategic planning system believe that it enables their organizations to be more flexible in dealing with both external and internal change (Huang, 1997). More specifically in this field, a study of the Florida Department of Corrections reveals that nearly all department managers (94%) expressed personal commitment to the strategic planning process and reported positive assessments of its organizational impact (Huang & Berry, 1995).

Just as the structure of a building is only as strong as its foundation, the results of the planning process will only be as solid as the commitment and collaboration on which they are based. Although there is not a convenient, "one-size-fits-all" approach for meeting recruitment challenges, the purpose of this chapter has been to provide the necessary tools for jails to develop a tailor-made strategic plan to meet their needs through a four-step process consisting of:

- Building a firm foundation of broad-based commitment, essential fiscal resources, and a structured procedure based on the organization's vision and mission;

- Analyzing relevant information from core competencies, employee surveys, agency vacancy data, area labor pool features, local competitors, hiring process issues, etc.;

- Developing an action plan to establish recruitment and hiring goals and track progress toward meeting them; and

- Implementing and evaluating the action plan in a manner that ensures widespread involvement, ongoing assessment of progress toward achieving goals, and the ability to make necessary adjustments on the basis of continuous feedback.

For jails to successfully compete in the 21st century talent war, the ability to develop a recruitment plan that is proactively-focused, strategically-driven, collaboratively-based, and generationally-relevant is indispensable. (See "Ideas that Work – Crafting What Works in Recruitment" on page 48.) Moreover, the systematic process of producing such a plan provides opportunities for administrators, their staff members, and community stakeholders to work together in a united effort to bring the "best and the brightest" on board. This means not simply filling jail vacancies today, but ultimately, successfully fulfilling its long-term visions tomorrow.

For more employee recruitment and retention data from the National Jail Workforce Survey, see Appendix F

Strategic Recruitment Planning Checklist

Step One: Building the foundation
- Ensure commitment, resources, and access to necessary information
- Form a planning group and set timelines
- Link recruitment to the jail's vision/mission
- Establish procedures for gathering necessary data and information
- Identify entities that have recruitment and selection responsibilities
- Review previous recruitment initiatives
- Review vision and mission statements in terms of their personnel implications

Step Two: Analyzing related information
- Identify and assess core competencies needed to meet job requirements
- Document community and regional economic and employment trends
- Survey current employees using an anonymous questionnaire
- Analyze employee vacancy data
- Calculate "yield" data
- Analyze area labor pool demographics and competition data

Step Three: Developing the action plan
- Ensure that the target population has been identified
- Set recruitment and hiring goals
- Create a tracking process for meeting identified goals

Step Four: Implementing and evaluating the action plan
- Keep all stakeholders informed about the recruitment action plan
- Educate employees about new initiatives
- Keep track of issues that arise during the implementation process
- Track data measuring goals, objectives and strategies
- Make necessary adjustments based on feedback

Helpful Hint:
Monitoring the Cost-effectiveness of Recruitment Strategies

Public service announcements on local radio stations are a popular recruitment device. But what if no one learns about the job from a radio announcement? Agencies also often devote considerable resources to job fairs. But how do they know if their money was well-spent? What works and for what types of applicants? The only way to find out is to monitor recruitment strategies, using an approach similar to the one illustrated in the tracking spreadsheet shown below.

If, for example, it costs $500 to advertise a job in the local newspaper, and the ad generates 20 applicants, but only 2 of them are hired, that strategy costs $250 per new hire, which may be a relatively low rate of return in contrast to other options. Using this type of analysis, agencies can also determine which techniques are most successful for what types of people, as well as which ones generated more successful applicants at less cost per hire. Such information helps an agency make the best use of scarce resources by effectively targeting its recruitment efforts.

Sample Recruitment Tracking Spreadsheet

Strategy	Costs (direct & indirect)	Number of Applicants	Number Hired	Cost per recruit
Newspapers				
Job Fairs				
Internet				
Radio				

Adapted from: Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman. (September 2006). *Future Force: A Guide to Building the 21st Century Community Corrections Workforce.* Washington D.C.: U.S. Department of Justice, National Institute of Corrections: 57.

Helpful Hint:
Identifying Core Competencies

Core competencies are generally based on a job task analysis (JTA), which is a detailed, objective process for determining the knowledge, skills, and abilities required to perform a job or class of jobs. A JTA assesses the nature of the work itself, when and where it is performed, and the environmental conditions, physical effort, and potential hazards associated with it. JTA techniques include:

■ Asking current employees to complete questionnaires;
■ Interviewing employees and their supervisors;
■ Observing employees (sometimes called a "desk audit");
■ Reviewing the paperwork (forms, reports, etc.) required to do the job.

Through the JTA, job tasks that can be handled by a paraprofessional can be identified, which may enable the agency to recruit more broadly among workers who might not qualify for certified officer positions. If, for example, the educational level of the majority of local residents does not meet entry-level officer requirements, recruiting paraprofessionals with a high school diploma takes advantage of a previously untapped resource.

The JTA produces a descriptive profile of the job and defines the minimum knowledge, skills, and abilities required to perform it. A JTA can provide valuable information, but it also has limitations. For example, the JTA reflects information gathered from current employees performing existing jobs. It describes what employees are doing today, not necessarily what they need to be doing tomorrow to achieve the agency's long-term mission.

Adapted from: Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman. (September 2006). *Future Force: A Guide to Building the 21st Century Community Corrections Workforce*. Washington D.C.: U.S. Department of Justice, National Institute of Corrections: 39-40.

Additional Resources:

Campbell, Nancy M., *Correctional Leadership, Competencies for the 21st Century: Manager and Supervisor Levels*, www.nicic.org/Downloads/PDF/Library/020475.pdf.

Campbell, Nancy M., *Correctional Leadership, Competencies for the 21st Century: Executive and Senior Level Leaders*, www.nicic.org/pubs/2005/020474.pdf.

Helpful Hint:
Recruitment Strategies by Generations

Since what appeals to one generation of workers is not necessarily the same for others, some ideas are listed below for targeting different generations.

For Veterans (those born before 1943):
- o Flex time, part-time, seasonal, or contractual work
- o Job-sharing
- o Focus on agency's personnel benefits
- o Accommodate family care issues
- o For more ideas on recruiting older workers, see the AARP website, http://www.aarp.org/money/careers/employerresourcecenter/

For Baby Boomers (those born between 1943 and 1964):
- o Look for those interested in a second career
- o Stress making a difference in the community
- o Acknowledge the achievement and experience of applicants and how it will be used on the job
- o Focus on agency's personnel benefits
- o Highlight teamwork and collaboration involved in the job

For Generation Xers (those born between 1965 and 1980):
- o Emphasize the unique aspects of the organization and the job
- o Highlight leadership's openness to dialogue and discussion (but only if it is true)
- o Emphasize technology
- o Point to opportunities for training and career advancement
- o Identify opportunities for personal growth and development
- o Show how the job can make a difference in their community
- o Emphasize the balance between work and life (e.g., 12-hour shifts)
- o Highlight wellness and fitness programs
- o Have Gen Xers ready to talk to applicants

For Millennials (born after 1980):
- o Involve parents
- o Emphasize technology
- o Highlight teamwork
- o Emphasize the balance between work and life (e.g., 12-hour shifts)
- o Highlight leadership's openness to dialogue and discussion (but only if it is true)
- o Emphasize training, career advancement opportunities, and mentoring

Ideas that Work:
Recruiting Women to Work in the Jail

In an effort to attract more women into jail employment, the Travis County (TX) Sheriff's Office conducted a *Women in Criminal Justice* Seminar, which drew 130 participants and resulted in more than 80 job applications.

The program featured a wide variety of speakers from many different agency units, including women who encouraged attendees to become a part of the sheriff's office "family" by sharing personal stories of their job experiences, career development, and personal growth. All of the advertising was provided at no cost, using agency employees to distribute flyers throughout the community. Information was also posted at local colleges and universities, as well as on community calendars and bulletin boards. Refreshments were provided, along with door prizes from local businesses. Because it was so successful, the *Women in Criminal Justice* Seminar is scheduled to be an annual event.

Ideas that Work:
Crafting What Works in Recruitment

Seeking to use scarce resources wisely, the Rhode Island Department of Corrections (a "consolidated" system which operates the state's jail) has carefully crafted recruitment initiatives. The strength of their success has been planning and collaborating with a broad variety of stakeholders to pursue such initiatives as:

- Assembling an interdisciplinary recruitment campaign committee with internal representatives from the training academy, human resources, and public information, along with external partners from other state agencies (e.g., Department of Labor and Training; State Office of Diversity), which enables the jail to use resources maintained by other agencies (such as minority candidate lists and website links).
- Conducting a "kick off" event in the community for each recruitment campaign;
- Developing generationally-relevant recruitment materials that portray a cross-section of diverse correctional officers.
- Placing recruitment materials in non-traditional locations such as Division of Motor Vehicles offices, targeted community and recreation centers, National Guard armories, fitness clubs, supermarkets, high school guidance offices, college career service offices, coffee shops, pool halls, hair salons/barber shops, and laundromats.
- Sending materials to the human resources departments of companies who have recently downsized, as well as to neighboring states' employment offices.
- Including "tear-off" cards with website address and telephone numbers on posters.
- Maintaining a hotline exclusively to relay information about correctional officer recruitment.
- Having an on-line employment application, which the majority of applicants use to file their initial application.
- Producing a promotional DVD/PowerPoint presentation to play during career days and job fairs.
- Empowering employees to be recruiters.
- Holding "information sessions" open to the public during recruitment campaigns.
- Offering a voluntary "diagnostic" physical fitness test to provide applicants with the opportunity to measure their readiness for the physical agility standards exam administered during the selection process.
- Publishing a "Correctional Officer Applicant Success Guide," which is widely distributed and also posted on the website.
- Maintaining an up-to-date agency website at www.doc.ri.gov

Taken together, these initiatives have helped to ensure that the department has few vacancies.

Ideas That Work:
Creative Initiatives

Public sector agencies employing jail personnel, law enforcement officers, emergency first responders, and teachers have implemented many creative initiatives to attract and retain employees. A few examples are described below.

1. **Moving Expenses** – Agencies assist with some of the costs of an applicant's move to take the job – either across the country or across the county. Usually a set fee, the agency can also require the employee to provide receipts and to repay all or part of the reimbursement if they leave the agency within a specified period of time.

2. **Housing Assistance** – Housing assistance can take several forms, some of which are relevant for current staff as well as newcomers. These initiatives are particularly helpful in areas where the cost of housing is high; e.g.:
   - Roommate assistance – helping new employees locate potential roommates.
   - Rental location assistance – helping new hires identify rental accommodations.
   - New homes and mortgage assistance – helping new or existing staff locate housing for which public sector employee subsidies are provided. In Collier County, Florida, for example, public safety agencies collaborating with the state arranged for set-asides in new housing developments available to public safety workers and teachers. The lower purchase costs and lower mortgages are available if the family agrees to live in the home for five years.
   - Good Neighbor Next Door – This federally funded program provides substantial financial assistance for public service employees to purchase a home in a redevelopment area in exchange for agreeing to live there for at least 36 months. For more information, see www.hud.gov/offices/hsg/sfh/reo/goodn/gnndabot.cfm.

3. **Citizen Try-Out Academies** – Some agencies offer interested applicants more than the traditional "citizen academy," allowing them to work alongside employees, experience the full training academy, (including firearms and defensive driving), and get a feel for what it might be like to work there. The Rhode Island State Police, for example, provided a stipend for their two citizen try-out academies.

4. **Citizens Involved in Selecting New Employees** – To enhance community "buy-in," some organizations ask citizens not only to help locate potential new employees, but also to be involved in selection--for example, by sitting as members of review panels. For more information about initiatives such as this see Innovations in Police Recruitment and Hiring: Hiring in the Spirit of Service at
www.cops.usdoj.gov/files/ric/Publications/innovationpolicerecruitmenthiring.pdf

5. **Educational Loan Forgiveness** – The College Cost Reduction and Access Act of 2007 establishes a new public safety loan forgiveness program. The program discharges any remaining debt after ten years of full-time employment in public service. For more information, see finaid.org/loans/publicservice.phtml

6. **Sign-On Bonuses** – In communities where there is competition for qualified workers, agencies are offering sign-on bonuses, ranging from $1,000 or less to $10,000 or more

depending on the criticality of the need and the qualifications of the applicant. Most bonuses have stipulations about how much time the new employees must stay on the job, requiring reimbursement if the employee leaves before the contract period.

7.   **Make Recruiting Everyone's Job** – Recognizing that their own employees are often an agency's best recruiters, many organizations empower current staff to be recruiters by asking for their help, briefing them on the hiring process and selection criteria, providing them with recruitment materials, and encouraging them to speak to other members of their faith communities, sports leagues, and civic organizations about working alongside them in the jail.

8.   **Employee Referral Bonuses** — This takes "employee recruiters" to the next level by rewarding those who bring new hires into the agency. While referral bonuses are being used to encourage current staff to become active recruiters, the incentives do not have to be monetary. Options include paid days off or anything else that is of value to employees. Some programs that are monetarily based provide a set fee to the referring staff member upon the new employee's hiring, and perhaps an additional fee when the recruit completes pre-service training and/or their first year on the job. Providing long-term incentives past the day of hire encourages the current employee's investment in the success of the newcomer. One caution with this approach should be noted, however—using current employees to recruit may not be appropriate if the agency needs to focus on greater diversity than the existing workforce represents.

9.   **Multi-Generational Recruiters** – Personnel who are assigned to be out in the community recruiting new employees must resemble those they are trying to recruit. For example, to attract young people, recruiters should reflect agency diversity and the generation of those who are being recruited (i.e., Millennials).

10.   **Train Recruiters** – Agencies relying on either full-time or part-time employees to act as recruiters need to train them in all phases of the hiring and selection process, (including the professional nature of their relationship with applicants). Recruiters provide the first impression of an agency, and they need to be able to answer all questions honestly, as well as portray professionalism throughout all of their interactions.

11.   **Expedited Hiring** – This initiative acknowledges that applicants have other employment options and want to move through the hiring process as quickly as possible. The way it works is that a process is structured in which an applicant can get through as many steps in the selection process as possible in a concentrated period of time—i.e., one or two days, even on weekends or evenings. Expedited hiring is a particular advantage when applicants from outside of the area are being recruited.

12.   **Target Displaced Workers** – If a business in the community is closing or laying-off workers, recruiters should be able to respond immediately with job information and applications. This strategy requires the agency to know the business climate in their regional area, pay attention to commercial indicators, and capitalize on partnerships in the business community.

13.   **Go Green – Paperless When Possible** – While evaluating the recruiting and hiring process, the agency may want to consider if there are ways to make the process paperless

and more efficient. For example, the San Mateo Police Department in California has implemented a completely automated hiring process that is paperless except where signatures are required. This strategy also enables instantaneous access to information and facilitates data analysis.

14.   **Establish community and business partnerships** – Sometimes jails take for granted that the surrounding community knows about their need for employees. This is not always the case. Jails need to be proactive in getting their message out to local organizations, encouraging them to tour the facility, providing written materials, and speaking at civic, faith-based, and business meetings. This is not a one-time process, but a continual educational process that establishes and nourishes collaborative partnerships.

15.   **Appealing, Generationally-relevant Web Site** – Today's younger workers are looking for employment on the Internet. Having an agency website is therefore critically important, but having a good one is just as important. Static websites - those with outdated information, or information that is difficult to find - defeat the purpose. Compare your website to others that attract your attention and make it easy to find out about jobs. Ask techno-savvy younger workers in your agency to help design it. If the agency is short on funds for web design and maintenance, check with local high schools, colleges, or universities to see if they have graphic arts or web design programs that could help.

16.   **Focus on the Family** – Learn from military recruiting, which focuses on recruiting the family rather than just the individual candidate. (See www.goarmyparents.com or www.navyformoms.com) Do not underestimate the influence of parents, spouses, coaches, and religious advisors on a young person's job search. The U.S. Army, for example, has found that the number one reason individuals don't extend their time with the Army is the influence of their spouse. Since today's parents and grandparents are often involved in the job search, go where they can be found and invite them to tour the jail.

17.   **Create a Brand** – Every agency should have a "brand" - something that sets it apart, that employees and citizens can easily recognize, and that is a distinctive, positive, and straightforward image which conveys the agency's mission and values. This brand is then included on all agency materials, including those related to recruitment. In order to ensure widespread appeal, development of an organizational brand is a project especially suited to a multi-generational employee task force.

18.   **Survey New Hires** – Several months into their employment, ask new hires (anonymously) why they took the job, what attracted them to the agency, what they like so far, and what they would change.

19.   **Establish a Recruiting Budget** – If recruiting and hiring are priorities, they deserves an adequate budget. Establishing dedicated fiscal resources also enables the agency to analyze how funds are being spent, and encourages assessment of the cost-effectiveness of each activity. For example, data for the National Jail Survey suggest that job fairs are not effective recruitment tools. If that is also true for your agency, other alternatives should be considered.

20. **Be Responsive** – Give top priority to responding quickly to the questions and needs of applicants (and/or their family members). Quite simply, the new generation of workers will not wait for you. For example, if anyone sends a request for information to the U.S. Marine Corps website, they will get a response within 24 hours, and if possible, that response may take the form of a personal visit from a Marine recruiter. While most public agencies do not have the resources to do that, with email and voicemail, there is no excuse not to respond promptly to inquiries.

21. **Collaborate to Extend Recruitment Reach** – While your agency may not be able to afford advertising on national websites such as monster.com, collaborating with other local agencies may be a way to share the cost. As with all other options, if such extended recruiting is undertaken, evaluate the extent to which it brings qualified applicants to the organization.

22. **Retirees Can Help** – Asking retirees to help with recruitment by handling administrative duties, making or responding to phone calls and emails, and other such tasks capitalizes on their enthusiasm and knowledge, while lowering costs for the agency.

23. **Go Back to College** – Even if a local community college or four-year institution has a criminal justice degree program, do not assume that the instructors know about jails or your organization's employment needs. Get in touch with them, offer tours, develop internships, review the curriculum, offer to be a guest speaker, and keep the connection going. The sooner those attending college learn about your agency's career opportunities, the better for all involved.

24. **Open Houses** – Offer tours and open house events to any interested community organizations, including, of course, the media. Connect citizens to volunteer opportunities or the agency's citizen's academy.

25. **Film Stars** – Videotape new employees as they participate in some of their basic training experiences (e.g., classroom, physical fitness, firearms range). This provides an honest look at what the training will be like and helps prevent new recruits from being surprised by what will be expected of them. For more information, see what the Jefferson County Sheriff's Office in Colorado has posted on *YouTube* at www.youtube.com/user/jeffcocops.

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CHAPTER THREE

EMPLOYEE RETENTION:
KEEPING THE WORKERS YOU WORKED SO HARD TO FIND

CONTENTS

Did You Know?

According to the National Jail Workforce Survey:

- Most staff rated their jail as a good (45%) or even an excellent (20%) place to work, although their reasons might not be as expected.

- Over 90% of jail employees said that having job security and getting competitive salary/benefits are important to keeping them. While 91% are satisfied with their job security, somewhat fewer rated their salary (75%) as being competitive.

- Ninety percent (90%) of jail staff said that being treated fairly on the job is important to keeping them. But only 74% feel treated fairly now, and even fewer (56%) think employee grievances are resolved fairly. In contrast, 92% of jail administrators believe that their employees are treated fairly, and 90% feel that most employee grievances are resolved fairly.

- While 90% of administrators believe that management listens to the opinions of employees, only 55% of line staff agreed.

- While 52% of the employees indicated that they will work for the jail until retirement, most of those who do not plan to stay that long said that finding a better job elsewhere would most influence their decision to leave, followed by those who do not like how their agency is managed.

Even this brief overview of findings from the National Jail Workforce Survey begins to provide some insights into why jails struggle with employee turnover. In that regard, recruitment is only the first part of the formula for creating an effective workforce, since it is futile to bring "the best and the brightest" on board if they only stay a few years. While fiscal issues do have an impact on turnover, it is not just about money. Retention is not just a feature of what people are paid, but even more importantly, how they are treated. And it makes little sense to work so hard to recruit and select well-qualified employees, only to abandon any further interest in them after they accept the job offer.

The Recruitment-Retention-Culture Connection

In many ways, recruitment and retention are closely connected—i.e., the more effective the recruitment process is, the less difficult retention will be. That is because recruitment and selection are designed to identify and attract candidates who fit well with job requirements and are comfortable in a jail setting. The better that process works, the more likely it is that new hires will be well-suited for the position they were selected to fill - and therefore, less likely to leave. At the same time, the less turnover there is, the less need there will be for aggressive recruitment.

> **A Great Place to Work**
>
> The most powerful "outside the box" recruitment advantage that any agency enjoys is simply being known as a great place to work - a place where employees are treated fairly and valued for their contributions, where higher education and hard work are rewarded, where bureaucratic regulation has been replaced by collaborative participation, where relationships between management and workers are characterized by mutual trust and respect, where only the best will fit.
>
> Jeanne B. Stinchcomb
> Making the Grade: Professionalizing the 21st Century

Ultimately, successful recruitment and retention are firmly anchored in organizational culture. Culture is to organizations what personality is to individuals - an identity that sets one apart from all others (Stinchcomb & Ordaz, 2007). Just as personality shapes individual behavior, culture shapes organizational behavior. It defines what is acceptable and unacceptable in the work setting. As the unwritten "rules of the game," it prescribes how things are done. Reinforced both formally through training and informally through employee interactions, it becomes the glue that binds staff together (Schein, 2004).

> **What is the Culture Like Here?**
>
> Does your organization's culture:
> - Value initiative and creativity? Or expect employees to keep a "low profile" and "not make waves"?
> - Nourish proactive, visionary thinking and risk-taking? Or believe that "if it ain't broke, don't fix it"?
> - Make staff proud to be part of the organization? Or foster a collection of "woe-is-me" self-anointed victims?
> - Encourage excellence? Or settle for complacency?
>
> Jeanne Stinchcomb, Susan McCampbell and Elizabeth Layman
> FutureForce: A Guide to Building the 21st Century Community Corrections Workforce, 2006.

Thus, a jail's culture exerts powerful control over behavior. It governs everything from the way inmates are treated to how staff address their supervisors, interact with each other, and make day-to-day decisions. As a result, a positive culture can be an agency's strongest asset for retaining good employees.

An organization with an upbeat culture that is characterized by farsighted leadership, sound management practices, and collaborative teamwork becomes well-known as a "good place to

work." Having such a favorable reputation in the community can be a substantial benefit to recruitment efforts, since it attracts more job applicants. A negative culture, however, can become its greatest liability (Stinchcomb, McCampbell, & Layman, 2006). (Those who would like more insight into their own agency's culture will be interested in the diagnostic tool found in the "Helpful Hint - Diagnosing Internal Agency Culture" on page 90.)

But beyond its influence on the recruitment process, organizational culture has an even more direct and immediate impact once new employees begin work. Some recruits will fit much better into the prevailing culture than others. This is what is known as person-environment fit– that is, the alignment between:

- How well the employee's capabilities match organizational needs, and
- How well the organization addresses the needs of the employee (Carroll & White, 1982).

If this give-and-take relationship is not well-balanced, one side is giving less than the other expects. Either the employee is contributing less than organizational expectations, or the agency is not living up to what the employee anticipated. In either case, when there is poor person-environment fit, high levels of turnover are bound to follow.

Matching the right people with the needs of the jail is primarily a responsibility of the recruitment planning process described in Chapter Two. Here the focus shifts to the second half of the person-environment fit equation–i.e., how well the jail is addressing the needs of employees *after* they are hired.

Turning Off the Turnover

Agencies struggling with high turnover essentially have two choices. They can either react to the symptoms or deal with the causes. Those reacting to symptoms will rush to fill ever-increasing vacancies in a never-ending attempt to catch up. If efforts to generate more applications than resignations become desperate, an agency may resort to lowering standards or accepting candidates who are poorly suited for the job. Instead of acknowledging that excessive turnover is a sign of deeper issues, such agencies adopt a "replacement mentality," pumping more and more money into recruitment as their turnover rates continue to climb "like a doctor deciding to increase the speed of a transfusion when the patient starts bleeding faster" (Branham, 2001, p. 3). Not only is this approach short-sighted, but in at least one state, lowering

correctional hiring standards did not increase *either* the quantity or the quality of staff (Bynum, 2006).

In the meantime, as vacancies remain unfilled, more work must be divided among fewer employees, creating the overload that produces frustration, tension, and eventually, burnout for those remaining. Feeling overworked and underappreciated while watching many of their coworkers escape, they, too, begin thinking about other options. In fact, such work-related stress has been closely linked to employee turnover in corrections (Slate, Vogel, & Johnson, 2001, p. 74), which can then become contagious. When experienced employees are leaving faster than they can be replaced by newcomers, it is only a matter of time before job performance begins to suffer along with morale, and jail safety becomes compromised.

> **Decreased Staffing/Increased Turnover–**
> **The Downward Spiral**
>
> As a recent national commission described the situation, "inadequate staffing leads to mandatory overtime and unpredictable shifts, which, in turn, leads to high turnover and the need to hire more officers. This vicious cycle affects safety and other conditions in prisons and jails."
>
> John J. Gibbons and Nicholas de B. Katzenbach
> *Confronting Confinement: A Report of the Commission*
> *on Safety and Abuse in America's Prisons,* 2006.

For all of these reasons, it is obviously more productive to shift attention from dealing with the symptoms (i.e., unfilled positions) to determining the causes (i.e., why people are leaving). This means looking more closely at retention.

Organizations that have been able to reduce unanticipated turnover not only avoid the frenzied pressure to recruit, but when they do hire, applicants enter a more stable workplace where coworkers are more satisfied and less likely to be stressed. Such a positive climate reduces turnover potential from the outset by welcoming newcomers into a less chaotic, more employee-friendly environment. In a self-fulfilling cycle, an attractive work setting is, in turn, more appealing to applicants. Thus, it is not surprising that results from the National Jail Workforce survey revealed that most employees found out about openings at the jail through personal contacts. When an organization becomes known as a "good place to work," not only do fewer people leave, but current staff become the best recruiters - so when vacancies do occur, they are easier to fill.

Developing a Strategic Employee Retention Plan

No problem can be solved effectively without at least two things–commitment to addressing it, and information about what is causing it. In that regard, the basic dimensions of developing a strategic employee retention plan are similar to the planning process discussed previously for recruitment and selection:

➢ *Step One: Building the foundation.* Just as with strategic recruitment and selection planning, it is equally necessary to ensure that adequate commitment and accompanying resources are directed toward addressing the retention challenge. An all-inclusive group of stakeholders is likewise needed to guide the retention planning process, with representation from line staff, supervisors, managers, and labor/employee unions, since each will have unique perspectives and solutions to suggest. (This process has already been discussed in Chapter Two.)

➢ *Step Two: Analyzing relevant agency information.* Once the foundation is established, the first substantive step to improve employee retention is to find out as much as possible about the agency's turnover, what impact it is having, and what conditions are causing it. Just as work did not begin on developing this guide before conducting survey research, consulting previous studies, and convening an advisory committee to guide the project, any organization concerned about turnover must similarly do its homework. As described in the previous chapter, the product here should be an analysis of the organization's strengths, weaknesses, opportunities, and challenges–which then establishes the foundation for Step Three.

➢ *Step Three: Developing the action plan.* Obviously, it is not enough to simply gather and analyze information. At some point, results must be used to develop an action plan to address the issues identified in the analysis. Throughout the remainder of this chapter, suggestions will be offered for both data gathering (Step Two) and action planning (Step Three). Recommendations are provided for strategies ranging from getting new employees off to a good start to keeping long-term staff engaged, committed, and integrated in the organization.

➢ *Step Four: Implementing and evaluating the action plan.* Once plans have been established, they must be put into practice and their effectiveness measured. (This phase of the strategic retention plan is a procedural step that has been previously

discussed in Chapter Two.) The remainder of this chapter focuses on substantive recommendations for retaining valuable employees. When considering these suggestions, however, it is noteworthy that, again, one size will not fit all, as no two facilities are alike. To retain their most talented personnel, jails must pursue specific initiatives targeted toward specific individuals within their specific organizational culture. For in the long term, it is only through sustained efforts to identify, analyze, and address its deep-seated causes that turnover can be effectively reduced.

The High Price of High Turnover: Calculate Turnover Costs

Especially in corrections, it may be tempting to write-off high levels of turnover as "the cost of doing business." But take a closer look at exactly what it *does* cost to lose good workers. When valued employees depart, it is not just their knowledge, skills, and experience that walk out the door. The agency's return on its recruitment, selection, and training investment is also lost. While it is difficult to put an actual dollar figure on all of these direct and indirect losses, the accompanying box provides one formula for computing an estimate.

Calculating The Costs of Turnover

Imagine that you arrive at work one morning to find....a brand new desktop computer has disappeared. You call the building security office and the police. Then you launch your own investigation. You are determined to find out how this happened and who is responsible....You will not rest until the case is solved.....no more property will be lost!

Now think about the last time one of your most talented employees was stolen by the competition or just walked out your door. What kind of investigation did you launch? What measures were implemented to prevent it from happening again? Maybe no one ever really assessed the cost of losing talent. It doesn't take long to run the numbers. And you may be surprised.

<div align="right">

Beverly Kaye and Sharon Jordan-Evans
Love 'em or Lose 'em: Getting Good People to Stay, 1999.

</div>

The average cost of turnover for one employee is 25% of the employee's annual salary (Line 1), plus the cost of benefits (Line 2):

       1. Annual wage:_____ x .25 = _____
       2. Annual benefits:_____ x .30 = _____
       3. Total turnover cost per employee
          (Add Lines 1 and 2):   _____
       4. Total number of employees who left: _____
       5. Total cost of turnover
          (Multiply Lines 3 and 4):   _____

<div align="right">

Diane Arthur
The Employee Recruitment and Retention Handbook, 2001.

</div>

Whether or not those costs have been changing for local corrections in recent years is impossible to say with certainty, since the National Jail Workforce Survey represents the first time that turnover statistics were collected for jails throughout the country. Results show that:

- Over half of the responding jail administrators (55%) lost less than 10% of their employees through voluntary resignations in 2007 (excluding retirements).

- Nearly one-third (31%) had resignations in the 10-29% range.

- Almost half (43%) of jail administrators felt that trends in their turnover rate have remained about the same over the past five years.

- Those reporting increased turnover during that time (30%) only slightly exceeded the number indicating that their turnover was actually declining (24%).

- When results were analyzed according to facility size, no clear patterns emerged.

These findings may be somewhat surprising to anyone holding the perception that there is extensive turnover among jail employees. Nevertheless, while the actual numbers may not be great, the impact of staff departures is particularly acute for smaller agencies that comprise most of the nation's jails.

It is also noteworthy that every person lost is not necessarily mourned, for the departure of some is more unwelcome than others. In that regard, organizations have traditionally worked toward minimizing their overall turnover rate without giving it detailed consideration. The new goal now is not to try to eliminate turnover, but rather, to control it by more specifically influencing exactly who leaves and when (Cappelli, 1999). While the "who" part of this mission is unique to each agency, the "when" aspect is a universal concern.

Timing is Everything: Consider When They Depart

Returning to the National Jail Workforce Survey, findings revealed that the highest turnover rate in 2007 was among staff who worked 4-5 years in the jail (cited by 46% of jail administrators), followed by those who worked less than a year (cited by 33%). Thus, three out of four survey respondents identified employees with less than five years of experience as the primary source of turnover. Given the extensive time, effort, and resources devoted to recruiting, screening, and training them, that does not represent a high return on the agency's investment. In fact, it takes several years for staff to learn the details of their job well enough to reach full productivity, and if they are leaving shortly thereafter, it is at considerable tangible as well as intangible cost.

There is, however, a unique twist to jail turnover, since some of the departures in sheriff's offices will actually remain with the same agency by transferring to law enforcement duties (road patrol). Only 10% of administrators responding to the National Jail Workforce Survey reported that their organization has a formal policy of requiring applicants interested in a law enforcement job within their organization to first work at the jail. Nevertheless, slightly more than one-third (37%) of jail staff indicated that becoming eligible for road patrol would be "very influential" in deciding whether to leave the jail. In terms of person-environment fit, it is apparent that when applicants interested in law enforcement must use the jail as a stepping-stone, its turnover rate will inevitably be inflated. (For a more detailed discussion of the perceived impact of "jail first" policies, see Appendix E.)

Getting Down to the Basics: Why They Are Leaving and Where They Are Going

Since the National Jail Workforce Survey included only current employees, findings do not show why those who already resigned had left. That, of course, is critical information for developing a strategic retention plan. Additionally, it is useful to know where they are going and what it is about their new employer that appears to be more attractive (especially if most of those resigning are going to the same place).

Current staff may have some speculative ideas about why others have left. But the actual causes of turnover can only be determined by asking those who are about to depart, either through surveys or interviews. While interviews enable more in-depth probing, surveys have the advantage of being anonymous, and therefore potentially encouraging more truthful responses. Whatever approach is implemented, the key is to gather and use exit information. (For a sample exit survey, see the "Ideas that Work" on page 98.)

Regardless of their precise reasons for leaving, it is apparent that today's hiring

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**Ideas that Work - Analyzing Attrition:
Why People Leave and What We Can Do About It**

In an effort to reduce turnover and stabilize the workforce, the Travis County (Austin, TX) Sheriff's Office analyzed attrition data and conducted an employee survey, asking about such issues as:
- Job satisfaction
- Perception of personal impact and contributions
- Growth and advancement opportunities
- Supervision feedback
- Work environment, including teamwork
- Training and resource availability
- Career commitment

Attrition data revealed that those voluntarily resigning left the agency after 3.71 years of service, and further analysis of survey responses resulted in many recommendations to improve retention, including:
- Increase staffing to avoid overtime;
- Assure fair and consistent rotation practices;
- Establish a career ladder (including horizontal options);
- Obtain more feedback on leadership and supervision.

Travis County Sheriff's Office

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mistakes become tomorrow's turnover statistics (Branham, 2001). As described in Chapter Two, the first step in reducing turnover, therefore, begins even before employees enter the workplace, by making sure that they fully understand the job and realize what working in the jail will be like. Afterward, the challenge becomes encouraging the best to stay beyond that initial period of vulnerability.

Begin at the Beginning: Get Employees Off to a Good Start

Rarely does anyone feel more vulnerable or out of place than during their first day on a new job–especially if that job is not located in the quiet comfort of an office cubicle, but rather, in the noisy confusion of a jail. Just as an individual's personality is shaped during their early formative years, an employee's approach to work is influenced by her/his early experiences on

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Ideas that Work - Filling the Gap

There is an area between being hired and becoming a fully functional officer that could be called "the gap." It is the time frame when new employees are trying to decide whether or not this type of career is really what they want to do......when they are not only trying to relate to other jail workers, but also learn a job that is unlike any other. It is how we fill this "gap" that will push the new employee in one direction or the other– that is, whether to stay or leave.

A framework to guide those responsible for field training the new employee in a consistent manner is important. This should include a checklist of items that the new employee and his or her trainer or supervisor must complete together. It should be designed to ease the employee into the work environment, address any questions or concerns, and ultimately, make them feel like they are a part of a team-oriented work family. If that can be accomplished, then we are well on the road to filling the "gap" and retaining this new employee past the critical turnover period.

Finney County Sheriff's Office, Kansas

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the job. This is not the time to let them fend for themselves, drifting in uncertainty. New hires are looking for guidance, direction, support, and reassurance. Whether those needs are met will help to determine if they make it past those first critical months.

In contrast to private industry, where employee loyalty has been on the decline in recent years (Kimball & Nink, 2006), results of the National Jail Workforce Survey indicated that 59% of jail staff describe themselves as "very committed" to the agency where they work, and there are no differences in commitment levels between the generations. Later, this chapter addresses how to maintain high levels of organizational commitment among longer-term employees, but the key point here is that it must be nurtured early. An organization where the "red carpet" is rolled out for incoming employees is not one that they are likely to leave without a backward glance.

While the newest generations in the workplace tend to respond more positively to coaching than their predecessors, not all supervisors have the time, inclination, or ability to

provide it. It is for this reason that progressive agencies have formalized their efforts to assure that recruits transfer basic training to the job and become better integrated into the agency through such options as:

- A formal on-the-job Field (or Facility) Training Officer (FTO) or Correctional Training Officer (CTO) program that is designed to systematically assess the new employee's capabilities, provide feedback, and generally ease transition into the workplace.

- A mentor assigned as an informal role model who will not be "grading" the new hire, but offering advice and friendly guidance during the tough first few weeks of working in a jail. Recruits can ask for the type of help and direction from their mentors that might otherwise cause an FTO/CTO to document less than satisfactory demonstration of knowledge or skills.

- A blended model, which combines the mentor and the FTO/CTO into one position, working with a new hire to ensure that all aspects of on-the-job training are addressed. (For more information on this model, see www.cops.usdoj.gov/default.asp?Item=461.)

> **Ideas that Work -**
> **Bridging the Gap between**
> **the Academy and the Facility**
>
> Everyone's first day on the job should be the start of good things. That is the simple basis for the New York City Department of Correction's employee orientation program - designed to warmly welcome new staff and make them feel genuinely appreciated. But it doesn't end there.
>
> The department also realizes that the next few months are critical to keeping new employees. Thus, a Mentor Assistance Program in each facility helps newcomers make a successful transition from academy classrooms to jail cellblocks. Senior officers who volunteer to serve as mentors are available on all shifts to address any concerns, as well as provide counseling and direction. Those selected to be mentors are role models who are respected by peers and supervisors alike for their commitment and dedication. After completing their own orientation, mentors provide feedback to academy staff during monthly problem-solving sessions.
>
> The rapport that mentors develop with new officers not only helps to alleviate stress and monitor their progress, but also to provide reassurance that they are doing a good job and following established policies. By giving them somewhere to turn for guidance during a very vulnerable period of time, mentors are helping the department retain good employees and avoid costly turnover.
>
> City of New York Department of Correction

These approaches all link classroom training to on-the-job application, thereby reinforcing both the core values of the agency and the curriculum content of the academy. By helping to bridge the gap between skills learned in training and their application to the job, such programs enable the new employee to phase more smoothly into realities of the workplace under the guidance of a

seasoned coach and mentor. Without one-on-one attention, that transition period can be at best, somewhat confusing and at worst, completely bewildering (Stinchcomb & Fox, 1999).

Aside from the initial benefits of having someone take a new employee "under their wing," such efforts also produce a long-term payoff in the form of organizational commitment. For example, one survey found that 80% of employees who had been personally coached felt a strong sense of commitment to their organization, compared to only 46% who had not received coaching (Forurnies, 2000). This is particularly important for newer workers from the Millennial generation who want coaches and mentors.

Whatever their job title, the ability of supervisors to shape fresh recruits into fully functioning employees also demands attention to such details as:

- Affirming the newcomer's importance to the work team;
- Establishing clear objectives, along with accountability;
- Assuring that they know where everything is–and especially, where to go for help;
- Making sure they are not placed in positions that they are not yet prepared to handle;
- Obtaining their candid feedback without fear of retaliation; and
- Providing opportunities for frequent debriefings to address issues, concerns, or uncertainties–and most importantly, whether they might be thinking about leaving.

These are but a few suggestions for integrating new hires into the jail's workforce. The challenge then becomes maintaining the commitment. No one starts a new job in a state of burned-out disillusionment. Quite the contrary, when recruits complete their training, they are typically full of energy and enthusiasm for a job they worked hard to get. It is up to the jail's leadership and organizational culture to capitalize on that commitment and keep the flame ignited.

Ideas that Work - Blending Families

Most jails offer some type of program to orient new employees to the job they are starting and the agency they are joining. But the Rhode Island Department of Corrections takes it one step further by including family members. Based on the idea that the employee's personal and professional "families" should work in harmony, the department sponsors a family night toward the end of recruit training to give everyone a better perspective of the job that their loved ones will soon be performing.

Rhode Island Department of Corrections

When the Honeymoon Ends: Why Staff Stay

Paying close attention to new employees, making them feel welcome, meeting their needs, and providing constructive feedback may well help to integrate them into the organization and prevent their premature departure. But inevitably the honeymoon ends, and the employee is no longer considered "new." At that point, what is often overlooked is how well an agency's personal attentiveness also works with more seasoned staff.

> **Getting What You Give**
>
> When managers treat employees as an "expendable resource," they should not be surprised when employees treat work as an "expendable relationship."
>
> Bruce Tulgan
> *Managing Generation X: How to Bring Out the Best in Young Talent,* 2000.

Whether celebrating their ten-day or ten-year anniversary, most employees thrive on recognition. They want to be included and appreciated for their contributions. When hard workers blend into the organizational woodwork with hardly any notice, it is almost inevitable that their morale will suffer and turnover will increase.

In terms of morale and turnover in local jails, the National Jail Workforce Survey produced some interesting findings that might not have been expected. For example:

- The turnover rate in three out of four American jails is less than 20%.
- Most staff members (63%) and even more administrators (66%) reported that they "almost never" think about quitting.
- The majority of staff (52%) and many administrators (41%) plan to continue working where they are until retirement.
- Most staff members (69%) feel appreciated by their supervisor and believe that they are recognized when they do good work (64%).

Much of this is good news. But that does not necessarily mean that America's jails are doing all that they can to retain their most talented employees. And as noted earlier, even numerically low turnover rates can still be quite disruptive to smaller jails.

While comprehensive exit interviews can be a powerful resource for learning why people leave, it is equally important to conduct "staying" interviews to determine why others remain on the job. (See Stinchcomb, McCampbell & Layman, 2006, for more details about these types of interviews.) When the National Jail Workforce Survey asked what job-related factors were important for retaining staff, the most frequent responses (85% and above) mentioned some form of fiscal compensation or job security. This is somewhat contradictory to trends in the private

sector, which reflect greater importance of intrinsic (non-monetary) concerns (Kimball & Nink, 2006). Upon closer inspection, the reasons for this discrepancy become more apparent.

As shown in Table 5, when asked to what extent these same economic factors were actually descriptive of their present situation, jail staff often revealed a gap between their current status (the table's "now" column) and what is important to retaining them (the "desired" column). Only in the category of job security does the percentage of jail employees identifying this as "important to keeping me" (91%) matched those indicating that it is also descriptive of their current situation. In contrast, the greatest unresolved gaps between present and desired status occur in the areas of:

- Comparable worth (a 20 percentage-point gap);
- Competitive compensation (16 point gap); and
- Availability of good facilities/equipment (16 point gap).

While being vested in the retirement system was also viewed as important, the discrepancy here is undoubtedly age-related, and therefore destined to diminish over time to zero for veteran employees.

Table 5. Line Staff Results of the National Jail Workforce Survey: Relationship of Economic Factors and Job Security to Potential Turnover			
Job-related Variable	*Now*	*Desired*	*Gap*
Getting competitive benefits	82%	92%	10
Getting a competitive salary	75%	91%	16
Having job security	91%	91%	0
Being vested in the retirement system	83%	90%	7
Being paid what my skills, education, and experience are worth	65%	85%	20
Having good facilities and equipment	67%	83%	16

According to the National Jail Workforce Survey, not only did many employees (65%) feel that they are not making a competitive salary that pays what their skills, education, and experience are worth, but over half (53%) of administrators agreed. Thus, it is not surprising to find jail staff focusing more intensely on these issues than their private sector counterparts. For

the better-compensated workers in business and industry, money may well take a back seat when

it comes to deciding whether to stay or leave. But until jail salaries keep pace with those of law enforcement and other high-risk public sector jobs, jail employees are likely to continue to elevate extrinsic benefits to the top of their list when asked what is most important to retaining them, as respondents did here.

> **National Jail Workforce Survey Results: The Compensation Gap between Law Enforcement and Jail Employees**
>
> When administrators were asked if their jail employees receive the same salary and benefits package as those working in law enforcement in their agency or region, almost 71% said no. When the discrepancy was examined further, over half reported that jail employees receive 10% less (and one-third said the differential was greater than 21%). These findings support the comments of many line staff who chastised their bosses for treating jail employees as "second class citizens" within the same organization.

Earning a living wage and being paid on a par with co-workers are fundamental issues for jail staff. However, this does not mean that it is all about money. To the contrary, the wide array of intrinsic issues discussed in the next section—from fair treatment to participatory involvement - are also of considerable concern to those working in the nation's jails. Especially when added to compensation complaints, if these issues are not addressed, qualified employees are likely to leave. That is the bad news. The good news is that meeting these challenges is significantly less expensive than increasing salary or benefits. That is because getting the greatest job satisfaction does not necessarily mean getting the biggest paycheck.

Maintaining Commitment

While employees responding to the National Jail Workforce Survey clearly expressed a desire for more fiscal benefits, they had much more to say about what it takes to retain them. In the survey, line staff was asked to rate a variety of organizational features on two dimensions:

- How important it is to keeping them; and
- Whether it is descriptive of their job now.

When these two percentages are compared, discrepancies often appear. In fact, as Table 6 shows, the gaps between desired and present status are often even wider than those reported previously for salary and benefits. As these results show, "being treated fairly" is the most important retention factor in the non-economic category - cited by even more people (90%) than "being paid what my skills, education, and experience are worth" (85%). But somewhat fewer (74%) feel that they truly are being fairly treated (a 16 percentage-point gap). This may also have an impact on concerns about compensation, since research shows that when salary is an issue, it is often more about fairness than the actual amount (Branham, 2005).

Table 6. Line Staff Results of the National Jail Workforce Survey: Relationship of Non-economic Factors to Potential Turnover			
Job-related Variable	*Now*	*Desired*	*Gap*
Being treated fairly	74%	90%	16
Feeling that overall this is a good place to work	78%	88%	10
Enjoying a positive work climate on the job	69%	85%	16
Having input into decisions that affect me	61%	83%	22
Feeling that the employee discipline process is fair and consistent	51%	82%	31
Having good rapport with my supervisor	80%	82%	2
Being respected by those above me in the chain of command	67%	82%	15
Seeing employee grievances resolved fairly	56%	81%	25
Feeling appreciated by my supervisor	69%	81%	12
Getting personal satisfaction from my work	72%	80%	8
Respecting the organization's leadership	66%	80%	16
Respecting the professionalism of my co-workers	82%	80%	2
Having a good match between my skills and my job	73%	80%	7
Being proud to work here	75%	79%	4
Knowing that management listens to my opinions	55%	77%	22
Being recognized when I do good work	64%	77%	13
Having a say in how things are done here	52%	70%	18

On the positive side, the fact that almost three out of four jail staff feels that they are being treated fairly is commendable. The issue of equity surfaces again, however, in terms of the largest gap of all between what personnel desire and the reality of their workplace–i.e., "feeling that the employee discipline process is fair and consistent." While 82% believe that a fair and consistent discipline process is important to keeping them, far fewer (51%) said that describes their present situation. This produced the greatest discrepancy of any item (31 points). Moreover, it is closely followed by a similar concern, "seeing employee grievances resolved fairly," which showed a 25-point gap between those citing such fairness as important (81%) and those who enjoy it now (56%). In short, virtually everywhere that some type of equity is

involved revealed a sizeable two-digit gap between the desired and current state of affairs. Regardless of whether this discrepancy reflects staff perceptions or actual job conditions, it is one that demands attention in any jail retention efforts.

Closely following the issue of fairness is the sizeable differential (22 points) between those who indicated that "having input into decisions that affect me" is an important retention factor (83%) and those who enjoy that status now (61%). Along those same lines:

- A slight majority (55%) feels that management listens to their opinions now, yet 77% believe that it is a significant retention factor. Seventy percent (70%) think that "having a say in how things are done here" is important, but only 52% have such input now.

- While 67% of staff currently feels respected by those higher in the chain of command, 82% cited such respect as an essential retention factor.

Additionally, as reflected in the accompanying text box, the open-ended comments that staff offered when asked how retention could be improved in their jail largely focus on these types of leadership and management issues.

> **National Jail Workforce Survey Results**
>
> When staff was asked for advice about how their jail could better retain employees, over half (63%) of their open-ended comments called for enhancing leadership or management practices by:
> - Making the jail a priority;
> - Improving the culture, climate, and morale;
> - Trusting staff to do their job—i.e., stop micromanagement;
> - Having a genuine interest in employees;
> - Respecting employees;
> - Implementing accountability for supervisors;
> - Improving the promotional process by making it more fair;
> - Being more responsive to employee grievances;
> - Being consistent with employee discipline;
> - Implementing programs to prevent burnout.

The Impact of No Input

Such findings are not unique to this study. In fact, they are quite consistent with the overall literature on correctional turnover, as described in the accompanying text box. As one jail administrator summarized the situation, "retention involves hiring the right people, listening to them, and treating them as professionals" (Dowd, 2007, p. 24). When employees do not have input into decision-making, input into how things are done, or do not feel that management listens to them, it is not surprising to find them becoming uncommitted and disengaged. This is especially true of Millennials and Gen Xers. While such workers are at high risk of turnover, at some point they can become so unproductive and their negative outlook so contagious that it

may actually be in the agency's best interest for them to leave. In other words, "some quit and leave....others quit and stay" (Branham, 2005, p. 11).

Why Do They Leave? Conclusions from Studies on Correctional Staff Turnover

- The more respondents felt they were able to participate in decision-making within the institution, the less they thought about leaving (Slate, Vogel, & Johnson, 2001).

- Institutions with participative management strategies had officers who were more motivated, committed, and less susceptible to turnover (Stohr, Lovrich, Menke, & Zupan, 1994).

- Insufficient opportunity for participation in decision-making was commonly linked with turnover (Sims, 2001).

- It is sound management practice, and not just salaries and benefits, that tends to reduce employee intent to leave a job (Price, Kiekbusch, & Thesis, 2007).

- The more empowered employees felt, the stronger their organizational commitment, prompting Dennis (1998) to recommend that correctional agencies develop an organizational culture that places prime value on employee participation and empowerment.

Despite the discontent of those who might prefer to leave, however, job security is a strong anchor discouraging turnover, (especially in a weak economy), as reflected by how high it ranks in the National Jail Workforce Survey. Moreover, staff do, in fact, tend to feel that their jail overall is a good (45%) or even excellent (20%) place to work.

When asked what influenced their rating, most said "job security" (67%) and the "salary/benefits package" (62%). These findings are likewise consistent with what respondents said when asked why they accepted their current job. An overwhelming 81% cited "job security" as being very influential in making that decision, followed by "a good retirement plan" (67%) and "attractive salary and benefits" (66%).

Such data show that salary, benefits, and job security are of primary concern, followed closely by the importance of being treated fairly and such participatory management practices as having input in organizational decision-making. But these findings reflect the voices of line staff. It is administrators who have the power to respond, and they are only likely to do so to the extent that they share the concerns of line workers. Survey results indicated that may not always be the case.

Comparing Administrative and Staff Concerns

According to administrators, there were very few things listed in the National Jail Workforce Survey that they do **not** consider important for retaining good employees. At least 90% of administrators rated two-thirds of the items they were asked about as "important for retaining good employees," and most of the remaining items were cited as important by at least 80% of respondents. Thus, the real question may be to what extent administrative ratings reflect those of line staff.

The answers appear on Table 7, where again, in the last three columns:

- "Now" refers to whether the issue describes the respondent's current workplace;
- "Desired" refers to its importance for retaining good employees; and
- "Gap" reflects the difference between these figures.

Additionally, the last number in each row indicates the difference of opinion between staff and administrators in terms of whether the issue is currently a feature of the workplace. In very few areas is there general agreement.

On the one hand, it appears that issues of concern to staff tend to be equally high on administrators' priorities. For example, both staff (85%) and administrators (90%) agreed that paying what people are worth is important to retaining good employees. But interestingly, jail leaders (47%) are even less convinced than line staff (65%) that their agencies are doing so. Except for a slight difference in their assessment of employee appreciation, this is the only area listed where administrators are less positive than staff about the status of current conditions. Ironically, it is also the one which they are least likely to be able to influence.

In contrast, administrators are more convinced than their staff that management currently listens to the opinions of employees, resolves grievances fairly, and operates a fair disciplinary process. In each of these areas, there is a 30 to 35-point discrepancy between what jail leaders and staff members think is happening in their workplace. For example, while 90% of administrators maintain that their managers listen to the opinions of employees, only 55% of staff members agree. Somewhat ironically, managers are even more inclined than staff to report that listening to employee opinions (97%), resolving grievances fairly (96%), and providing an equitable disciplinary process (97%) are important to retaining good employees.

Table 7. Comparison of Staff and Administrative Perceptions of Factors related to Potential Turnover			
Job-related Variable	*Now...*	*Desired...*	*Gap*
	(% responding affirmatively)		
EMPLOYEES ARE TREATED FAIRLY			
Staff	74%.....	90%.....	16
Administrators	92%.....	99%.....	7
Gap between current perceptions of staff and administrators	18		
EMPLOYEES ARE PAID WHAT THEIR SKILLS, EDUCATION, AND EXPERIENCE ARE WORTH			
Staff	65%.....	85%.....	20
Administrators	47%......	90%......	43
Gap between current perceptions of staff and administrators	18		
EMPLOYEES HAVE INPUT INTO DECISIONS THAT AFFECT THEM			
Staff	61%......	83%......	22
Administrators	78%......	93%......	15
Gap between current perceptions of staff and administrators	17		
THE EMPLOYEE DISCIPLINE PROCESS IS FAIR			
Staff	51%.....	82%......	31
Administrators	81%.....	97%......	16
Gap between current perceptions of staff and administrators	30		
MOST EMPLOYEES GET ALONG WELL WITH THEIR SUPERVISORS			
Staff	80%.....	82%......	2
Administrators	88%.....	97%......	9
Gap between current perceptions of staff and administrators	8		
EMPLOYEES ARE RESPECTED BY THOSE HIGHER IN THE CHAIN OF COMMAND			
Staff	67%.....	82%......	15
Administrators	82%.....	97%......	15
Gap between current perceptions of staff and administrators	15		
MOST EMPLOYEE GRIEVANCES ARE RESOLVED FAIRLY			
Staff	56%.....	81%.....	25
Administrators	90%.....	96%......	6
Gap between current perceptions of staff and administrators	34		
EMPLOYEES FEEL APPRECIATED			
Staff	69%.....	81%......	12
Administrators	63%.....	98%......	35
Gap between current perceptions of staff and administrators	6		
EMPLOYEES ARE WELL-SUITED FOR THEIR JOB			
Staff	73%......	80%......	7
Administrators	84%......	97%......	13
Gap between current perceptions of staff and administrators	11		
MANAGEMENT LISTENS TO THE OPINIONS OF EMPLOYEES			
Staff	55%......	77%.....	22
Administrators	90%......	97%.....	7
Gap between current perceptions of staff and administrators	35		
EMPLOYEES ARE RECOGNIZED WHEN THEY DO GOOD WORK			
Staff	64%......	77%.....	13
Administrators	84%......	97%.....	13
Gap between current perceptions of staff and administrators	20		
EMPLOYEES HAVE A SAY IN HOW THINGS ARE DONE HERE			
Staff	52%......	70%.....	18
Administrators	73%......	89%.....	16
Gap between current perceptions of staff and administrators	21		

Other issues where sizeable discrepancies exist between line and administrative perspectives include whether employees:

- Have a say in how things are done (a 21 percentage-point difference),
- Are recognized for good work (20 points),
- Are treated fairly (18 points), and
- Are respected by those higher in the chain of command (15 points).

In each of these areas, executives report a substantially more positive view of current conditions than those who work for them.

Dealing with Disengagement

We tend to speak of "turnover" in an abstract, impersonal sense. But in reality, turnover is not about trends or rates or percentages. It is about people. More specifically, it is about the untimely loss of talented people who are productive workers. Even more precisely, it is about who resigned today, why that person is leaving, and what could have been done (or in some cases, still might be done) to avoid it.

Like a personal relationship between two people, the professional relationship between employer and employee does not just explode into oblivion one day. Rather, it dissolves slowly over time. For many years, employees may endure frustrating conditions that predispose them toward thinking about leaving - long before some emotional event triggers their departure. Employee turnover often reflects a gradual disengagement process that plays out over weeks, months, or even years. Frustrated employees who feel unheard by and uncommitted to their employer will inevitably "talk with their feet"–if they have a choice. Those with no better options will simply disengage, as reflected in the last step of the departure process shown below.

Steps in the Departure Process

Start the new job with enthusiasm
Question the decision to accept job
Think seriously about quitting
Try to change things
Resolve to quit
Consider the cost of quitting
Passively seek another job
Prepare to actively seek
Actively seek
Get new job offer
Quit to accept new job, or
Quit without a job, or
Stay and disengage

Leigh Branham, *The Seven Hidden Reasons Employees Leave.*
New York, American Management Association, 2005: 12
Used with Permission

The high costs of turnover were discussed earlier, but it is also important to note that disengaged employees who stay may be equally or more costly. Gallup research, for example, estimates that actively disengaged employees–the least productive people in the workforce–cost the American economy over $300 billion per year in lost productivity, absences, illnesses, and related problems (Crabtree, 2005).

How Do You Know When Employees Are Disengaged?

- ENGAGED EMPLOYEES work with passion and feel a profound connection to their workplace. They drive innovation and move the organization forward.

- NOT-ENGAGED EMPLOYEES are essentially "checked out." They are sleepwalking through the workday, putting time–but not energy or passion–into their work.

- ACTIVELY DISENGAGED EMPLOYEES aren't just unhappy at work; they are busy acting out their unhappiness. Every day, these workers undermine what their engaged coworkers accomplish.

Steve Crabtree
Engagement Keeps the Doctor Away: A Happy Employee is a Healthy Employee, 2005.

With that in mind, it is apparent that untargeted efforts to reduce organizational turnover are not the answer. Neither preventing the most burned-out employees from leaving or pushing them out the door is in the agency's best long-term interest. Rather, the key is preventing their disengagement in the first place. For even if the most demoralized employees do depart, without paying attention to the root causes of their disengagement, an ongoing cycle of despair continues to breed.

While the National Jail Workforce Survey did not directly ask participants about disengagement, it did contain a related question on organizational commitment. Although very few respondents (9%) reported that they are uncommitted to the agency where they work, another 32% described themselves as only "somewhat committed."

Whatever their numbers, there are doubtless some uncommitted, demoralized, and disengaged employees in every jail. The question is not so much what to do with them as how to prevent others from joining their ranks. For it is when they begin to represent the "critical mass" of jail employees that the entire organizational culture is poisoned.

Even if it was within the power of sheriffs or jail administrators to raise salaries, the answer is not always more money. In fact, unless wages are seriously substandard, inadequate compensation is likely to become an issue primarily when employees are already dissatisfied with more deep-rooted issues in terms of how they are being treated.

In that regard, many of the same management staff whose policies and decisions are promoting employee disengagement also may harbor self-serving illusions about why their staff

members are quitting. In the private sector, for example, surveys of almost 20,000 workers from 18 different industries, along with dozens of other studies, reveal that "80-90% of employees leave for reasons related *not* to money, but to the job, the manager, the culture, or the work environment" (Branham, 2005, p. 3).

In other words, most are quitting as a result of "push" factors within the agency that are driving them out - as opposed to "pull" factors (like more money) that are attracting them to other places to work. Thus, it is not surprising that many of the reasons why people leave jobs begin with "management," as described in the text box. "Employees don't quit their companies, they quit their bosses" (Smith, 2001, p. 14). Even where workers are staying for the money, benefits, or job security, if they are trapped in an

Top Reasons Why People Leave Jobs–The Management Push Factor
- Management demands that one person do the jobs of two or more people, resulting in longer days.   - Management doesn't allow the rank and file to make decisions or allow them pride of ownership.   - Management constantly reorganizes, shuffles people around, and changes direction.   - Management doesn't take the time to clarify goals and decisions.   - Management shows favoritism.   - Management creates a rigid structure.....while at the same time preaching teamwork and cooperation.

Gregory P. Smith
Here Today, Here Tomorrow: Transforming Your Workforce from High-Turnover to High-Retention, 2001.

unhappy situation that they cannot leave for economic reasons, it is only a matter of time before morale, commitment, and productivity begin to suffer.

Keeping the Flame Burning: Initiatives to Maintain Commitment

The obvious challenge is to keep employees as freshly motivated and enthusiastically committed as they were during their first day on the job. Look back at what was recommended at the beginning of this chapter to retain new employees and ask why we no longer extend such "red carpet" treatment to more seasoned veterans. From that perspective, results of the National Jail Workforce Survey, (along with extensive research in the private sector), indicated that agencies concerned about retention will recognize the importance of:

- Close alignment between the agency's mission/vision and its management practices;
- Consistent, two-way communication between management and line staff;
- Fair, value-driven policies, procedures, and decision-making practices;
- Clear expectations and objective performance measures;
- Opportunities for growth and development;
- Employee integration through participatory management;

- Personalized, publicly-expressed recognition and appreciation;
- Quality-oriented, caring supervisors; and
- An organizational culture that values mutually supportive teamwork, inspiring a sense of "family" as well as professional pride.

Each of these key ingredients is briefly discussed throughout the remainder of this chapter. While everything listed above obviously does not require equal attention in every jail, the remainder of this chapter provides a basis for customizing proactive planning strategies to address various aspects of turnover prevention. After all, it is better to plan how to retain good employees today than to try to replace them tomorrow.

Aligning Organizational Mission/Vision with Management Practices

It is the agency's mission and the leader's vision for fulfilling it that serve as the guide for every workforce initiative–from the types of applicants recruited to how they are trained, supervised, motivated, evaluated, and rewarded. As discussed in Chapter Two, it is only with a clear vision/mission that an organization can determine what types of employees are best suited to achieving it and what training they require to do so most effectively. Likewise, such employees will respond better to certain types of supervisory and motivational practices than others.

Most importantly, only with targeted goals can performance measures be developed and progress tracked–regardless of whether the outcome is reducing inmate recidivism or improving employee retention. At the grassroots level, this means having something concrete to strive for, which provides the cohesive "glue" to bind co-workers together as a team. Otherwise, employees can find themselves stumbling along without clear direction or hearing mixed messages, never quite sure to what extent their efforts are meaningful and productive.

The most talented and well-qualified workers have job choices. Few of them would voluntarily choose to work for an agency without direction or purpose. The best employees want to work for an organization that knows where it is heading, has mapped-out a course to get there, and has aligned its managerial practices from recruitment to retention with that vision. The old adage that says "if you don't know where you're going, any path will take you there" obviously applies here.

In that regard, the first step in reducing turnover is *not* trying to figure out how to stop people from leaving. Rather, it is to determine how to become a place where people want to

stay. And the first step in becoming a good place to work is clearly identifying what your organization is working toward.

Developing Consistent, Two-way Communication

The second step in that direction is to passionately communicate the vision to everyone. Regardless of how brilliant the organizational vision may be, if it is not something that the average staff member understands and enthusiastically relates to, it is only so many lifeless words. That does not, however, mean simply drilling the vision statement into employees so they can recite it on cue.

What it does mean is assuring that the vision becomes the basis for everything from how training is conducted to how performance is measured; for it is the unwritten communication expressed through executive action that conveys the loudest message. Especially if policies, procedures, and decisions are not aligned with or supportive of the intended mission, it should not be surprising to find employees becoming cynical and distrustful. Such reactions can, in turn, lead to disengagement for those who stay and departure for those who have other job choices.

Beyond the need for consistency in written and unwritten communication, it is equally essential to assure that it flows both up and down the organization. Particularly in jails with a steep hierarchy, communication is often focused downward. In such facilities, tradition maintains that those on the top develop the policies and make the decisions that are then transmitted down the chain of command to line staff. Even to the extent that past generations were grudgingly willing to accept such a top-down process, unilateral communication does not appeal to today's young employees. Having been the latch-key products of working parents, they have enjoyed the autonomy of making many of their own decisions since they were children. Thus, it should not be surprising to find that they want involvement and input on the job. Agencies intent on retaining the best of their

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Ideas that Work - Listening to Employees

One important way the Ada County (Boise, ID) Sheriff's Office keeps on track is by asking staff for their input through an annual Employee Satisfaction Survey. However, soliciting employee feedback is only half of the formula for maintaining employee morale. The sheriff's office has also taken great care to evaluate the responses and implement improvements. One example of how the survey results are driving change is the ongoing initiative to improve the evaluation process.

Additionally, in previous surveys, the agency heard loud and clear that employees felt that communication was inadequate. As a result, administrators initiated a weekly newsletter, developed the agency's intranet, and increased face-to-face communication among command personnel, first line supervisors, and line staff. As a result of these improvements, the communications score jumped eight percentage points on subsequent surveys.

Ada County Sheriff's Office

new employees will therefore need to adapt an organizational communication process that flows both ways.

Implementing Fair, Value-driven Policies, Procedures, and Practices

No doubt, a clearly-defined, well-articulated agency vision that staff was involved in developing helps to keep everyone moving toward a common goal. But it is not just *what* is to be accomplished that promotes commitment. There is also the issue of *how*. It is obviously not acceptable to achieve goals at any price. There are value-driven boundaries that limit even the most enthusiastic ambitions when they conflict with ethical principles. Everyone, for example, wants to work in an atmosphere that is free of petty gripes and complaints. But that does not mean that a complaint-free atmosphere should be achieved by threat, intimidation, or coercion. If managers and supervisors engage in unjust, unfair, or unethical practices, their actions send clear messages about agency values, acceptable behavior, and organizational culture.

These same cultural values also shape executive decisions, which in turn, have an impact on retention. Earlier it was noted that the vast majority of line staff responding to the National Jail Workforce Survey feel that the following are "important to keeping me":

- Being treated fairly (90%);
- Seeing employee grievances resolved fairly (81%); and
- Feeling that the employee discipline process is fair and consistent (82%).

Yet far fewer said that such equity describes their current situation, especially in terms of resolving grievances fairly (56%) and fairness and consistency in the discipline process (51%).

Since most administrators (92%) feel that employees are being treated fairly now, they may well make the argument that staff perceptions are inaccurate. Whether accurate or not, however, large percentages of line personnel apparently hold such beliefs, and when given a choice to go elsewhere, people are unlikely to remain in a system that they feel is unjust. One of the most important things that leaders can do, therefore, is to assure that the policies they develop, the decisions they make, and the practices in which they engage are honest, transparent, and as equitable as possible.

When decisions are made that are likely to be unpopular, it is equally essential to explain the underlying rationale. Often employee perceptions of inequity can be corrected if they understand the basis for administrative actions and the factors that have to be taken into consideration—or even better, if they are involved directly in the decision-making process.

Identifying Clear Expectations and Objective Performance Measures

A key ingredient in treating employees fairly is clearly communicating what is expected of them and how their performance will be evaluated. While this is undoubtedly more difficult in corrections than in business or industry, there are probably few aspects of organizations that draw more complaints of inequity than performance appraisals. Determining exactly what is expected of employees and how they will be assessed must be aligned with the agency's vision and mission. In fact, that is how the vision is actually operationalized–through the efforts of employees working toward its accomplishment. This means clearly articulating "what counts." That then becomes what employees are expected to do, what supervisors are expected to measure, and what managers are expected to reward if the organizational mission is to be achieved. To make it work, each must uphold their part.

When everyone gets a merit increase no matter how "meritorious" their work, evaluations lose their value as a developmental tool. An effective performance appraisal process is not a once-a-year routine designed to fulfill a bureaucratic mandate by putting a required form into a personnel file. To the contrary, it is part of an ongoing process that provides valid insights into strengths and weaknesses. Even more importantly, it is part of a broader career development plan that enables employees to capitalize on strengths through assignments that best match their capabilities, as well as address weaknesses through training, coaching, mentoring, job shadowing, and the like. (For more details, see Chapter Four.)

In other words, as illustrated below, an effective performance evaluation system is a two-way process. It should not only give constructive feedback in terms of how the employee can better meet organizational objectives, but should also provide feedback in terms of how the organization can better meet employee needs.

PERFORMANCE EVALUATION
*should be a two-way process,
assessing and addressing both....*

ORGANIZATIONAL CAPABILITIES
related to meeting employee needs

EMPLOYEE CAPABILITIES
related to achieving organizational vision/mission
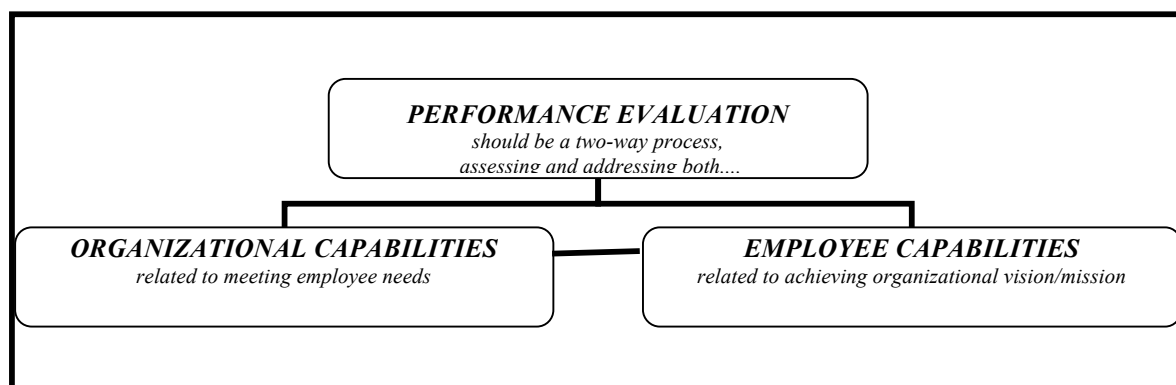
Providing Opportunities for Growth and Development

This give-and-take process goes back to the concept of person-environment fit described earlier. Now we are addressing the second half of the equation–i.e., how well the organization meets the needs of the employee. But it is impossible to meet someone's needs without knowing what they are.

While most of us are well-aware of what the most pressing needs are among those who are closest to us, we have no clue what the needs of strangers might be. The message here is that people who work for you should not be strangers. Thus, the first step in meeting staff needs for personal growth and development is to find out exactly what their job-related strengths and weaknesses are, and then assign them whenever possible to positions that make the most of their talents.

But most people will be satisfied with any job for only so long. The challenge then shifts to maintaining their engagement by grooming them for future responsibilities. This does not mean that their future lies only in upward advancement. As described in more detail in Chapter Four, there are many lateral career growth alternatives that keep employees engaged in their work and committed to the organization without requiring them to be promoted.

Integrating Employees Through Participatory Management Practices

Nor should it require moving up the chain of command for employee opinions to be heard. In fact, 70% of the staff members responding to the National Jail Workforce Survey said that "having a say in how things are done here" was important to keeping them, although only 52% felt that they have such influence now. When people feel that they have no control over things at work, it can frustrate them to the point of looking elsewhere.

> **What is Stressing Us Out in Corrections?**
>
> When bureaucratic management oppresses the self-direction, recognition, and organizational participation that employees are seeking on the job, it should not be surprising to find them dissatisfied, burned-out, and resigning. While working with certain inmates may be troublesome, working under certain management practices may be intolerable.
>
> Jeanne B. Stinchcomb
> *Corrections : Past, Present, and Future*,
> 2005.

Whether on the job or off, lack of control is one of the most significant sources of stress–and stress, in turn, has been linked with everything from turnover to heart attacks (Stinchcomb, 2008). It therefore stands to reason that enabling employees to better control their destiny at work can reduce not only job-related stress, but also the attrition that often accompanies it. Moreover, giving staff more opportunities to have a say in workplace

policies and procedures begins to build the type of personal commitment that promotes workplace loyalty. As noted earlier, the pages of open-ended comments that line staff took the time to provide in the National Jail Workforce Survey underscores this point. It is a simple fact of organizational life that employees are more likely to be supportive of and committed to what they had a hand in shaping.

When employees become active participants in administrative decision-making, they have a sense of ownership–a stake in seeing the organization succeed. Perhaps the classic example of where such "buy-in" could improve correctional practice is the long-held tradition of telling new employees to "forget everything you learned" in training and pay attention "to how it is really done here." If those staff members had in some way been involved in developing or delivering the training, it would be in their own best interest to see that recruits put their knowledge into practice. But in most places, training is as separate from operations as policy-making is from practice.

However it is achieved, integrating employees through participatory management is as good for the jail as it is for them. Just as home ownership anchors families to communities, nurturing a feeling of ownership on the job anchors employees to organizations.

Establishing Quality-Oriented, Responsive Supervision

At the beginning of this chapter, we stressed the critical role of the newcomer's supervisor–which applies equally to long-termers. When it comes to employee retention, there is no one more influential than the immediate supervisor. This point has been well-established in the general workforce literature (Buckingham & Coffman, 1999; Branham, 2005; Herman, 1999), and it likewise applies to corrections. In the National Jail Workforce survey, for example, "having good rapport with my supervisor" was cited by 82% of respondents as "important to keeping me." However, the impact of supervisors goes beyond establishing effective interpersonal communications. That is necessary. But it is not sufficient.

> **Retention:**
> **It's More about the Supervisor than the Salary**
>
> Employees may join a company for any number of reasons ranging from charismatic leadership to generous benefits, but how long they stay and how productive they are will be determined by the relationship with their immediate supervisor.
>
> Marcus Buckingham and Curt Coffman
> *First, Break All the Rules: What the World's Greatest Managers Do Differently,* 1999.

Good supervisors have rapport with and praise for their staff. Even more importantly, they care about their employees and strive to meet their needs. This is especially critical for

today's new employees—who are not as likely as their older predecessors to tolerate "assembly line" treatment where workers are viewed as replaceable parts in a bureaucratic machine. In fact, research in corrections has found that the extent to which employees feel that their supervisors "care about them as individuals" is significantly related to their job satisfaction--leading to the conclusion that "encouraging first-line supervisors to care about their employees may be a practical and simple way of retaining staff" (Dial, Thompson, & Johnson, 2008, p. 26).

Publicly Expressing Personal Recognition and Appreciation

One of the ways an agency can express how much they value their employees is by recognizing their importance. As reflected in the National Jail Workforce Survey, "feeling appreciated by my supervisor" was cited as an important retention factor by 81% of respondents.

> **Supervisors Surface Again**
>
> Ninety-five percent of the reasons people leave are preventable. Of that 95%, more than 70% of the reasons are related to factors that are controllable by the direct supervisor. As the saying goes, "people join companies, but they leave managers."
>
> Leigh Branham
> *The Seven Hidden Reasons Employees Leave*, 2005.

Yet considerably fewer (69%) felt that their current supervisor actually *does* appreciate them. These findings are not unique to corrections. A workforce retention study in private industry found that "lack of appreciation" topped the list when people were asked the greatest cause of their dissatisfaction at work (Smith, 2001, p. 13). Another survey of over 1,000 people at 79 different companies came to the conclusion that "the number one cause of performance problems in 60% of companies is poor or insufficient feedback from supervisors" (Branham, 2005, p. 70).

The lure of money is powerful. But once employees are making relatively competitive wages, the intrinsic drive to feel needed, valued, and appreciated becomes a stronger motivator. Even those who are at first attracted to a job for the salary, benefits, or security, at some point start looking for something more. Just what that "something more" is will be different for different people. This is where generational differences among workers are especially notable, as shown in Table 8.

Table 8. Motivation Across the Great Generational Divide				
Work-related factors	*Veterans-Traditionalists (born before 1943)*	*Baby Boomers (born between 1943 and 1964)*	*Generation Xers (born between 1965 and 1980)*	*Millennials (born between 1981 and 2000)*
Showing appreciation	Thank them with a written note.	Thank them by taking them out for coffee.	Thank them with an email that also asks for their input on another issue.	Thank them personally or by email, but treat them as an equal.
Engaging employees	Value their experience and use it to benefit the agency.	Engage them and focus on their future career development.	Empower them, and then let them alone to do their work.	Encourage and use their techno-knowledge.
Management practices	Know they appreciate the traditional hierarchy.	Expect them to question management.	Avoid the strong management approach–be honest and give them independence.	Be a role model for them, and lead them with sincerity.
Retention initiatives	Consider part-timers and using retirees on contract.	Consider flex schedules.	Allow flexibility for family and work balance.	Allow flexibility, but provide a mentoring and coaching relationship.

Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman.
FutureForce: A Guide to Building the 21st Century Community Corrections Workforce, 2006.

What motivates each generation is unique - one size does not fit all. For similar reasons, some of the traditional employee recognition and reward programs that have been popular in the past may have outlived their usefulness–such as service pins, employee-of-the-month awards, and attendance plaques. These have become so routine that their value is diminished. Moreover, instead of "rewarding endurance," focus should be on "rewarding performance" (Branham, 2005, p. 136), which can be accomplished by:

> ➤ *Matching the reward to the person*–whether formal or informal, make sure that the reward is something valued by the person being rewarded.

> ➤ *Matching the reward to the achievement*–take into account how significant the employee's achievement is, how much it has helped the organization, etc.

> ➤ *Being timely and specific*–give the reward as soon as possible after the employee's

achievement (Nelson, 2005).

> *Involving employees* –let staff design or revise the agency's recognition program rather than having it imposed by Baby Boomer leaders who may be out of touch with what is important to newer members of the workforce.

It is also imperative to emphasize that all recognition and rewards do not have to be costly. In fact, they do not have to cost anything at all. If used judiciously, a "pat on the back" for a job well-done can be a powerful tool in a supervisor's motivational arsenal. Anything from a post-it note on a good report to public praise at a staff meeting can help to assure employees that their above-and-beyond efforts are noticed and valued. (For a wide range of creative options, see the "Helpful Hint – Retention Strategies" on page 92 and the "Ideas that Work – Recognizing Staff Performance" on page 96.)

Maintaining a Supportive, Family-oriented Culture that Inspires Professional Pride

Ultimately, agencies that do the best job of retention nurture a cohesive, family-oriented culture that maintains a steadfast commitment - not only to the vision of the organization, but also to the viability of its employees. As valued members of the team, everyone takes pride in its accomplishments. Like families with a heartfelt dedication to the best interests of each member, employees bond together in a supportive alliance.

In such agencies, both sides of the person-environment fit are well-balanced. Not only are employees competent and committed to fulfilling the needs of the organization, but the organization is equally committed to meeting their needs. In terms of retention, the message here is simple: "people would rather remain where they have bonded" (Herman, 1999, p. 389).

In that respect, we have come full cycle, having now returned to the issue of organizational culture that was described earlier as a key ingredient in both attracting qualified applicants and retaining quality employees. Just as becoming known as a "good place to work" is appealing to job applicants, it is likewise a source of personal and professional pride for employees to be affiliated with such an organization. From pursuing a common vision to participating in positive activities, strong interpersonal relationships create the kind of team that everyone wants to play on. With mutual concern for everyone's well-being, the bonds are forged that can convert a place to earn a living into a place to establish a lifelong commitment.

Conclusion

Improving the jail's ability to retain qualified, committed, and well-integrated employees begins with rolling out the red carpet for new hires. This means providing coaching, mentoring, and one-on-one attention to make certain that they not only understand their new responsibilities, but also that they are assured of the importance of their addition to the work team. Such personalized treatment cannot, however, begin and end there. In order to retain valued employees, there must be an ongoing effort to assure seasoned staff that their contributions are recognized, appreciated, and challenged. For in terms of retention, it makes much more sense to reduce the number of outgoing resignations than to increase the number of incoming applicants. Reducing resignations requires a long-term strategic retention planning process that is built upon a broad-based foundation of employee input, analyzes relevant information, prepares appropriate action plans, and tracks progress toward their successful implementation.

> **The Eight Elements of High-retention Organizations**
>
> - A clear sense of direction and purpose
> - Caring management
> - Flexible benefits and schedules adapted to the needs of the individual
> - Open communication
> - A charged work environment
> - Performance management
> - Reward and recognition
> - Training and development.
>
> Gregory P. Smith
> *Here Today, Here Tomorrow: Transforming Your Workforce from High-Turnover to High-Retention*, 2001.

In that regard, results of the National Jail Workforce Survey indicated that retaining productive employees is not only about money. Once basic economic needs are met, people work for a variety of higher-level reasons. These range from being entrusted with decision-making authority to having input into organizational policies and feeling valued and appreciated. More specifically, they encompass better communication with management, equitable policies, fair treatment, clear expectations, objective performance measures, caring supervisors, and personal recognition.

The extent to which jail leadership supports these job-related needs will have a widespread impact on the extent to which line staff will both stay in their current job and remain committed to it. From the perspective of person-environment fit, this means that not only must recruitment procedures accurately assess the employee's ability to meet the needs of the jail, but retention initiatives must likewise assure that the jail meets the needs of its employees.

To see more employee recruitment and retention data from the National Jail Workforce Survey see Appendix F.

Strategic Retention Planning Checklist

Step One: Building the foundation
- Ensure commitment, resources, and access to necessary information
- Identify an all-inclusive, collaborative group to guide the process
- Establish a schedule with timelines and procedures for gathering necessary data

Step Two: Analyzing related information, policies, and practices
- Calculate what turnover is costing
- Identify when and why employees are leaving
- Determine where qualified employees are going
- Assess how agency mission and vision are reflected in practice (e.g., in decision-making, performance evaluations, promotions)
- Identify how turnover and related organizational weaknesses can be addressed without significant cost

Step Three: Developing the action plan
- Determine how to get new employees off to a good start
- Develop initiatives to keep veteran employees engaged, committed, and integrated with the organizational vision/mission:
- Align organizational vision/mission with management practices
- Develop consistent, two-way communications
- Implement fair, value-driven policies, procedures, and practices
- Identify clear expectations and objective performance measures
- Provide opportunities for growth and development
- Integrate employees through participatory management practices
- Establish quality-oriented, responsive supervision
- Publicly express personal recognition and appreciation
- Maintain a supportive, family-oriented culture that inspires professional pride

Step Four: Implementing and evaluating the action plan
- Set goals with timelines for correcting identified weaknesses
- Keep all stakeholders informed
- Track "before and after" retention data
- Track other retention-related indicators (e.g., job satisfaction, employee discipline)
- Make necessary adjustments based on feedback

Helpful Hint:

Diagnosing Internal Agency Culture

Use the scale below to rate the following statements about your organization. Base your ratings on how you would assess the agency's current reality, *not* where it might be at some future time. Total the scores in each category and record them in the space provided. If you are the agency administrator, be sure to solicit the anonymous feedback of employees throughout the organization as well as your own opinions.

<u>Ratings</u>

0 = Not sure (but I intend to find out)!
1 = Definitely needs work ʙ not at all where we should be on this
2 = Could use some work ʙ not quite where we should be on this
3 = Generally OK ʙ we can live with where we are on this
4 = Definitely OK ʙ we=re right where we should be on this

Leadership	Score:
We have a clearly articulated organizational mission.	
Our actions and activities are generally proactive rather than reactive.	
Our organizational values are positive and well-known by stakeholders.	
Our organization's values are embraced by most employees.	
We have a clearly defined code of conduct.	
Power is shared in the organization.	
There is a long-term perspective that goes beyond day-to-day operations.	
We value our employees and our actions demonstrate this.	
Employees generally trust the leadership team.	
Score for Leadership:	

Professionalism	Score:
Our organization has a positive reputation in the community.	
Employees accept and embrace workplace diversity.	
We are generally proud of the conduct of our employees – on and off duty.	
Employees are respectful of one another.	
Employees appear to be genuinely committed to the mission of this organization.	
Employees are empowered to fulfill their job duties.	
Employees are proud to be associated with this organization.	
Other agencies look to us as leaders in the field.	
Value is placed on enhancing job skills and knowledge.	
Score for Professionalism:	

Quality of Work Life	Score:
Employees can get time off without a lot of hassle.	
Employees do not abuse sick leave.	
Employees are formally recognized for positive accomplishments.	
Employees know where to turn for help and support for personal problems.	
Any need for organizational change is openly discussed in a positive manner.	
The behavior of most employees is consistent with the code of conduct.	
Employees feel that they can safely report any misconduct of their peers.	
This is a good place for single parents and those with family responsibilities.	
Employees support each other in getting our mission accomplished.	
Score for Work Life:	

Daily Operations	Score:
Daily work is consistent with written procedures.	
Employees are hard working and committed to doing their jobs right.	
Employees demonstrate professionalism when interacting with others.	
Employees show few signs of stress-related burnout.	
Employees have opportunities to work on diverse and changing assignments.	
Employees have autonomy and aren't second-guessed by supervisors.	
Complaints about employees are taken seriously.	
Employees have the tools and resources to do their jobs properly.	
Employees trust the internal investigation process as fair and impartial.	
Score for Daily Operations:	

Personnel Selection, Promotion and Development	Score:
Our agency has little trouble attracting qualified applicants.	
Well-qualified employees are being hired.	
New employees represent the diversity of our clients and the community.	
Current employees are our best recruiters.	
Our salary and benefit package is competitive in our community.	
The promotional process is objective and viewed as fair by most staff.	
Employees receive the training they need to perform their jobs.	
Managers act as formal or informal mentors to their staff.	
The performance appraisal system objectively evaluates skills and related competencies.	
Score for Personnel Selection, Promotion and Development:	

Communications	Score:
The leader's message is getting across to most employees.	
Employees feel that their voice is heard and their feedback is valuable.	
Information flows effectively, up and down the chain or command.	
Employees look forward to reading the organization's newsletter.	
Employees believe that their grievances will be heard in a timely manner and settled fairly.	
There is little gossip and few rumors in the workplace.	
Supervisors regularly schedule meetings to share information.	
Employees are generally consulted before major decisions affecting them are made.	
Supervisors and managers listen more and talk less.	
Score for Communications:	

Add your scores here:

Leadership = _____

Professionalism = _____

Quality of Work Life = _____

Daily Operations = _____

Personnel Development = _____

Communications = _____

Total = _____

Interpreting results:

When results have been received from a significant number of employees, calculate the average scores for each category. Compare them to the agency administrator's scores to see whether any gaps exist in the above areas. If employee averages in each category do not closely match administrative scores, it indicates a difference of opinion between management and staff about certain aspects of the agency. Whether the difference is real or perceptual, it should be addressed.

Additionally, the lowest-scoring categories should be examined more closely to determine where improvements can be made. Because every workplace is unique, however, there is no "magic score" indicating that an organization's culture is functioning more positively than negatively.

Helpful Hint:
Retention Strategies

An open-ended question in the National Jail Workforce Survey asking line staff how their agency can better retain employees generated an outpouring of wide-ranging responses. (In fact, this level of responsiveness is further evidence that jails can identify many good suggestions simply by soliciting input from their staff). A significant number of comments were complimentary, citing their agency as a great place to work and complimenting organizational leaders for placing a high priority on employees. But overall, there were more negative than positive responses. Some of their frustrations, along with related ideas that can be used to better retain employees, are reflected below.

1. Financial Issues – Salary, benefits and financial incentives are fundamentally important to respondents, which raises several key issues. For example:

    a. Salary and Benefits – In addition to a competitive salary, benefits are important. Especially as employees progress through their careers, the need for family health care is critical to financial solvency.

    b. Staffing – When insufficient staffing necessitates mandatory overtime, it can place a strain on workers, especially among the younger generations who are committed to maintaining a work/life balance. Additionally, since chronic staff shortages with no relief in sight can produce a downward morale spiral, insufficient staffing levels can have widespread negative effects.

    c. Longevity Pay and/or Retention Bonus – Findings from the National Jail Workforce Survey indicate that most employees who leave do so after 4-6 years on the job. Longevity pay or a retention bonus at such strategic career points might provide more incentive to stay, (a strategy that has worked successfully for the U.S. Army).

    d. Child Care Stipends – With more single parents in the workplace, and with costs of child care increasing, providing agency-operated daycare, partnering with other community providers, or simply furnishing a stipend for care might be a valuable benefit for those with young families.

    e. Part-time Work, Flex-time, or Job-sharing – By offering more flexible working arrangements, these options can help to retain good employees who cannot work full-time. Job-sharing, for example, enables two people to hold one position, (although usually only one of them receives benefits).

    f. Spot Bonuses – To provide employees with a meaningful reward in a timely manner, the private sector uses spot bonuses. This may not be consistent with government compensation regulations, but public agencies can provide something of value other than money that is designed to quickly, on the spot, recognize and reward good work.

g. Voluntary Reduction in Workdays – The flexibility to stay with the agency while working fewer days is one way to keep those who might otherwise need to leave for reasons unrelated to job satisfaction.

h. Work Schedule Reassessment – While line staff responding to the workforce survey did not agree on the best daily work schedule, (i.e., 8 hours, 10 hours or 12 hours), they did express a desire for the jail's administration to examine options and allow them input into the decision.

i. Sick Leave Abuse Reduction – Among survey respondents, a number cited colleagues who abuse sick leave and cause more work for them in terms of overtime. Because the abuse of sick leave has both fiscal and morale implications, addressing it effectively can reap substantial benefits.

2. Employee Safety – Line staff expressed concerns about on-the-job safety, and many of their comments seemed to reflect a belief that the jail's administrators did not necessarily share that priority. Faced with crowded conditions, staff shortages, limited supply funds, and aging facilities, employees need reassurance that their safety is high on the list of organizational priorities.

3. Workplace Cleanliness – A clean workplace environment ranked high among staff concerns. This not only means the inmate living areas, but also includes clean employee locker rooms, restrooms, eating areas, and parking lots. What they are essentially saying is that the attention paid to staff areas of the facility is a reflection of how high employees rank among management priorities.

4. Employee Council – The one word that appears over and over again in staff recommendations for improving retention is for management to "**listen**." Many respondents do not feel that they are being heard, resulting in considerable frustration. Whether it takes the form of an employee council or some other approach, a formal input process is essential to enhancing morale, and ultimately, retention.

5. Employee Recognition Programs – Recognition programs, developed and maintained with staff input, and relevant to each generation represented in the workforce, are likewise important ingredients for reducing turnover. Creative approaches in this regard extend well beyond rewarding only high-profile, risky, or life-saving incidents.

6. Flexibility at Work – Everyone appreciates flexibility to attend to pressing family issues, school conferences, aging parents, medical appointments, etc. Younger workers especially want to keep work in perspective, well-balanced with their personal life.

7. Outside the Box – Concierge Services – Some corporations are providing employees with concierge services to take pets to the vet, wait for home repair technicians, take cars in for service, and perform other functions that would otherwise require taking leave. While no public agency can employ a concierge, volunteers might function in this capacity.

8. <u>Fitness Center/Wellness Programs</u> – Well-maintained fitness centers not only enhance employee health, wellness, and morale, but also improve the agency's "bottom line" through improved attendance and reduced health care costs. Jails that do not have space or funds for an employee fitness center might consider contracting with local resources for discounted rates or partnering with other nearby agencies.

9. <u>Chief People Officer (CPO)</u> – Recognizing that employees are an organization's most important asset, some companies are adding a CPO to their corporate roster to assure that promoting the interests of employees is someone's actual job. While having such a full-time position is beyond the means of most public agencies, the concept of assuring that the interests of employees are represented can be implemented in other ways.

10. <u>Employee Surveys</u> – The utility of administering a well-constructed survey soliciting employee feedback has been discussed earlier in this chapter, although it is equally important to stress the need to assure that positive action results from the findings.

11. <u>Team-building</u> - Line staff responding to the National Jail Workforce Survey often reiterated the need for teamwork, perhaps as a result of their discomfort and frustration with the blame-placing and finger-pointing that they observe among their managers.

12. <u>Emphasis on Training</u> – In addition to recommending one-on-one field/facility training (FTO) programs to help new employees transition to the job, survey respondents also suggested offering cross-training with other jobs to help retain seasoned employees.

13. <u>Supervisory and Management Training</u> – Second only to intense pleas for management to "***listen***" to them, employees responding to the survey want to be treated fairly. Line staff repeatedly stressed that treating them with respect, fairness, and consistency would go far toward addressing perceptions of favoritism and improving retention. This calls for training supervisors and managers to become more sensitive to these issues. Additionally, as the role of supervisors and managers in today's workplace moves more toward coaching and mentoring, they need to be equipped with the necessary skills.

14. <u>Maintaining Organizational Integrity</u> – While line staff offered few suggestions for improving the disciplinary process, many comments were made about holding all employees, including leaders, to high professional standards. In that regard, respondents pointed to the "do as I say, not as I do" approach of some leaders in their organizations.

15. <u>Getting into the Trenches</u> - Line staff also frequently wrote about leaders who have forgotten what it is like to be on the front lines. In their comments, they urged their bosses to spend more time with them, work alongside them for a shift, and otherwise show that the boss has not forgotten where he or she started.

16. <u>Improve Communication</u> – Beyond more face-to-face interaction, options such as an employee newsletter, a website with restricted access, email access to the boss, or other options were recommended as way to improve communication. Newer generations of

workers want a voice in how the organization is run, and in the absence of formal communication, rumors and disgruntled employees can have undue influence.

17. <u>Customer Service: Employees First</u> – A "customer service" approach that places employees first could address many of the survey comments made by line staff relating to their perception that the organization's leadership appears to be more interested in the welfare of the inmates than that of the employees. This calls for a shift in management's focus from sustaining administrative functions to supporting employees.

18. <u>Employee Respect</u> – Along these same lines, the workforce survey contained many complaints that the jail's leaders do not trust line staff to do their job and therefore engage in "micro-management." Newer employees in particular are autonomous workers who want to be given a job and allowed to do it. This is a challenge for Baby Boom managers who may believe that their way is the best (and the only) way to get a job done.

19. <u>Promotional Opportunities</u> – Respondents made frequent mention of the absence of advancement opportunities, along with concern that some promotions are being awarded to people outside the jail. Many see "retired in place" Baby Boomers as not only keeping them from moving up, but also as barriers to improving the workplace. The flextime, part-time or job-sharing discussed earlier might be options for assuring that senior workers do not become unproductive blockages to advancement by upwardly-mobile employees. Since such opportunities are especially important to younger workers, a fair and credible promotion process will also be a key factor in retention. (For more details, see Chapter 4).

Ideas that Work:
Recognizing Staff Performance

While nothing replaces a pat on the back or special verbal recognition for a job well- done, the Peumansend Creek Regional Jail (Bowling Green, VA), has developed a wide variety of incentive programs to promote positive morale; e.g.:

- Spot Award – A monetary reward for a suggestion or action that resulted in significant cost savings.
- Birthday Recognition – The superintendent sends a card to each employee in their birthday month.
- Initial Hire – During the first month of employment, the superintendent sends a welcoming card to each newcomer.
- Community Service – Staff are acknowledged for volunteering to clean a roadway, become a blood donor, collect items for the food bank, etc.
- Score Boarding – Employee achievements such as accident-free days, no use of sick leave, or accident-free miles are posted in areas where everyone can see.
- Facility Family Functions – Staff are provided opportunities to bring their family members on-site for a facility sponsored function such as the Halloween Party, Harvest Festival, Easter Egg Hunt, Summer Picnic, Christmas Party, etc.
- Superintendent Award – Sparingly and at unannounced times, an employee is recognized for not just one achievement but for consistent outstanding performance.
- We Heard Something Good About You – A visitor, contractor, volunteer, attorney, etc., informs the supervisor of an employee going beyond the call of duty, who is then recognized with a special card outlining their actions.
- Ethnic Sensitivity/Cultural Enrichment – To broaden their perspective of the cultural values of different ethnic groups working together, staff receive literature with their paychecks on certain holidays (e.g., St. Patrick's Day, Passover, Cinco de Mayo, Ramadan, etc.).
- Carpe Diem Award – Latin for "Seize the Day," this award is provided to a group who collectively accomplished tasks their supervisor determined to be a high priority.

Essentially, imagination is the limit as to what kinds of incentives to provide employees. In fact, the form they take is not really what matters - the recognition itself very clearly conveys the message that "we value you and want you to stay with us."

Peumansend Creek Regional Jail

Ideas that Work:
Sample Exit Survey

(NOTE: While the survey provided here is in hard copy format, the actual survey is administered electronically by the Travis County, TX, Sheriff's Office)

Employee Acknowledgement

As a separating employee, you have valuable information to provide. The Sheriff's Office requests that you complete a brief exit survey. We seek your honest feedback. Your input is key to improving employment at Travis County Sheriff's Office.

The focus of the survey is to learn the reasons you chose to leave the Sheriff's Office. The survey also requests some general information. There are eight questions and the survey takes ten to fifteen minutes to complete. Your survey responses will **NOT** become part of your personnel file.

The sheriff, chief deputy, bureau majors and the human resources manager only will receive summarized quarterly reports. The agency's quarterly report contains a summary of responses and employees' word–for-word comments. Your bureau major could give supervisors the summarized responses to all employee surveys to help management make necessary changes. Therefore, please be sure to leave out specific names or incidents that could identify you.

> **The Agency gave me the opportunity to take the exit survey.**

> ☐ **I choose to take the survey.**   ☐ **I choose not to take the survey.**

1. **Why are you leaving? (Required)**
Please select the most important reason why you are leaving Travis County Sheriff's Office. Choose only one:

- Better pay/benefits
- Issues with my supervisor / Issues with employees I supervise
- Retirement
- No or little career advancement opportunities
- Relationship with co-workers
- Inadequate training
- Inadequate work resources
- Poor working conditions/environment (e.g., safety, work-related stress and/or work load issues)
- Location/transportation issues
- Child care/Elder care issues
- Personal or family health
- Becoming Self-employed
- Enter/Return to school
- Relocation (Self, Spouse, Companion)
- Position did not meet expectations

Comments:

2. **Where are you going? (Required)**

   - Transferring to another Travis County Agency
   - Taking a job with the private sector
   - Leaving and not planning to work
   - Retiring, but I plan to return to work in the private sector
   - Taking a job with another law enforcement/corrections agency
   - Leaving the agency and seeking other employment
   - Becoming self-employed
   - Retiring, but I plan to return to work at another law enforcement/corrections agency
   - Retiring, and I do not plan to return to work

3. **To what extent did each of the below influence your decision to leave?**

Item	Very Little Extent	Little Extent	Some Extent	Great Extent	Very Great Extent
Agency policies or practices					
Immediate supervisor or co-workers					
Need for more challenging and meaningful work					
Pay and benefits					
Work conditions, workload or work schedule					

Salary Information

4. **What will your new salary be?** (Select "**not applicable**" if you do not currently have a job offer?

5. **Compared to your current annual salary, what is the annual salary of your new job?**

   At least $5000 less than
   $3000-$4999 less than
   $1000-$2999 less than
   $1-$999less than
   Same As
   $1-$1000 more than
   $1001-$3000 more than
   $3001-$5000 more than
   At least $5000 more than

   Select "not applicable" if you do not currently have a job offer.

6. Agency Feedback

> **Would you want to work for this Agency in the future?**
> ☐ Yes ☐ No

7. What areas would you like to change in your agency?

Compensation/Benefits	Resources (i.e., equipment,
Employee Rewards/Recognition	tools, materials, technology)
Agency Leadership	Training
Management/Employee Relations	Work Environment
Agency's Internal Policies/Procedures	Other: Specify in Comment Window

8. Give us your ideas. What would you recommend the agency do differently?

9. Demographic Information

To perform trend analysis, we use demographic information. Please answer the following demographic questions:

Bureau:
  Administrative/Support
  Corrections
  Law Enforcement
Job Classification:
  Corrections
  Corrections Peace Officer
  LE Deputy Sheriff
  Civilian
  Medical
Race/Ethnicity:
  Asian
  American Indian
  Black
  Hispanic
  White
  Pacific Islander
Age:
  Less than 25
  25 and up to and including 29
  30 and up to and including 39

  40 and up to and including 49
  50 and up to and including 50
  60 and up to and including 69
  70 or over
Length of Service:
¥ *Less than 1 year*
¥ *1 year and up to and including 2 years*
¥ *2 years and up to and including 5 years*
¥ *6 years and up to and including 10 years*
¥ *11 years and up to and including 15 years*
¥ *16 years and up to and including 20 years*
¥ *21 years and up to and including 25 years*
¥ *26 years and up to and including 30 years*
¥ *31 years and up to and including 35 years*
¥ *36 years or more*

Gender: *Female*
         Male

Thank you for taking this exit survey. Your answers will help to make the Travis County Sheriff's Office a better place to work.

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CHAPTER FOUR

LEADERSHIP DEVELOPMENT:
ADVANCING THE ORGANIZATION IN THE 21ST CENTURY

CONTENTS

Did You Know?

According to the National Jail Workforce Survey:

- There will be a significant number of retirements of jail leaders over the next five years, with more than one-third of jails facing the retirement of 30% or more of their leadership/management team, and a quarter of jails facing the retirement of more than 50% of their leadership/management team.

- Jail administrators are struggling to replace the current executives, or are unsure what to do - in fact, 30% reported that they are *not* actively preparing tomorrow's leaders.

- Almost 52% of all line staff plan to stay with their current job until retirement, but the number drops to 29% for those under age 28, with almost the same percentage of that age group indicating they are not sure *if* they will stay—which raises the question of who will be around to become the next generation of leaders.

- Fewer than half of jail administrators think employees have sufficient opportunities for upward advancement, while more than 90% said these opportunities are important for retaining good employees.

- One repercussion of the lack of leadership preparation is the significant lag time in filling vacant jail management positions. In that regard, only about half of jail administrators reported that their agency is ready to quickly fill vacant management positions as a result of planning ahead.

In addition to these disconcerting results from the National Jail Workforce Survey, when jail leaders from throughout the country were asked in 2007 to identify their most pressing priorities, the crisis in jail leadership, along with related workforce issues, ranked as their number two concern, behind only inmate medical/mental health services (Stinchcomb & McCampbell, 2008). If nothing else, these findings signal a "wakeup call" for jail administrators to begin addressing the predicted shortage of their future successors.

The Upcoming Leadership Crisis

Leadership development is more than just preparing people for executive jobs. It is about sustaining the organization. How jails identify their next leaders and provide them with the necessary skills, mentoring, and job-related experience before they step into executive responsibilities will have a direct impact on the future of local corrections. This leadership issue is becoming even more critical as jails face impending Baby Boomer retirements, staff shortages, decreasing or stagnant fiscal resources, increased public scrutiny, greater accountability, and the reality of a new generation of employees who see the world of work as a job rather than a career. While there have been on-going discussions and expressions of concern about the jail workforce and a potential upcoming leadership crisis, collectively, little has actually been accomplished to address it.

It may be difficult to contemplate executive development needs in light of the reassessment of priorities generated by the fiscal issues facing many jails and local governments. Moreover, there are any number of additional perceived (or actual) barriers to such initiatives, including outdated human resource regulations, the low priority of jails in many communities, collective bargaining agreements, concerns about potential disparate impact on protected classes of employees, staff shortages that render training time impractical, and lack of urgency about the importance of developing the next leaders.

> **Supporting Today's Leaders and Cultivating the Next Generation**
>
> Governors and local executives must hire the most qualified leaders and support them politically and professionally, and corrections administrators must, in turn, use their positions to promote healthy and safe prisons and jails. Equally important, we must develop the skills and capacities of middle-level managers, who play a large role in running safe facilities and are poised to become the next generation of senior leaders.
>
> John J. Gibbons and
> Nicholas de B. Katzenbach
> *Confronting Confinement: A Report of the Commission on Safety and Abuse in America's Prisons,* 2006.

In the face of such impediments, the most feasible course of action may call for building partnerships to help secure the necessary resources and commitment. However, it is the need for jails to engage in a formal succession planning process, along with the challenges and requirements for implementing such an initiative, that is the subject of this chapter. For purposes of this discussion, the following terms are broadly defined as:

> ➢ *Succession planning* is an on-going, purposeful, and systematic identification of qualified and appropriate successors to leadership, with a commitment to assessing,

developing, and investing in organizational leadership to enhance performance, development, and preparedness (Kim, 2003).

➢ *Leadership Development* is the systematic process of expanding the collective capacity of organizational members to engage effectively in leadership roles and processes (McCauley, Moxley & Van Velsor, 1998).

Essentially, this encompasses everything from identifying potential candidates to helping them obtain the requisite knowledge, skills, and abilities to effectively fill upcoming vacancies. From a broader perspective, it also encompasses improving the ability of all generations in the workplace to better perform their current jobs, increase their level of satisfaction, and challenge and motivate them, even if they chose not to seek upward advancement. Even more fundamentally, of course, leadership development also means first projecting exactly what the jail's future management needs will be.

The Next Generation of Jail Leaders

The issue of readiness for the next generation of jail leaders has been pushed to the forefront by a number of developments, including the pending retirement of Baby Boomers, the attrition rate of jail employees, and the changing attitudes of the new workforce, who may have many jobs in several different career fields before they retire. While economic circumstances may result in temporarily postponing retirements and slowing attrition, they are only delaying the inevitable.

What the Numbers Are Saying

In terms of pending retirements, administrators who responded to the National Jail Workforce Survey indicated that in nearly 25% of jails, half of the management/executive staff are eligible to retire within the next five years (see Figure 1). But this is not new information. In 2003, a survey of jail administrators reported that 47% of senior leaders were eligible to retire in the next five years (Clem, 2003). Yet only half of agencies participating in the 2008 National Jail Workforce Survey indicated that they are "usually" or "almost always" prepared to fill a management position relatively quickly as a result of planning ahead.

Figure 1. Retirement Eligibility: Administrator Responses. N=253.

Percentage of Management/Executive Level Employees Who Are Eligible to Retire in the Next Five Years

- 3% of jails are not sure
- 24% of jails have more than 50% eligible to retire
- 36% of jails have less than 10% eligible to retire
- 12% of jails have between 30%-49% eligible to retire
- 11% of jails have between 20%-29% eligible to retire
- 14% of jails have between 10%-19% eligible to retire
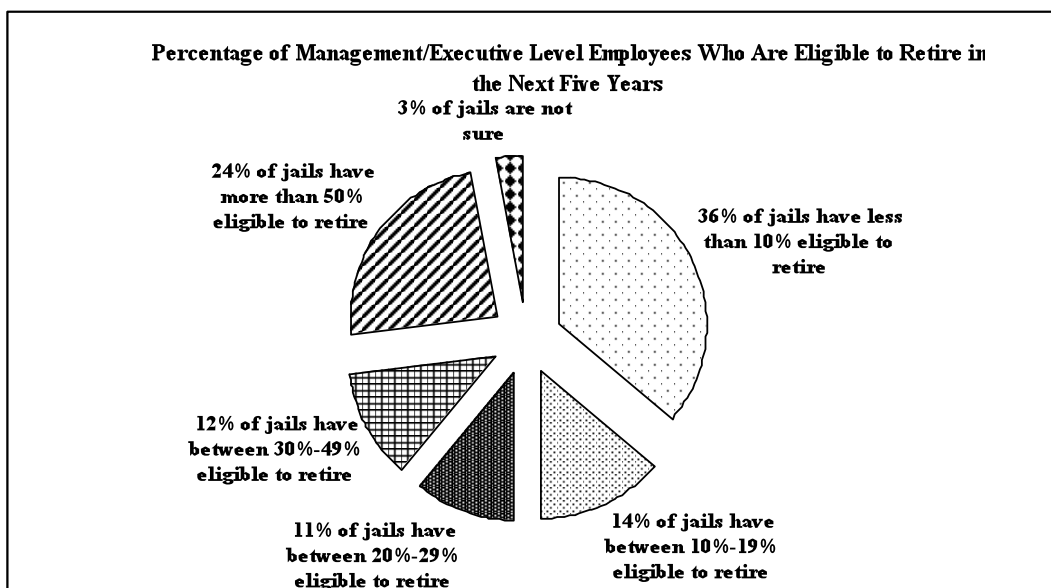
Moreover, the impact of pending retirements appears to be consistent regardless of the jail's size, although it is greatest in jails with an average daily population of 1,000–1,999. Even though faced with this reality in their own agencies, when asked an open-ended question about how jails are preparing tomorrow's leaders, there were only *eight* responses from the 569 jail administrators. (See the accompanying text box for specific comments.)

Stymied by the Prospect of Preparing Leaders

The jail administrators who responded to the National Jail Workforce Survey provided little insight into how they are preparing their next leaders. For example, among their comments were:

- Just starting a formal leadership training program;
- NIC courses via the Internet;
- Use tuition reimbursement.

Other remarks focused on the lack of qualified potential leaders and how those with minimal experience are now filling senior-level positions.

It is therefore not surprising to find that approximately half of these same jail administrators do not believe that their facility has sufficient agency-sponsored educational opportunities for current staff. Nevertheless, more than 87% believe that such programs are important to employee retention. Although the results are not directly comparable for methodological reasons, it is interesting to note that in the 2003 jail survey conducted by the National Institute of Corrections (NIC), 63% of respondents indicated that they *did* have sufficient training and development opportunities for senior staff (Clem, 2003). While fiscal constraints may have curtailed some of these programs, it is also possible that increasing demands have begun to outstrip developmental resources.

From the perspective of those farther down the chain of command, information from the National Jail Workforce Survey on the career development aspirations of line staff reveals that:

- Career growth and advancement were *very important* reasons why more than half of those age 28 or younger accepted their job;

- Of those between 29 and 43 years of age, 42% reported that career growth and advancement were *very important* reasons why they took the job; and

- One-third of younger workers report that it was *very important* that this job matched their career goals, as compared to a quarter of those between 29-43 and only a fifth of those over age 44.

As these findings indicate, focusing on leadership development organizationally may reap benefits for all employees, not just those with an interest in executive positions.

According to the results shown in Table 9, 67% of jail staff said that they currently have opportunities for promotion, with 72% stating that such opportunities are important to keeping them (shown in the "desired" column). Likewise, 61% indicate that they now have leadership development opportunities available to them, with 67% saying that is important to keeping them.

> **National Jail Workforce Survey Results**
>
> Approximately 1,200 staff members had plenty to say about how to improve their organizations, and especially about their agency's leadership. Among the repeated themes were:
> - Make the jail a priority;
> - Acquire pay parity with road patrol/law enforcement;
> - Assure consistent and fair leadership (e.g. remove nepotism and end favoritism);
> - Get rid of poorly performing employees;
> - Trust staff to do their job - stop micromanagement;
> - Have a genuine interest in and respect for employees;
> - Insure more employee diversity;
> - Improve accountability of managers and supervisors.

Table 9. Leadership Development and Promotional Opportunities: Staff Responses			
Job-related Variable	*Desired*	*Current*	*Gap*
Having opportunities for promotion	72%	67%	5
Having leadership development opportunities	67%	61%	6

When these statistics are displayed by age, as shown in Table 10, it appears that most younger workers believe such opportunities are important to keeping them (77%-83%), although they are considerably less important to those over age 44 (56-58%).

Table 10. Leadership Development and Promotional Opportunities: Staff Responses by Age						
Job-related Variable	*Age 28 or Younger*		*Ages 29 – 43*		*Ages 44 – 65*	
	Desired	*Current*	*Desired*	*Current*	*Desired*	*Current*
Having opportunities for promotion	83%	67%	76%	71%	58%	60%
Having leadership development opportunities	77%	65%	70%	62%	56%	54%

In comparison, many jail administrators responding to the National Jail Workforce survey (51%) do <u>not</u> believe there are sufficient upward advancement opportunities for employees. However, 90% agreed that these opportunities are important to keeping employees. The largest organizations generally reported that there are sufficient current opportunities for promotion (73%), as compared to only one-third of the smaller agencies.

In terms of the difficulties of retaining good employees in the absence of these developmental and promotional "lures," the question then becomes to what extent experienced workers will be available to provide a pool of talent from which to draw potential leaders. In that regard, almost 52% of all line staff who responded to the National Jail Workforce Survey plan to stay with their current job until retirement, but the number drops to 29% for those under age 28, with almost the same percentage of that age group who indicated they are not sure if they will stay—which raises concern about who will be around to become the next generation of leaders.

> **Experience in Jail Administration**
>
> In the 2008 National Jail Workforce Survey, administrators reported an average of 9.7 years working in jail management, with 35% holding their position for less than five years.
>
> In 2003, respondents to a National Institute of Corrections survey indicated that 20% of jail administrators held their position for less than 12 months.
>
> Connie Clem
> *Results of Data Analysis: NIC Needs Assessment on Correctional Management and Executive Leadership Development*, 2003.

These findings confirm what is widely discussed—i.e., that leaders are needed, and soon; that younger workers want career growth and advancement opportunities as well as promotional options in order to encourage them to stay; that jail administrators realize there are gaps between education/training and promotional opportunities; and that there may not be a large pool of experienced employees from which to make

> **Age Counts**
>
> In the public sector, the effect of an aging workforce is even more troubling than in the private sector. More than 46% of local government employees nationwide are 45 years of age and older, compared to only 31% in the private sector.
>
> Patrick Ibarra
> *The Myths and Realities of Succession Planning,* 2007.

managerial promotions. Apparently, not much has improved in the past five years.

Preparing the Next Generation of Jail Leaders

Given the clearly-identified need for future leaders to fill the shoes of departing executives, the question then becomes how jails are preparing for leadership succession. The results from the National Jail Workforce Survey revealed that:

- Only 32% of responding jail administrators appear to have a formal leadership development program that includes training;
- Another 32% have an informal leadership development program;
- Just 17% include mentoring in their formal program;
- Most (44%) simply use informal mentoring; and
- Nearly one-third (30%) employ none of these leadership development options at all. (Note: Figures do not total 100%, because multiple responses were possible for jails using more than one approach).

These responses show that few jails have formal leadership development initiatives, with most opting for more informal efforts. Interestingly, the smallest jails (ADP less than 150) report the highest percentage of formal programs with training, and the largest jails (ADP of 1,000 – 1,999) report the fewest. In contrast, NIC's 2003 survey found that almost all respondents reported that they had formal classroom training for senior-level employee development, and over half cited informal mentoring and/or on-the-job training (Clem, 2003); however, the NIC report included substantially fewer responding agencies.

> **Ideas that Work –**
> **What Corrections Is Doing to Prepare**
> **the Next Generation of Leaders**
>
> - One local jail, which is in the process of implementing a leadership development program, is leveraging the expertise of a nearby federal training facility.
> - Several state departments of corrections facing the same leadership realities as jails have been active in establishing innovative programs to develop their own leaders.
> - The program of the Ohio Department of Rehabilitation and Correction is moving forward with its mission of insuring a supply of qualified leaders, even in the face of daunting budget issues.
> - The North Carolina Sheriffs' Association sees their leadership program as critical to maintaining professional integrity and improving public safety.
>
> (For more details on these programs, see "Ideas that Work" on pages 132 and 133.)

Even though jails generally know well in advance what upcoming management vacancies will be created by pending retirements of senior level staff, most are not prepared to act quickly to fill the positions. Many jails appear to be depending on the currently available array of

resources for leadership preparation, even if the capacity of these resources cannot hope to keep up with the demand. For example, jail administrators and sheriffs reported that they rely on the following to prepare new leaders:

- Seminars such as NIC's Large Jail Network or instructional programs offered by NIC,
- State-level programs such as the Florida Criminal Justice Executive Institute,
- The FBI's National Academy,
- Private vendors' leadership programs,
- Institutions of higher education,
- Local or state in-service leadership programs,
- Annual association meetings or training sponsored by regional, state, or national professional associations,
- Certification programs such as those offered by the American Correctional Association, American Jail Association, Society for Human Resource Management, International City Management Association, etc.,
- State sheriffs' association programs for newly elected sheriffs or the NIC/NSA co-sponsored National Sheriffs' Institute, and
- Locally-sponsored, community-based leadership programs offered through chambers of commerce.

(Clem, 2003, p. 23-25, 28-29; McCampbell, Stinchcomb, & Layman, 2003, p. 67-69).

Not only are there an insufficient number of seats in most of these leadership development options, but there are also limits on the number of individuals from a single organization who can be accommodated. Funds for travel and tuition to off-site programs are also in limited supply. Moreover, while these existing resources may well provide excellent general leadership philosophies and strategies, they do not enable participants to immerse themselves into the realities, culture, and infrastructure of the agency which they will actually be leading. Therefore, solely relying on existing entities to prepare leaders does not provide sufficiently specific benefits to the organization, and cannot deliver the number of future executives needed.

Mission, Vision and Leadership

Knowing how to prepare an agency's future leaders is intimately linked with the jail's vision and mission. In Chapters Two and Three, the importance of aligning mission and vision with recruitment and retention initiatives was emphasized, and it is equally essential to the

leadership development discussion in this chapter. When leadership is synchronized with mission and vision, it facilitates and supports essential core competencies that are necessary to perform the job. For example, subject matter expertise in jail management and operations is important knowledge for leaders, but other skills, such as managing the external environment and using power effectively, are also critical at the executive level. How often has an agency promoted promising mid-managers, only to find that they are unsuccessful in upper-level positions because the skill set that made them great middle managers is not what is needed in a leadership capacity? As noted earlier, looking to future competencies, rather than focusing on what got people where they are in the organization today, is a key feature of organizational sustainability.

Jails and the Continuum of Leadership Development

Not surprisingly, jails follow the trend of the general workplace, acknowledging and recognizing an imminent shortage of qualified employees to fill leadership ranks, but doing little to identify and prepare upcoming leaders. Yet younger employees are looking to enhance their work experience with training, educational opportunities, and promotions—in fact, that is why many took the job. While jail administrators may recognize the gaps, they apparently are not always effectively preparing staff for leadership roles. The sizeable percentage of younger workers who appear ambivalent about staying on the job (almost 30%), will clearly be influenced by decisions made today about leadership development and succession planning.

Designing a Leadership Development Initiative

Effectively preparing future executives is not a matter of relying on self-starting employees to explore their own options for personal growth and professional advancement. Nor are jails alone in terms of the need to identify, motivate, mentor, and train their next leaders. To the contrary, this is a dilemma that many other organizations are also facing, so there are abundant opportunities to form leadership development partnerships with neighboring criminal justice agencies, institutions of higher learning, regional or state organizations, professional associations, and/or local businesses. But even the best collaborative partnerships are only one component of a

> **Develop Your Own Leaders**
>
> Promoting people from within is good for morale. People will want to join and stay with your organization because it develops its own people. And promoting from within is consistent with an empowerment philosophy that encourages people to take on responsibility, assume risks, measure outcomes, and grow through their achievements.
>
> Patrick Ibarra
> *Succession Planning: An Idea Whose Time Has Come, International City,* 2007b.

comprehensive executive development process (as outlined in the planning checklist for leadership development on page 126.)

Some of the steps of the planning process will look familiar, since many of the fundamental elements are quite similar to the strategic planning processes for improving employee recruitment and retention that were described in earlier chapters. In fact, the overall structure of the strategic planning process itself is essentially identical regardless of the topic—it is only the substance that differs. For example, each has a data analysis phase, but the information to be analyzed will obviously differ depending on whether the focus is recruitment, retention, or leadership development. However, that does not mean that all three of these workforce issues are independent entities that should be pursued in isolation. To the contrary, their inter-relatedness argues for a broad-based approach that encompasses all aspects of workforce planning. The successful result of a strategic plan to address employee retention, for example, will produce benefits for recruitment and leadership succession. Thus, while the remainder of this chapter describes a strategic planning process for leadership development, it is actually but one component of an all-inclusive emphasis on workforce issues.

Building the Foundation

Establish Commitment to Leadership Development

Preparing tomorrow's top executives must be the transparent and visible priority of those in leadership positions today, including the sheriff, jail administrator, county commission, and (if applicable) regional jail board. But beyond verbal assurances, their commitment must be backed by the resources and follow-up actions necessary to make it happen. Especially in light of the jail's fiscal limitations, building capacity through supplemental community resources (e.g., colleges, businesses, civic associations, other correctional agencies) helps to stretch scarce dollars as well as build collaborative relationships.

Communicate Agency Commitment to Employees and Other Stakeholders

Broadcasting the agency's leadership succession plan not only gets the message out to those who might personally benefit, but also creates opportunities for the community to participate and volunteer their resources. Especially in an organization where leadership succession has not been a priority or where past initiatives have failed, public pronouncements are helpful in creating both credibility and accountability.

Identify an All-inclusive, Collaborative Group to Guide the Process

As with other elements of workforce development discussed previously, establishing a group to guide this work is essential. Jails cannot create and sustain this level of change by themselves, nor ignore opportunities for collaboration in fiscally-challenging times. Thus, membership in the guiding coalition might include not only employees, but also representatives from all parts of the community who can help to assemble the variety of resources needed to make this initiative successful.

Assure that Leadership Development is Synchronized with Vision and Mission

There may be no other organizational endeavor that is more closely aligned with the organization's vision and mission than leadership development. It is, after all, forthcoming leaders who will be entrusted with the responsibility to guide the organization toward achieving its mission and fulfilling its vision. Likewise, it is these future leaders who will be determining what changes are needed based on internal and external factors that impact the agency's vision/mission. For example, an environmental scan, which projects future public policy trends and demographic changes, might help to determine whether the organization will become more (or less) engaged in such endeavors as inmate reentry, community-based alternatives, inmate education or vocational training, pretrial release initiatives, mental health outreach, or a myriad of other possibilities. If the jail plans to evolve into such new areas, vision/mission statements may need to be modified to reflect new directions.

While there are many different approaches to developing and revising an organization's vision and mission, as many employees should be included as possible, especially younger workers. About half of jail employees responding to the National Jail Workforce Survey reported that they now "have a say in how things are done" in the organization, and 70% indicated that "having a say" is important to keeping them. On the other hand, almost three-quarters of jail administrators said that employees now "have a say in how things are done" in the jail, with 89% acknowledging that having input is important to retention. Because of its fundamental role in shaping all other aspects of the organization, there is probably no more appropriate endeavor to open to widespread participation among all ranks than updating the organization's mission and vision.

Establish a Schedule with Timelines

As discussed previously, if the initiative is not well-structured with points of accountability, little progress can be expected. Although fiscal shortfalls may alter implementation schedules, establishing a timeline at least encourages the planning to proceed.

Designate Someone with Authority to Oversee the Program

As part of the agency's commitment, a person or position in the organization should be identified as having oversight responsibility. This does not necessarily require a new or full-time position, but recognizes that the entire process will work more smoothly and with greater accountability if there is a single point of contact. Much of the initiative's success relies on the coordinator's ability to access the agency leadership, leverage resources, manage the planning and implementation process, use evaluation feedback to make modifications, and communicate with all stakeholders.

Analyzing Related Information, Policies, Procedures, and Options

Assess the Current Process for Preparing Future Leaders and Related Resources

Documenting the activities presently being used to prepare the agency's leaders enables a critical examination of their content and relevance. For example, organizations may be sending employees to management or leadership development programs without assessing whether they are equipping participants with required core competencies and/or whether participants are applying the knowledge and skills when they return to the job. Such analysis might include:

¥ Questions about the effectiveness of training techniques;

¥ The qualifications of the instructors;

¥ Whether the material is generationally-relevant;

¥ To what extent learning actually occurs; and

¥ How the skills gained in the classroom transfer back to the job.

Training is sometimes offered merely to meet required mandates, without regard to whether the content is of value to the employee or the organization. Moreover, if training providers do not see jails as their customers, agency needs may not be taken into account. Closely scrutinizing the substance of the training being offered as well as its fiscal impact in terms of instructional costs, time away from the job for participants, related travel costs, etc. can be eye-opening, especially if the training is of marginal value or relevance.

Determine Employee Interest in Leadership Development Opportunities

Assessing the interest of employees in leadership development, job enrichment, and/or promotions is necessary for several reasons. First, if employees do not envision themselves in leadership roles, the jail's administration may need to more carefully examine why this is true and undertake measures designed to emphasize the importance of younger workers to the future of the organization. Secondly, if there is interest, quantifying its magnitude will help to identify the resources needed. Moreover, once the agency's leadership succession plan is implemented, interest is likely to increase as achievement attracts even the skeptics. Documenting the current educational attainment of employees also helps to define what academic elements might be necessary to launch a leadership development initiative. Interestingly, while jails are likely to know the approximate educational level of their inmate population, the same information about their employees is not often as readily available.

Collect and Analyze Data Describing Current and Future Leadership Needs

An organization may wish to collect and maintain data to inform its workforce planning efforts. This includes such information as how many employees are eligible to retire over the next ten years and how many are certain to retire by a specific date (based on their enrollment in retirement-preparation programs). Undoubtedly, both the economy and personal circumstances will influence precisely when employees will retire, so exact computations are not possible to calculate. But having this information will provide general guidance in terms of potential expectations, thereby helping to identify what resources the agency needs to devote to leadership development. No doubt there are long-term employees who possess information that is critical for the organization's functioning in areas such as fiscal management, human resources, labor relations, contracting, etc. Establishing a process by which this knowledge is transferred to others in an orderly fashion not only enhances successful transition at retirement, but also can serve as a vehicle for a mentor/mentee relationship that can improve job satisfaction for all involved. (See the "Helpful Hint" on page 130 for more data collection information.)

Develop and Communicate Core Competencies Needed by Future Leaders

Beyond projecting the number of executives that will be needed, the foundation for preparing tomorrow's leaders also requires identifying the core competencies in which they must excel. Core competencies - the knowledge, skills, and abilities needed to lead the organization - are based on review of the agency's vision/mission, along with analysis of current and projected

leadership demands, as indicated by both internal data and an external environmental scan. Competencies for the next generation of jail leaders will vary depending on a variety of factors, including facility size and organizational structure. For example, in smaller jails, the administrator may wear many hats, including fiscal officer and personnel director. As a result, their core competencies will extend beyond the ability to lead employees who perform these functions, embracing actual substantive knowledge of these topical areas. Likewise, in organizations with elected sheriffs, command staff may be expected to be competent in a wider variety of areas beyond traditional jail functions, as the top leadership may be rotated.

In that regard, it is important to keep in mind that core competencies for leaders do not focus strictly on subject matter expertise in jail operations and management. As noted previously, subject matter expertise is the foundation of a good leader, but employees must "grow into" a higher level of competencies to move from management to leadership. Those who are interested in promotion therefore need

> **Training Instead of Leadership Development?**
>
> For too long, many public sector organizations have invested the lion's share of their training budgets on technical or compliance training. Instead, more dollars should be invested in training employees in the so-called soft-skill areas. These soft skills - the ability to exercise good judgment, manage resources, and execute goals and objectives - are what employers critically need to ensure the delivery of public services.
>
> Patrick Ibarra
> *The Myths and Realities of Succession Planning,* 2007.

opportunities to stretch their skills and knowledge in areas other than jail operations, such as budget preparation, personnel management, labor negotiations, public speaking, media relations, and the "soft skill" areas noted in the accompanying text box.

When the core competencies have been developed and quantified in objective terms, communicating them to the employees makes a commitment to a transparent and inclusive process. As one jail administrator commented during a focus group meeting "We tell people, this [the core competencies] is exactly what you need to know and be able to do to be a leader here." If they want to become leaders, it is then incumbent upon them to take advantage of the training and education offered by the agency, or to seek knowledge and expertise through other venues such as distance learning or local institutions of higher education."

Identify Existing Leadership Training Opportunities

As noted earlier, jails are not the only public and private entity facing the challenge of preparing their next leaders, and gathering information about what others are doing enables the jail to assess available resources. In addition to the more obvious options that may exist in

vocational schools, colleges, or universities, other public organizations and the business community should not be overlooked. If there is a dearth of developmental resources available, this is an opportunity for the jail to propose a community-wide collaboration.

Assess Potential Impact of Collective Bargaining Agreements or Administrative Rules

As the data-gathering process concludes, information about the positive or negative impact of existing collective bargaining agreements and/or administration rules on the implementation of a leadership program should be assessed. Interestingly, when jail administrators responded to the National Jail Workforce Survey about the influence of their collective bargaining agreements and/or their union on training opportunities, 78% of administrators reported that there was no influence, and another 15% reported the union had a positive influence. When asked about any influence it has on who gets promoted, 87% said the union or collective bargaining agreement had no influence, and 6% reported a positive one. (See Appendix E for more information.) As these results indicate, some of the perceived barriers to leadership development programs may be inaccurately attributed to collective bargaining agreements and/or administrative rules.

Developing the Action Plan

Involve Employees and Stakeholders in Program Development

Continuing the commitment to employee and shareholder inclusiveness outlined earlier, this strategy should be extended to the implementation phase. This involvement can take the form of an official committee that coordinates and monitors the program, or an ad hoc group assembled periodically to assure that it is meeting the needs of employees as well as the organization. Moreover, it should extend beyond the jail to embrace other public and private collaborators from the surrounding community.

Identify Specific Components of the Leadership Program

The core competencies, which form the basis for the leadership development, can be conveyed to employees using different learning strategies and job experiences. In addition to traditional classroom learning, other generationally-relevant and fiscally-responsible means exist to impart the knowledge and experience needed, such as:

- Computer-based seminars or distance learning;
- The National Institute of Corrections' e-learning library;
- Job shadowing, rotation, or simulations;
- Structured internal or external work assignments;

- Assessment centers;
- Individual assessments;
- Professional certification programs;
- Mentoring experiences;
- Structured reading assignments;
- Team projects on issues of importance to the jail or the community in general;
- Assignment as liaison to community and local government groups;
- Collaborative leadership development programs; and
- Creative educational partnerships with local colleges or universities.

This list is merely a brief overview of some nontraditional strategies which, when carefully structured, managed, and evaluated, can contribute to enhanced proficiency in terms of developing core competencies. These examples are also appealing to newer workers who are action-oriented and value hands-on experiences. A combination of agency-sponsored classroom or work experience, for example, mixed with resources from local colleges, businesses, professional conferences, and NIC resources can provide a blend of developmental options for interested employees.

Establish Procedures for Selecting, Training, and Supervising Mentors

The newest generations in the workplace want mentors and coaches as part of their worklife. Part of assembling a leadership development plan, therefore, demands clarifying the role of mentors/coaches, along with requisite skills. Then the mentors will need both initial and refresher training, along with ongoing supervision. It should be noted, however, that these should not be the same people who conduct performance appraisals for those they are coaching or mentoring. To the contrary, their job is to informally guide, encourage, and, when warranted, even scold those who are under their wing. But most importantly, they will model the behaviors expected of organizational leaders.

To some, mentorship may sound like a relatively undemanding addition to their job that requires little more than a bit of extra time and patience. As a result, mentorship can become an ad hoc assignment that is neither officially recognized nor given the serious attention that it deserves. But if mentors will be part of leadership development, carefully selecting, training, and supervising them will not only provide program backbone, but will also serve as another indication that the organization is serious about leadership development.

Define Anticipated and Desired Outcomes in Measurable Terms

Clearly stating the program's objectives or anticipated outcomes will identify the information needed to measure and evaluate it. These outcomes may focus on the agency overall as well as the individual participants. For example, they might include:

- Whether the job-relevant knowledge and skills of employees increased;
- Whether the length of time is reduced between leadership vacancies occurring and positions being filled;
- What level of participation the initiative generated throughout the agency;
- How participants evaluated the program;
- What the program's impact is on attrition;
- Whether employee attitudes changed; and
- To what extent the program improved job performance and/or satisfaction.

Determining benchmarks and evaluation criteria is not only a critical element in obtaining and sustaining resources, but periodic feedback also enables adjustments and mid-course modifications to be made. Establishing the evaluation process before the program is launched is important to program integrity and long-term sustainability, since an objective and systemic evaluation provides both structure and accountability for the leadership initiative.

Secure Requisite Resources

While the stark fiscal reality facing jails today cannot be ignored, attempts should still be made to locate necessary resources. In addition to the fiscal impact of relieving staff from assigned duties to participate, there are direct expenses associated with many (if not all) of these program elements. Carefully planning, leveraging community resources, and using existing training budgets can help to address costs. Staged implementation of the plan is another option.

> **Leadership Development as Part of a Comprehensive Personnel Analysis**
>
> A quality succession plan identifies opportunities to redefine vacant positions or existing roles, reallocate talent in areas best utilized within the agency, or outsource job functions to maximize organizational efficiency and effectiveness.
>
> Karen M. Jarrell and Kyle Coby Pewitt
> *Succession Planning in Government: Case Study of a Medium-sized City*, 2007.

Engaging individual elected officials and the funding authority in the planning process can be a helpful strategy, as it enables them to see the needs firsthand, and can also assist the jail in more areas than just leadership development. Likewise, support systems can be identified to advocate for funding or in-kind contributions, such as agency stakeholders, business partners,

and employee organizations. If succession planning is part of an agency-wide personnel analysis initiative, it may also be possible to stretch scarce dollars and staff resources through such creative approaches as job-sharing, civilianizing, or consolidating some positions. Moreover, outlining a program which clearly delineates core competencies can also encourage employees to begin their own self-initiated journey toward equipping themselves for upward mobility in the face of fiscal realities.

Establish Eligibility, Selection, and Implementation Procedures

Among the challenges for jail leadership programs is to gain widespread support and participation, while at the same time cost-effectively using scarce resources. In that regard, the choices are either developing an application and selection process to admit a set number of participants based on specific job-related criteria or opening the program to all those who are interested, regardless of their work history or job performance. Each of these options, plus other alternatives which may be identified in the planning stages, have benefits as well as drawbacks. Ultimately, the option selected must be consistent with the agency's mission and vision.   For example, if the vision and mission statement includes language about empowering employees and pushing decision-making to the lowest levels of the organization, then the selection option of opening the program to the larger number of employees is consistent with that intent. There is no "right" or "wrong" approach, only what is best suited for the jail's needs, based on the circumstances, resources, and vision/mission.

A blended approach might be preferable, communicating the core competencies to all employees and allowing each person to decide for themselves if and how they will engage in developmental efforts designed to achieve the specified competencies. It is also essential to establish criteria for how staff members move from one level to another in the overall leadership development process. For example, if a certain knowledge base is a required element of the organization's strategy to prepare leaders, employees may have to demonstrate proficiency in order to be considered for participation in subsequent steps of the process.

As a component of the leadership development initiative, career counseling, coaching and/or mentoring may help employees see their long-term job options within the jail, thus encouraging them to stay. Many newer workers want challenges and different developmental opportunities without necessarily being promoted through the ranks, so creating "spider-webs" of career options, laterally moving from one set of job functions to another reflects the innovative

thinking required to keep younger workers. Rather than having to be promoted to experience new challenges, the "spider web" concept permits employees to change job assignments from one functional area to another - for example, from security to classification or from transportation to records. Since such a process is not meant to destabilize important functions or create a perpetual learning strain, time parameters on each assignment would be needed.

Regardless of the specific approaches pursued, objectivity, transparency, and fairness in all phases of the program are critical to success. This is a particularly sensitive issue in jails, as reflected in feedback from the National Jail Workforce Survey, in which staff expressed considerable concern about unfair management practices. Especially in organizations with elected sheriffs, a challenge for any leadership initiative is to address perceptions—whether reflecting reality or not - that those who participate in executive development are pre-selected by (or linked personally to) those in charge, thereby potentially placing their careers in jeopardy when there is a change in the administration. Written procedures governing leadership development, as well as objective program management, can assist in establishing political boundaries and dispelling concerns that it reflects favoritism or unfairness.

Initiate a Program Participation Tracking System

In order to evaluate leadership development, relevant data must be routinely maintained. Additionally, its credibility will be intertwined with accurate record-keeping. Beyond program evaluation, however, data-gathering serves another purpose for the individual participants. When a particular pathway to promotions is established, the employing agency must maintain accurate information that documents the individual employee's achievement of requisite benchmarks for reference at the time that promotional openings become available.

Implementing and Evaluating the Program

Identify Public and Private Partners for Leadership Development

By assessing the current state of leadership development in the community, the identities of potential partners will emerge. In this regard, it is beneficial to look beyond the obvious public agency affiliations to the wider world of business and industry. When such arrangements are forthcoming, establishing explicit expectations on all sides will strengthen relationships and provide a basis for problem-solving as the program grows. Even if local enterprises do not have the interest or ability to enter into a collaborative agreement, there is no harm in asking, and such

interactions may well broaden their view of the jail, and subsequently, their likelihood of supporting its initiatives.

Use Generationally- relevant Strategies and Alternative Knowledge Delivery Options

This will not be "your father's" leadership development initiative. Success will be predicated on generationally-relevant strategies that move beyond classroom instruction into nontraditional learning experiences. The Baby Boomers who comprise most jail command staff will need to relinquish their belief that "that's the way we've always done it here" and experiment with newer learning options, experiential strategies, and knowledge delivery systems.

Keep Everyone Informed—Communicate, Communicate, Communicate

Throughout this guide, sheriffs and other jail leaders have been urged to expand communication with all stakeholders regarding workforce issues. While that message may begin to sound redundant, the admonition to keep everyone involved reflects the fact of life that an over-burdened administrator can easily let communication slip, or assume that everyone is aware of the most current information on leadership development and related initiatives. Where there is so much at stake, involvement is the best approach. Otherwise, employees will fill in the empty blanks using their own imagination.

Widely communicating the jail's intention to prepare the next generation of leaders from within also invites participation in the leadership development process. And maximizing participation helps to ensure success. Especially in organizations where such approaches are new, or where a similar program was abandoned in the past, employees need reassurance that this initiative will address *their* needs, not just those of the organization. By clearly communicating the agency's personal concern, along with assuring that employee input will be an integral part of the program's development, trust and commitment in the process will be enhanced.

Use Informal and Formal Evaluation Results to Make Program Modifications

Implementing a leadership development program with adequate administrative support, classroom space, data collection and analysis capacity, and ongoing oversight all help to ensure both its initial success and long-term sustainability. In addition to the use of traditional participant evaluations at the conclusion of each seminar or training class, other measures of success might include documentation of:

- The number of participants in each of the program's components;

¥   The value added to the agency and/or the community by implementing the findings of team (or individual) research projects;

¥   Informal feedback from participants through follow-up surveys or focus groups;

¥   The increase in job satisfaction of those experienced employees who are mentors and coaches for the up-coming leaders;

¥   Costs (and, when feasible, the value of returns) associated with the initiative;

¥   The impact on jail operations (e.g., inmate grievances, safety, discipline, etc.);

¥   Feedback from community and business partners;

¥   The ability of the program to provide well-prepared staff to step into organizational leadership roles in a timely manner as vacancies become available.

Using these and other relevant feedback measures enables program administrators to monitor progress and make any necessary mid-course corrections. Additionally, such measures can serve as the basis for periodic reporting to the jail's managers and staff, as well as communication with funding authorities, stakeholders, and the public about program achievements. In any event, the evaluation criteria established during program design should enhance both accountability and transparency.

Make Necessary Adjustments Based on Feedback

As with the strategic planning processes for recruitment and retention discussed earlier in this document, anticipating the need for mid-course corrections and the ability to act on that information is critical to the long term success of the initiative. Acknowledging that everything did not go as planned, or that changes need to be made based on implementation experience and employee feedback is an administrative strength rather than a weakness.

Conclusion

There is little doubt that the need for identifying, developing, and empowering the next generation of jail leaders demands immediate response. While resources to do so will remain a challenge, the lack of a leadership development program not only risks organizational turmoil, but also potentially demoralizes employees and jeopardizes everything from inmate security to public safety. Doing nothing, waiting to see what happens next, or relying exclusively on outside resources to prepare the next generation of jail leaders are not responsible options.

Nor is effective leadership development only about projecting upcoming managerial vacancies. While looking ahead is a fundamental ingredient, the key is to proactively determine

how to fill anticipated openings in a manner that sustains organizational vitality. That means capturing the commitment of the youngest members of the workforce through generationally-relevant career advancement opportunities, hands-on experiential learning, and making leadership opportunities available to everyone who wants to move ahead. Ultimately, a carefully designed program will not only ensure availability of future leaders but will also contribute to an improved workplace, regardless of employee aspirations.

Raising the next generation of leaders, inviting participation in establishing the initiative, setting clear guidelines and expectations, and providing for maximum participation all help to promote success. In the final analysis, passing on the leadership reins should not be a unilateral decision made by "ivory tower" executives anointing their predetermined successors. Rather, it should be the end result of a sequential learning and experiential process that is designed not only to prepare employees for future responsibilities, but also to inspire future leaders to maintain the passion when the torch is passed to them.

To see more employee recruitment and retention data from the National Jail Workforce Survey see Appendix F.

Leadership Development Planning Checklist

Step One: Building the foundation
- Establish commitment to leadership development
- Communicate agency commitment to employees and other stakeholders
- Identify an all-inclusive, collaborative group to guide the process
- Assure that leadership development is synchronized with vision/mission statements
- Establish a schedule with timelines
- Designate someone with authority to oversee the program

Step Two: Analyzing related information, policies, procedures, interest, and options
- Assess the current process for preparing future leaders and related resources
- Determine employee interest in leadership development opportunities
- Collect and analyze data describing current and future leadership needs
- Develop and communicate core competencies needed by future leaders
- Identify existing leadership training opportunities
- Assess potential impact of collective bargaining agreements or administrative rules

Step Three: Developing the action plan
- Involve employees and stakeholders in program development
- Identify specific components of the leadership program
- Establish procedures for selecting, training, and supervising mentors
- Define anticipated and desired outcomes in measurable terms
- Secure requisite resources
- Determine program eligibility
- Establish a transparent and objective participant selection process
- Develop implementation procedures
- Initiate a program participation tracking system

Step Four: Implementing and evaluating the action program
- Create partnerships with public and private agencies
- Use generationally-relevant strategies and alternative delivery options
- Keep everyone informed
- Use informal and formal evaluation results to make program modifications and improvements
- Make necessary adjustments based on feedback

Helpful Hint:
Leadership Development Initiatives

There is a wide variety of both agency-based and collaborative options for providing employees at all levels with opportunities for personal growth and professional development. The examples that follow are not meant to be all-inclusive, but rather, to stimulate thinking about creative approaches.

1. Distance or e-learning – Offered via desk top computer with Internet access, these training programs supplement specific course topics which may not be available locally, in addition to providing flexible, cost-effective learning that fits the participant's schedule. Today, distance learning options are part of the course offerings of most colleges and universities, as well as private training providers.

2. Agency-sponsored seminars – Instruction offered in-house generally addresses agency-specific issues such as budget preparation and fiscal management, human resource management, designing and evaluating programs, etc. Such seminars may also include employees of other jails, state corrections agencies, or local government, thereby enriching the learning experience and providing a cross-section of perspectives as well as networking opportunities.

3. Team projects on issues of importance to the agency or the community – By assigning specific projects to a team of employees, practical, real-life problem-solving skills can be developed within the realities of the political environment. This strategy enables participants to learn about internal and external resources, political processes, information-gathering challenges, coalition-building, and the dynamics of report preparation and presentation. Examples of projects might include updating recruitment strategies, designing a correctional officer training program, developing an employee recognition program, or establishing a speaker's bureau. Since this is not meant to be a "make-work" strategy, the organization must be willing to consider implementing recommendations of the teams. (For example, a feature of the Ohio Department of Rehabilitation and Correction's executive leadership program that is described later under "Ideas that Work" includes sponsorship by someone in an agency leadership position to ensure that the project is relevant and that it will be considered for implementation).

4. Structured assignments – Providing specific opportunities for workers to conduct research and/or problem-solving based on the needs of the organization, these assignments might encompass such options as assessing sick leave usage and developing options to address it, designing an employee satisfaction (and/or exit) survey, improving relationships with other public agencies, etc.

5. Job simulations – Similar to exercises that are used in promotional assessment centers, simulations create job-related scenarios with participants expected to take action to resolve the situation. Feedback is then provided, making suggestions for improvements. This is a low risk strategy allowing employees to make mistakes in a safe environment and learn from the experience. The simulations must be realistic, recognizing that there may not be one "right" way to address an issue, and objective criteria are needed to

evaluate responses, along with orientation of those who will evaluate and assess the participants. Overall, focus is on creating a constructive learning experience.

6. Job rotation – Designed to broaden the perspective of those in the leadership development program, job rotation includes assignment to different duties in the organization for a sufficient period of time to allow participants to learn the specific functions and be held accountable for their work products.

7. Assessment Centers – Using a tool that is often employed to assess candidates for promotion, assessment center results can also be used to establish a personal development plan to address the employee's strengths and weaknesses. The results may also give jail administrators feedback regarding the readiness of employees for management and/or leadership positions, as well as help to identify what developmental resources are necessary to advance the process.

8. Professional certification programs – Capitalizing on the resources of professional associations, employees are encouraged to pursue the requirements of various credentialing bodies, such as the American Jail Association's Certified Jail Manager program and the American Correctional Association's Certified Corrections Executive program. The jail should decide which certifications will be acceptable, including relevant options outside of criminal justice, such as those offered by the Society for Human Resource Management and the International City Management Association.

9. Assignment as liaison to community or local government agencies – Along with enabling employees to learn the dynamics and politics of their community, this option also increases the jail's visibility in the area. For example, participants might be assigned to attend meetings of community organizations to represent the jail, provide information, and address issues of mutual concern. Organizations that could be targeted for this strategy might involve the locally-elected council or commission, Rotary, Kiwanis, or other civic organizations, victim services groups, etc.

10. Reading assignments – Beyond merely providing staff members with a reading list, this includes the opportunity to join discussion groups or other structured events in which participants may talk about what they have read and its implications for and transferability to the jail. (See the annotated bibliography in Appendix C for reading suggestions.)

11. Job shadowing – While the length of time might vary from a day to a week or longer, leadership aspirants are assigned to work alongside senior administrators in positions for which they may be future candidates. As one works under the wing of the other, job shadowing may also evolve into a mentoring relationship.

12. Computer-based seminars and use of other related technology – Using commercially available computer/web conferencing software, agencies can create and store their own web-based training which can either be viewed live or accessed at a more convenient future time.

13. Mentoring programs - Designed as an informal means to transfer knowledge, mentoring is also a way to link veteran staff to new employees and help to bridge the generation gap

that exists in many workplaces. Such programs must have criteria for selecting, training, debriefing and supporting the mentors, who should be prepared to offer the employee honest, informal feedback in a safe setting (i.e., not formal performance appraisal).

14. <u>Individual assessments</u>—Among the many tools on the market that can help people gain insight into their strengths and weaknesses are the Fundamental Interpersonal Relations Orientation-Behavior ™ (FIRO-B™), 360 feedback instruments, Myers-Briggs Type Indicator® (MBTI®), the Emotional Competence Inventory ® (ECI), etc. (See Campbell, 2005: 34-44). Career centers at local institutions of higher learning, other units of government at the state and local level, as well as human resource professionals can provide advice and options for incorporating these self-assessment tools into a leadership development initiative.

15. <u>Independent assignments in the community</u> – These expose participants to the internal operations of other public and private organizations in the community which are consistent with the agency's core competencies. Under such arrangements, public sector agencies "loan" their employees to community initiatives for relatively short periods of time, such as the United Way or other community betterment programs, or individuals participate in community-based leadership development programs such as those managed in many locations by the chamber of commerce.

16. <u>Collaborative public agency leadership development programs</u> – By combining their resources with others, jails can create leadership development initiatives that are fiscally responsive while at the same time broadening the view of participants. Examples of partners might include other local jails, the state department of corrections, law enforcement organizations, and community corrections, as well as other government agencies.

17. <u>Collaborations with local institutions of higher education</u> – Colleges and universities with criminal justice, public administration, social work, or other related programs may well be interested in working with jails to provide leadership development opportunities in the form of training courses or seminars. This type of collaborative effort brings potential students to them who want to experience college-level work, and who may also ultimately be interested in completing a degree program. The jail should be certain that the academic institution is clearly aware of the core competencies identified for its future leaders so that they can be addressed in relevant coursework. As noted earlier, most colleges and universities offer on-line programs, thereby eliminating the need to travel to and from campus locations and making programs available during times when employees do not have to be released from work to participate. Especially if leadership development is pursued as part of a broad-based workforce initiative that embraces recruitment and retention as well, these programs can be linked to internship opportunities for college students not currently employed, thereby providing future career opportunities for them and fertile recruitment for the jail.

Helpful Hint:
Generational Data Collection

Many organizations use workforce data to improve management and decision-making, but few have collected statistics by generations, which, among other things, can help to:

- Identify potential conflicts due to generational differences;
- Plan to train new supervisors and/or managers (based on, for example, the number of Baby Boomers holding such positions who may be retiring);
- Anticipate new positions that need to be filled;
- Plan for leadership development programs based on retirements and promotions;
- Project anticipated growth (or shrinkage) in the number of employees.

For example, the charts below show how such data can be displayed in visual form.

Generations in the Workplace

Traditionalists 1.3%
Millennials 14.6%
Boomers 34.5%
Xers 49.6%

Line Staff By Generation

Veterans 1.49%
Millennials 16.54%
Boomers 31.78%
Xers 50.19%

Top Managers by Generation

Xers 14.3%
Boomers 85.7%

Attrition by Generation 2003 - 2007

- Traditionalist/Veterans
- Boomers
- Xers
- Millennials

First Line Supervisors by Generation

Xers 45.2%
Boomers 54.8%

Hiring By Generation 2003 - 2007

- Tradtionalists/Veterans
- Boomers
- Xers
- Millennials

The following tables show the types of data that an agency may wish to collect and routinely update. (Traditionalists/Veterans: Born before1943; Baby Boomers: Born 1943 – 1964; Generation X: Born 1965 – 1980; Millennial: Born 1981 – 2000)

Current breakdown of generations at work	#
Veterans	
Baby Boomers	
Generation Xers	
Millennials	
Total	

Current position breakdown by generation				
	# Top Managers	# Mid-Managers	# First Line Supervisors	# Line Staff
Veterans				
Baby Boomers				
Generation Xers				
Millennials				
Total				

Attrition Data – Everyone leaving employment by year. Retirements can be noted in parenthesis next to the total number leaving; e.g., if 15 left and 4 were retirements, note as 15(4)							
	2003	2004	2005	2006	2007	2008	2009
Veterans							
Baby Boomers							
Generation Xers							
Millennials							
Total							

Hiring Data – Number of people hired by generation each year							
	2003	2004	2005	2006	2007	2008	2009
Veterans							
Baby Boomers							
Generation Xers							
Millennials							
Total							

Number eligible for retirement				
	# Top Managers	# Mid-Managers	# First Line Supervisors	# Line Staff
2010				
2011				
2012				

Ideas that Work:
Sheriff's Leadership Institute

The North Carolina Sheriffs' Association sponsors a four-week Sheriff's Leadership Institute, (conducted over a 16 month period) to provide technical and leadership skills to both new and experienced sheriffs.

The first two weeks are for newly elected sheriffs only, with focus on essential competencies needed in the first three months of office. This phase includes both an assigned mentor and an orientation to the authority and legal liability of the sheriff, hiring/firing considerations, and fiscal accountability. The entire second week is devoted to an in-depth review of detention facilities, mental health issues, civil process, working with the media, court security, and budgeting.

New sheriffs are joined in weeks three and four by experienced sheriffs. The emphasis of these final two weeks shifts to leadership development and self-assessment, ethics and integrity, organizational culture, working with multiple generations, employee recruitment and retention, team building, and crisis management. Throughout the program, participants also benefit from access to a comprehensive manual containing a wide variety of resources on these topics.

North Carolina Sheriffs' Association

Ideas that Work:
Mastering the Trade – Tomorrow's Leaders

Anticipating that tomorrow's leaders will be needed sooner rather than later, the Jacksonville (Florida) Sheriff's Office has initiated a broad-based, agency-wide leadership development program that is open to all employees, both sworn and civilian. Using the resources and advice of the nearby Federal Law Enforcement Training Center, four levels of coursework have been identified, which in the future may become prerequisites to applying for promotions:

➢ *Level 1: What is a leader?* (e.g., understanding attitudes, values, principles, and ethics)
➢ *Level 2: Becoming a leader* (e.g., leading in a diverse organization, situational leadership, creating employee plans, evaluation, emotional intelligence, coaching, mentoring,)
➢ *Level 3: Mid-level management* (e.g., effective writing, stress/conflict management, team-building, navigating politics, communicating with the generations, organizational change, media relations, incident response planning)
➢ *Level 4: Executive development* (e.g., emerging technologies, budget management, advanced exercises).

Perhaps the most significant aspect of this leadership development program, however, is that it will be linked to the agency's employee appraisal system. Coupling these two initiatives will provide staff with specific information about how they can "master their trade" as they move upward in the organization.

Jacksonville (Florida) Sheriff's Office

Ideas that Work:
Developing Leaders throughout the Organization

The Ohio Department of Rehabilitation and Correction is committed to developing its next generation of leaders, not only to assure the organization's sustainability, but also to challenge and motivate employees. The department's leadership programs build on core competencies identified by the National Institute of Corrections (see annotated bibliography in Appendix C), practical exercises, mentors, job shadowing, and individual as well as team projects. Other components include the following:

➢ A 40-hour *Career Development* course helps line employees interested in promotions prepare for supervisory responsibilities.

➢ A 40-hour *New Supervisors Course*, which must be completed within six months of promotion, focuses on practical exercises and competencies needed in such areas as conducting performance appraisals, coaching, understanding labor relations, and handling employee grievances.

➢ An 80-hour *Correctional Management* program, (with each one-week session conducted three to five weeks apart), incorporates budgeting, media relations, and individual assessments, also requiring participants to collaborate with their supervisor on a specific project to improve their facility.

➢ A 120-hour *Executive Leadership* program is spread across three one-week sessions. Again using NIC core competencies, facilitators engage the participants as mentors, working with them on their personal development plans. A 360-degree evaluation is included, along with coaching, goal-setting, and job shadowing. Participants work in teams under the sponsorship of a deputy director to complete detailed projects aimed at analyzing and improving the agency. The program is rigorous, including on-line and classroom testing of reading materials, and demonstrated progress on personal development plans. Through a cooperative partnership, this program is now available to jails throughout Ohio, enabling the inter-agency sharing of resources in a state hard-hit by recent economic conditions.

Ohio Department of Rehabilitation and Correction

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Additional Resources

Florida Department of Law Enforcement (FDLE). The Florida Criminal Justice
Executive Institute (FCJEI) at http://www.fdle.state.fl.us/FCJEI/

U.S. Department of Justice, National Institute of Corrections (NIC). Needs Assessment
Survey Results at http://www.nicic.org/Results.aspx

International City Management Association (ICMA). The Next Generation Initiative: A
Collection of Articles from PM Magazine from 1992 – 2007 at
http://icma.org/main/ld.asp?ldid=20708&hsid=1&tpid=21&stid=97

AARP. AARP's Workforce Assessment Tool at www.aarp.org/workforceassessment.
This is a no-cost on-line tool to assess your workforce's age, skill shortages, and
create an age-friendly workplace.

CHAPTER FIVE

BRINGING IT ALL TOGETHER:
STRATEGIES FOR SUCCESS

CONTENTS

A Call to Action – Doing Nothing is Not an Option

Sheriffs and jail administrators have long lamented the difficulty of attracting and retaining high-caliber, career-minded employees. No doubt, many of those staffing America's jails are, in fact, highly skilled and committed. But their attraction to this field and retention in it has more often been the byproduct of fortuitous luck or inadvertent circumstances than the intentional outcome of farsighted planning or strategic initiatives. Contributing to this dilemma has been the lack of knowledge among both elected officials and citizens about the jail's far-reaching mission, complex operations, and importance to the health, safety, and wellbeing of the community. Despite often lacking both sufficient resources to do their job and appreciation for their work, leaders must take the initiative to refurbish the public's image of the jail in order to recruit and retain not only the line staff to meet operational needs today, but also those with the leadership potential to inspire a future that improves upon the past.

> **Doing Nothing?**
> **Not an Option**
>
> As members of the National Workforce Advisory Panel, who guided the development of this document, considered the message for this final chapter, they were adamant – jail administrators and sheriffs *must* shake off the traditional "woe-is-me" mantra that tends to characterize this field and aggressively confront workforce issues. While acknowledging that there may be some formidable obstacles, doing nothing, or worse, continuing an unsuccessful status quo *is not an option*.

Throughout this toolkit, a wide variety of action planning and implementation strategies has been recommended. Some of them are creative and innovative. Others are more fundamental

and straightforward. Some are broad-based and far-reaching. Others are more limited in scope. Some require additional resources. Others need nothing more than determined resourcefulness. The point is that jails of all sizes, organizational structures, and geographic locations should be able to find something they can put to use in the preceding chapters, which have included:

- Informative insights of staff and administrators, as reflected in findings from the first National Jail Workforce Survey ever to be conducted;

- Strategic planning processes designed to proactively enhance recruitment, retention, and leadership development efforts;

- Urgent emphasis on starting now to prepare the next generation of leaders;

- The ongoing need to align workforce-related initiatives with the jail's vision/mission, as well as assure their generational relevance;

- A multitude of ideas from the field that are proving successful in jails throughout the country; and

- Many resources, including the annotated bibliography, helpful hints, ideas that work in the field and research cited within each individual chapter.

That represents a lot of information, ideas, and insights to take into account, which at first glance, may seem to be somewhat overwhelming. Obviously, everything cannot be addressed at once. Moreover, neither the diversity of America's jails nor the multi-faceted dimensions of workforce issues lend themselves to a "one-size-fits-all" approach. Administrators are therefore encouraged to mix-and-match those aspects of the guide that are most relevant and responsive to their particular situation. Nevertheless, there are certain basic steps that will be essential, regardless of the setting or operational details. These include:

- Making the commitment;
- Gathering the necessary information;
- Developing the strategic plans;
- Following through with the subsequent implementation;
- Assessing the ongoing results;
- Communicating continually with both employees and stakeholders; and
- Using the feedback to make further improvements.

These steps are summarized here in an effort to put the entire process into a broader perspective, as well as to emphasize key considerations related to each step.

Plotting the Roadmap – Where Are We Going and How Do We Get There?

Building the jail's 21st century workforce is a long road that calls for a guiding map. Just as no one would embark on a lengthy car trip without a clear idea of the starting point, the ultimate destination, and the best route to get there, workforce planning likewise demands a comprehensive roadmap. When the jail's current situation is clearly identified and compared to long-term expectations, however, it may seem as if the trip will be too long and complicated. In fact, it is easy to get discouraged early on by the complexity of the challenges. But as an ancient proverb sagely notes, "a journey of a thousand miles begins with a single step."

Making the Commitment to Change

With regard to jail-related workforce planning, that single step is simply making the commitment to do something. Like other government agencies that are often mired in the "if it ain't broke, don't fix it" mentality, tradition has a way of discouraging initiative in jail settings. Making the commitment can therefore be as simple as determining to thwart tradition by taking action to:

> **A Shared Vision is Powerful**
>
> The real power of a vision is unleashed only when most of those involved in an enterprise or activity have a common understanding of its goals and direction. That shared sense of a desirable future can help motivate and coordinate the kinds of actions that create transformations.
>
> John P. Kotter
> *Leading Change*, 1996.

- Assure that improvements in recruitment, retention, and leadership development are a top priority for the entire organization;
- Assemble an inclusive team of key people with the mandate, authority, and personal commitment to address workforce issues;
- Include stakeholders, community representatives, and public policy-makers who control budgets and other resources; and
- Assess, clarify, and communicate the agency's vision and mission, assuring that it addresses the workforce-related needs of the organization and its employees.

Gathering the Information

No problem can be solved without knowing what is causing it. That is self-evident. The difficulty comes when we think the causal factors are apparent, but upon closer inspection discover that our assumptions were wrong. It may, for example, seem apparent that high turnover is a result of inadequate salaries. However, an actual study of departing employees might reveal that their reasons for leaving are far more complicated than the size of their

paycheck. Agencies that do not make a habit of listening to what their employees are saying are especially vulnerable to making such mistakes, since they are out of touch with their organization's mainstream. In that regard, it is noteworthy that many of the open-ended comments from line staff in the National Jail Workforce Survey were in the form of frustrated demands for their bosses to listen to them. And unlike increasing their paychecks, listening to what employees have to say costs absolutely nothing. The point is that addressing workforce issues in a systematic manner designed to achieve effective results means that jails must first do their homework by:

> **National Jail Workforce Survey Results**
>
> Staff provided hundreds of compelling comments, including the following insights (in their own words) into how to keep employees on the job:
> - Have a solid leadership team who takes the time to listen to employees and takes stock in their ideas and solutions.
> - It starts with [the] administration….they need to be more caring about their employees.
> - A great supervisor is the key to keeping people in their department happy. There are too many supervisors trying to power trip and control peoples' lives by [making] degrading comments. We work in a very negative environment and we just need more positive people here to be leaders.
> - It is important not only to hear that this agency is "family first" but also to see and believe that. Too often it seems, the definition of "family first" is left up to the discretion of the employee's supervisor.
> - Our administration has forgotten what it was like to be on the front lines. They need to listen to those of us who face the real problems of the day-to-day operations of the facility. Being a supervisor includes leading your people as well as listening to your people and making the working environment a safer place.
>
> Want more information? Ask your employees.

- Obtaining as much information as possible from as many sources as possible—inside as well as outside of the organization, line staff as well as managerial employees, public as well as private enterprises, books and journals as well as unpublished reports, and so on;

- Involving and listening to input from a wide variety of employees representing different ranks and job titles as well as race, gender, ethnicity, and generations in the workforce;

- Considering the voices of jail employees throughout the nation, as reflected in the National Jail Workforce Survey discussed throughout this document, (and perhaps even replicating some parts of the survey internally);

- Researching options and exploring alternative recommendations; and

- Establishing a mechanism not only for gathering information initially, but also for staying in touch with staff members and keeping them informed as actions are subsequently taken in response to their concerns.

Developing the Plans

Once sufficient information has been gathered, it may be tempting to jump right into the response stage, especially if a sense of urgency has emerged. But the time-honored adage cautioning us that "to fail to plan is to plan to fail" remains good advice here. While careful planning initially takes more time than springing immediately into action, planning saves time in the long run by reducing the need to learn by trial-and-error. Details of the planning process will vary somewhat depending on the topic being addressed, but a comprehensive strategic plan will fundamentally involve:

- Carefully integrating all aspects of recruitment, retention, and leadership development to assure that they are mutually reinforcing;

- Aligning each strategic initiative with the jail's overall vision and mission;

- Keeping long-term objectives in mind—e.g., hiring people to support the jail's mission, as opposed to simply filling vacant positions;

- Making workplace improvements everyone's job—e.g., circulating this guide and asking for ideas about how it might be put into practice;

- Anticipating potential implementation obstacles and opposition, and developing strategies to overcome them; and

- Remaining open-minded to new or unconventional ideas, including taking calculated risks and a willingness to reconsider what was unsuccessfully tried in the past.

Following through with Implementation

Just as it is tempting to jump prematurely into action without the foresight of planning, it is sometimes equally tempting to remain permanently stalled in the quiet comfort of the planning stage. Implementation, after all, is the point at which plans are put to the test, and even the most carefully-crafted concepts can encounter unanticipated consequences - and downright chaos - at this point (Rhine, Mawhorr & Parks, 2006). But developing plans without subsequent implementation is a useless waste of time. While there are any number of resources that can provide helpful guidance through the change process (e.g., Kotter, 1996), some of the basics include:

- Implementing changes gradually, in an evolutionary rather than revolutionary manner in order to build support and promote wider acceptance;

- Assuring that all of those to be affected have had an opportunity for input and are notified of what will be done before it takes place;

- Remaining positive, even in the face of setbacks;

- Remembering everyone is watching, and that actions, whether deliberate or not, speak louder than words;

- Providing clear communication about all new workforce initiatives, especially in terms of how they support the jail's vision and mission;

- Finding and nurturing allies, resources, and cheerleaders;

- Establishing accountability for every aspect of the implementation process.

Measuring the Results and Using the Feedback

Evaluation has typically been one of the most frequently overlooked components of program implementation (Scheirer, 1981). Moreover, even when some method of measuring results is included, the findings are not often used to make modifications. To the contrary, the evaluation process often tends to be viewed as a "thumbs up" or "thumbs down" verdict that is used to decide whether or not the initiative should be continued (Stinchcomb, 2001). In addition to the basic need to build evaluation capacity into the strategic planning process, therefore, jails may also want to consider:

- Taking into account specific implementation details, rather than simply focusing on outcome measures that indicate whether the initiative is "working" or "not working";

- Establishing benchmarks that can provide ongoing insights into how well things are going;

- Assuring not only that a feedback system is in place, but also that it enables the bad news to be accepted with the same grace as the good news;

- Using evaluation insights to fine-tune the intervention, in order to build upon strengths and overcome weaknesses;

- Periodically celebrating successes along the way;

- Identifying what did not go well, but not becoming overly discouraged or immobilized by it;

- Focusing on rewards for successes and accomplishments, not on discipline for failing; and

- Viewing supposed "failures" as learning opportunities.

Assessing Costs and Addressing Culture

Throughout the strategic planning, implementation, and evaluation process, there are two over-arching concerns that can potentially derail the entire initiative if they are not addressed early and energetically—that is, operational costs and organizational culture.

First is the financial issue. In fact, it would be easy to use the lack of resources as an excuse for inertia. There is no doubt that jails and the local governments that fund them are facing unprecedented fiscal constraints. Without minimizing the seriousness of these circumstances, there are, nonetheless, steps that can be taken even without a significant infusion of money. In fact, as noted in Chapter One, the funds for developing this project were forthcoming at least in part because workforce issues were somewhat more manageable within a tight economy than many of the other priorities competing for the attention of jail leaders.

At the local level, the development of collaborative partnerships can be a winning strategy for stretching dollars and sharing resources. From colleges and vocational schools, to local businesses and other correctional enterprises, jails can assemble the allies needed to sustain momentum during tough economic times. And it is especially in the face of gloom that employees need the uplifting outlook and hopefulness associated with positive change.

In fact, if there is any good news in the current economic climate, it may be that the job security offered by jail employment will become more highly valued, resulting in fewer employees looking for work elsewhere. In addition to reducing turnover, this could also have the effect of slowing retirements. Moreover, applications are likely to be more plentiful in tight economic times - which should enable jails to become more selective, and thereby more likely to assure that there will be a good "fit" between new workers and their work environment.

But with subsiding turnover and increasing applications, the challenge can be expected to shift to how jail administrators can keep their staff members highly motivated, committed, and engaged. Even if the organization becomes more stable because employees are "held captive" by the economy, stability does not necessarily create a positive, forward-thinking organizational culture. While stability is important, it takes far more to turn a workplace into a great place to work.

It is here where leadership is likely to meet its greatest challenge, since the capability to change the organizational culture is one of the primary hallmarks of leadership (Schein, 2004; Stojkovic & Farkas, 2003). That, of course, includes everything from how employees are

welcomed into the jail environment to how they are trained, supervised, rewarded, motivated, and evaluated. For even if the best-qualified and most highly-motivated applicants are recruited and selected, it will not be long before they become discouraged, de-motivated, and disengaged if the organizational culture does not support and sustain their initial enthusiasm. This means not just offering applicants a job, but embracing them on a winning team—which may well make the difference between jail employment becoming a career choice or a revolving door.

> **What Happened to that New Employee?**
>
> Think about the last time you welcomed new officers, helped pin on their badges, and witnessed their pride and excitement in their new job as a corrections officer. Their peers applauded and welcomed them. Their families were thrilled to be part of the ceremony and supportive of their loved one's new career.
>
> Now, a year later, these previously committed and dedicated employees have migrated to the side of the malcontents in the organizations, embracing their negative views of the job and the organization.
>
> How did that happen? Answer that question, and you will have insight into the agency's internal culture and what needs to change.
>
> Tim Ryan, Director
> Miami-Dade County Corrections and Rehabilitation

In the final analysis, the overall theme of this project is simple and straightforward. It is about leading through farsighted vision and commitment to action. First and foremost, it is essential to *do something* today to address tomorrow's needs. Envisioning future needs establishes the foundation of good leadership. But great leadership realizes that aspiration must be matched with inspired action if missions are to be accomplished and visions fulfilled.

> **Visionary Leadership**
>
> It is difficult to imagine a point in time when there has been a greater need for farsighted, visionary leadership, particularly as pressures mount for greater efficiency, productivity, and cost savings. The most significant key to the quality of future correctional services will be the quality of future correctional personnel.
>
> Jeanne B. Stinchcomb
> *Corrections: Past, Present, and Future,* 2005.

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Appendix A
Project Methodology

Building the Foundation

The goal of this project was to provide sheriffs, jail administrators, and community leaders with a workbook-style toolkit of research-based strategic initiatives to proactively address fundamental workforce challenges facing local jails in terms of staff recruitment, retention, and succession planning. To establish a firm foundation for the project, a threefold approach was undertaken, which included:

- Assembling a National Advisory Panel to guide all phases of the initiative and provide feedback as draft materials were produced;
- Completing a comprehensive review of workforce-related literature in the field of corrections as well as private industry;
- Gathering first-hand information directly, through a detailed survey of both jail administrators and line staff, (which represented the first time that a national study of workforce issues in America's jails has been conducted).

The remainder of this appendix provides a descriptive overview of each of these key components of the project's foundation.

National Advisory Panel

Since participation by a cross-section of sheriffs and jail administrators was essential to achieving a successful outcome, the first step undertaken was to begin to identify the National Advisory Panel. As soon as funding was approved, project staff directed correspondence to the American Correctional Association (ACA), American Jail Association (AJA), National Institute of Corrections (NIC), and National Sheriffs' Association (NSA) describing the initiative and asking for recommendations of sheriffs and jail administrators who would be assets to the project. When the names were received, selections were made in a manner designed to assure representation by jails of all size, geographic location, and organizational structure (e.g., sheriff-operated, county-operated, consolidated state system, regional facilities, tribal jails, etc.).

As a result, the 19 individuals who agreed to serve on the National Advisory Panel reflected jails of all size, location, and agency type. (Initially, 20 had agreed to participate, but an emergency resulted in one withdrawal immediately prior to the first meeting. See the acknowledgements section for a complete list of panel members). In addition, the four national associations referenced above (i.e., ACA, AJA, NIC, and NSA) were each invited to participate in the project by attending the panel's meetings, providing input, and reviewing materials. All four accepted this invitation, and they became vital partners in the ongoing work.

Throughout the project's development, panel members along with these affiliated partners were asked to provide assistance in a number of ways—for example, by:
- Helping to publicize the project to their peers and the professional community;
- Reviewing written products as they evolved;
- Participating in advisory meetings;
- Identifying promising ideas and best practices in jail recruitment, retention and leadership development.

Two meetings were held with advisory panel members and affiliated partners (in January and October 2008). Work during the initial meeting included establishing the project's scope, outlining critical components of the toolkit, and reviewing draft survey instruments. Subsequently, the survey was conducted, results were analyzed, and three draft chapters were written and distributed (i.e., recruitment, retention, and succession planning). Prior to the second meeting, advisors were asked to critique these chapters using a structured checklist.

The second meeting began with an overview of major findings from the two surveys. Then panel members were divided into several working groups to provide more in-depth review and specific comments on the three draft chapters. Finally, participants were asked to furnish their input on various formatting aspects of the emerging toolkit, as well as to help identify key issues for inclusion in the remaining chapters (i.e., the introduction in Chapter One and the call to action in Chapter Five).

In addition to providing guidance, feedback, and direction at all stages of the project, the advisory panel was instrumental in locating examples of promising ideas to illustrate the practical application of concepts addressed in the toolkit. Moreover, the ongoing involvement of panel members and affiliated partners from national organizations helped maintain continual focus on the fundamental workforce needs of jails across the country, regardless of size, location, or organizational structure.

Literature Review

A comprehensive review of the literature on workforce challenges, generational issues, recruitment, retention, succession planning, and career development was completed by Dr. Jeanne Stinchcomb and graduate students at Florida Atlantic University. Information from dozens of books, articles, government reports, and monographs was applied to both survey development and chapter writing. Additionally, an annotated bibliography of key materials that readers may want to pursue further is included as Appendix C in the toolkit.

Project Publicity

As the project developed, a monthly newsletter was initiated to keep advisory panel members and affiliated partners updated on emerging information, along with links to companion workforce efforts funded by BJA and the Office of Community Oriented Policing Services. Informational workshops were also conducted at national conferences held by the American Jail Association (May 2008), and the National Sheriffs' Association (July 2008).

Developing and Administering the National Jail Workforce Survey

While the literature review was helpful in determining what workforce-related issues were on the agendas of private industry and government in general, it was deficient in targeting specific concerns of local jails. Very little jail-based workforce research has been conducted, none of it national in scope. In order to gather first-hand information specific to recruitment and retention issues presently facing jails, therefore, initial plans called for conducting national surveys of a sample of recent training academy graduates and incumbent employees with at least

five years of experience, as well as follow-up telephone interviews with a subsample of respondents in order to obtain greater insights. For reasons explained below, however, in was subsequently decided to administer two surveys—one for line staff and one for jail administrators—and to include the entire population of both groups in lieu of samples. Moreover, as a result of the all-encompassing depth and breadth of the final survey instruments, the redundancy of conducting follow-up interviews was determined to be unnecessary.

Given the fact that there are over 3,000 jails throughout the country, it became apparent very early that even with help from the advisory panel, significant difficulties would be encountered in trying to obtain employee names for sampling purposes. Additionally, the sheer numbers involved made paper-and-pencil survey administration and manual data coding unmanageable. As a result of these considerations, the researchers decided to devise a survey that would be available to all jail administrators and line staff on the Internet through Survey Monkey, a Web-based survey site (www.surveymonkey.com).

Survey Development

Early in the project's development, it became apparent that limiting data-gathering to operational staff would leave a wide gap in terms of recruitment and retention insights that could only be obtained from administrative personnel. Additionally, including administrators in the survey design offered the added benefit of being able to compare their responses on selected items to the responses from line staff. Thus, two surveys were ultimately developed, which contained a core of identical questions, along with additional items unique to each population, in order to obtain the information described below.

- Line staff survey (officers/deputies): Designed to determine how they became interested in corrections, what attracted them to the agency where they work, how they were recruited, why they stay on the job (or may be thinking of leaving), their level of job satisfaction and agency commitment, and what they think about various aspects of their job, work environment, future development, and agency management.

- Jail administrators survey (captain or above): Designed to determine what jails are doing to develop effective strategies for staff recruitment, retention, and succession planning, to collect data about attrition and pending retirements, and to compare administrative perceptions of the workplace to those of line staff.

Although these were actually two separate instruments administered to two different populations, they contained many of the same questions, were conducted at the same time, and used the same implementation techniques. For these reasons, and to avoid confusion, they are collectively referred to throughout this toolkit as "the national jail workforce survey."

Survey Pretesting

It is never possible to foresee all of the potential shortcomings, misinterpretations, or biasing effects of a survey instrument, and once it has been administered, the opportunity to

make any necessary corrections is lost. Thus, it is vital to obtain feedback regarding content, format, and implementation from the perspective of the target population through previewing and pretesting, which in this project included the three strategies described below.

> *Expert review*: Both questionnaires were sent to advisory panel members, and they were asked to review these drafts prior to their first meeting. During the meeting, time was reserved to address their feedback item-by-item. This subject-matter-expert review was conducted primarily to determine if all of the important topics and issues were addressed, as well as to ascertain if any of the questions were problematic in terms of how they were phrased or how they might be interpreted.

> *On-site review of hard copy questionnaires*: On-site pretest sessions were held with line staff and jail administrators in the Broward County (Florida) Sheriff's Office, Collier County (Florida) Sheriff's Office, Broome County (New York) Sheriff's Office, and the Tioga County (New York) Sheriff's Office. Volunteers from these agencies answered all questions on the hard copy version of the survey. The facilitator took notes concerning any issues, problems, or concerns that volunteers had with survey items. In addition, two advisory panel members (representing Story County, Iowa, and Bristol County, Massachusetts) administered both surveys to the appropriate members of their staff and provided feedback to the project team.

> *Web-based Survey Monkey reviews*: Finally, the Web-based version of both questionnaires was pretested with volunteers from the Jacksonville (Florida) Sheriff's Office using Survey Monkey.

Each of these pretest strategies resulted in a number of suggestions to improve the survey instruments, and after all appropriate changes were made, they were ready for implementation.

Survey Administration

In March 2008, a letter and accompanying flyer (see attached) were mailed to all 3,162 jails on a national list provided by AJA, along with approximately 80 additional tribal jails from a list provided by NIC. The flyer, which recipients were asked to post in their facility, was designed to inform staff about the survey and encourage their participation. The cover letter included information about:

- The purpose of the project and its endorsement by AJA, NSA, and ACA (who permitted their logos to appear on all project correspondence);
- Instructions for how to go online via Survey Monkey to complete the surveys;
- Instructions for getting hard copies of the survey (if necessary).

More than 1,500 letters and flyers were also sent electronically, using email addresses provided by AJA. Announcements were also emailed to all state sheriffs' associations, and professional associations alerted their members to the survey, (e.g., see attached article in the *Sheriff* magazine). Additionally, the advisory panel and affiliated partners assisted enormously in alerting practitioners to the two surveys, including everything from word of mouth to coverage in

their publications, circulating information to their membership, and reaching out through various list-serves.

Survey Data Preparation

A total of 2,106 staff and 569 administrators completed surveys, (primarily through Survey Monkey, although some hard copies were received).   Findings indicate that more staff surveys were received from large jails than small jails. In order to ensure that the distribution of respondents was approximate to the population from which they were drawn, the staff survey data were weighted for jail size. Since the unit of analysis for this survey was line staff, it was necessary to calculate the total number of employees in each category of jail size so that the data could be weighted.

The weighting procedure started with accessing the Census of Jails from the Bureau of Justice Statistics (BJS) (http://www.ojp.usdoj.gov/bjs/pub/pdf/cj99.pdf). This provided the number of inmates for each size of jail, and these numbers were aggregated to the size of jail categories used in the National Jail Workforce surveys.   The census indicated that there are 4.3 inmates for each jail employee. (While this figure does include all jail employees, the bulk are in line staff positions). Thus, to calculate the weight for each jail size, the total number of inmates for each jail category was divided by 4.3 to derive the estimated total number of employees for each size category. The estimated total number of jail employees was then divided by the total number of staff surveys that were received for each particular jail size. For example:

- The BJS jail census reports that a total of 102,683 inmates are in the small jail category (less than 150 inmates);
- 102,683 divided by 4.3 inmates per jail employee = 23,879 estimated total jail employees in small jails across the nation;
- 23,879 divided by the 233 small jail survey respondents = 102, for a final weight of 1.02.

Using jail size as the independent variable, the weighted data were used to calculate cross-tabulations, which were then compared to the non-weighted cross-tabulations. As shown in the two accompanying tables, there are extremely minimal differences in the percentages reported using the two sets of data. This indicates that the distributions in the responding population are approximate to those of the population from which it is drawn.   Given this similarity, the original, non-weighted data were used for the remaining analyses.

Sample Table Using Weighted Staff Survey Data

		Average daily population of inmates in the agency where you work					
		Less than 15	150 to 49	500 to 99	1,000 to 1,99	2,000 or more	Total
Management listens to your opinions	Not sure	1 5.5	9 3.3	8 3.8	1 7.1	2 6.0	7 5.2
	No	3 11.7	3 12.4	2 11.0	4 17.4	9 22.9	22 16.1
	Yes	21 82.8	23 84.3	17 85.2	18 75.5	29 71.2	110 78.7
Total		25 100.0	27 100.0	20 100.0	24 100.0	42 100.0	140 100

Sample Table Using Non-weighted Staff Survey Data

		Average daily population of inmates in the agency where you work					
		Less than 15	150 to 49	500 to 99	1,000 to 1,99	2,000 or more	Total
Management listens to your opinions	Not sure	1 5.6	9 3.2	7 4.0	4 7.1	4 6.0	11 5.7
	No	2 11.6	3 12.3	1 11.0	9 17.3	16 22.9	34 17.4
	Yes	19 82.8	24 84.6	14 85.0	42 75.6	50 71.1	151 76.9
Total		23 100.0	28 100.0	17 100.0	56 100.0	71 100.0	196 100.0

Data Analyses and Results

Responses were coded, a database was created, and quantitative results were analyzed using the Statistical Package for the Social Sciences (SPSS). Qualitative information from the open-ended questions was processed via Pareto analysis.

Jail Administrator Demographic Information

A total of 569 jail administrators submitted surveys, representing 48 states and reflecting the following demographics:

➢ Gender: 78% male, 22% female

➢ Average age: 47 years old, ranging from 23 to 69

➢ Race/ethnicity:
88% White/Caucasian

6% Black/African American
2% Hispanic
2% American Indian or Native American
1% multi-racial
.2% Asian

- Education:
  31% Bachelor's degree
  29% 1-3 years of college
  16% high school or GED
  15% Associate degree
  8% Master's degree
  1% Doctorate degree

- Title of respondent:
  65% are jail administrators/managers
  22% are executive staff members (captain, lieutenant, or equivalent)
  10% are deputy (or assistant) jail administrators/managers
  3% are civilian managers or administrators
  1% are sheriffs

- Type of agency:
  76% Sheriff's office/jail
  12% Regional/multi-jurisdictional jail
  5% City-operated jail
  3% For-profit jail
  2% State-administered jail
  1% Tribal jail or BIA jail

  Staff Demographic Information

A total of 2,106 jail line staff returned surveys, representing 45 states and the following demographics:

- Gender: 70% male, 30% female

- Average age: 38 years old, ranging from 18 to 67

- Race/ethnicity:
  70% White/Caucasian
  13% Black/African American
  7% Hispanic
  2% American Indian or Native American
  4% multi-racial
  2% Asian

- Education:
  - 39% 1-3 years of college
  - 26% High school or GED
  - 18% Bachelor's degree
  - 14% Associate's degree
  - 2% Master's degree
  - .1% Doctorate degree

- Type of agency:
  - 71% Sheriff's office/jail
  - 21% County-operated agency (not a sheriff's office)
  - 4% Regional/multi-jurisdictional jail
  - 3% City-operated jail
  - 1% State-administered jail
  - .4% Private jail
  - .2% Military jail
  - .1% Tribal jail or BIA jail

A composite of all descriptive statistics for each survey can be found in Appendix D. For inquiries or additional information about survey methodology or results, contact:

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lleip@fau.edu
954-924-8818

Appendix B:
Ideas that Work
Contact Information

To learn more about the Ideas that Work described in this book, contact this agencies:

Bridging the Gap Between the Academy and the Facility	New York City Department of Correction Correction Training Academy 6626 Metropolitan Ave. Middle Village, New York 11379 *718.417.2311*
Citizen Academy	*Linde Richmond, Training Specialist* *Orange County Department of Corrections* *3851 Visions Drive* *Orlando, Florida 32802* *407.836.0216* *Email: linde.richmond@ocfl.net* *http://www.orangecountyfl.net/cms/DEPT/correct/pubinfo.htm*
College Intern Program	*Jack Pischke, Inmate Program Administrator* *Allegheny County Bureau of Corrections* *950 Second Avenue* *Pittsburgh, Pennsylvania15219* *412.350.-2187* *412.250.2235(fax)* *Email: JPischke@county.allegheny.pa.us*
Developing Tomorrow's Leaders	*Tracy Reveal, Superintendent* *Training Academy* *Ohio Department of Rehabilitation and Correction* *614.877.4345* *Email: Tracy.Reveal@odrc.state.oh.us*
Employee Retention Study	*James N. Sylvester, Chief Deputy* *Travis County Sheriff's Office* *P. O. Box 1748* *Austin, Texas 78767* *512.854.9787* *Fax: 512.854.3289* *Email: jim.sylvester@co.travis.tx.us*
Employee Satisfaction Survey	*Major Ron Freeman* *Ada County Sheriff's Office* *7200 W. Barrister Dr. Boise Idaho 83704* *(208) 577-3305* *Email: rfreeman@adaweb.net*
Family and Friends Day	New York City Department of Correction Correction Training Academy 6626 Metropolitan Ave. Middle Village, New York 11379 *718.417.2311*
Filling the Gap	*Mark Welch, Jail Administrator* *Finney County Sheriff's Office* *304 N. 9th* *Garden City, Kansas 67846* *Phone: 620. 272.3759* *Fax: 620.272.3762* *Email: jailadm@ficolec.org*
Mastering the Trade	*Director of Training* *Jacksonville (Florida) Sheriff's Office* *904.630.2120*

Media Day	*Tim Ryan, Director* *Miami-Dade County Corrections and Rehabilitation Department* *2525 NW 62nd Street* *Miami, Florida 33147* *786.263.6019* *Fax: 786.263.6135* *Email: timryan@miamidade.gov*
New Employee Orientation	New York City Department of Correction Correction Training Academy 6626 Metropolitan Ave. Middle Village, New York 11379 *718.417.2311*
Recognition of Staff Performance	*Sandra Thacker, Superintendent* *Peumansend Creek Regional Jail* *P.O. Box 1460* *Bowling Green, Virginia 22427* *804.633.0043* *804.633.3170 (fax)* *Email: pcrj@pcrj.org*
Recruiting Women to Work in the Jail	*James N. Sylvester, Chief Deputy* *Travis County Sheriff's Office* *P. O. Box 1748* *Austin, Texas 78767* *512.854.9787* *512.854.3289 (fax)* *Email: jim.sylvester@co.travis.tx.us*
Recruitment Incentive Bonus	*Sandra Thacker, Superintendent* *Peumansend Creek Regional Jail* *P.O. Box 1460* *Bowling Green, Virginia 22427* *804.633.0043* *804.633.3170 (fax)* *Email: pcrj@pcrj.org*
Rhode Island Department of Correction	*Marc Moreau* *Supervisor of Correctional Officer Training* *Rhode Island Department of Corrections* *16 Wilma Schesler Lane* *Pinel Bldg., 2nd floor* *Cranston, Rhode Island 02920* *401.462.2697* *401.462.5126 (fax)* *Email: marc.moreau@doc.ri.gov* *Paul A. Gutowski, PHR* *Human Resources Analyst* *Rhode Island Department of Corrections* *39 Howard Avenue* *Cranston, Rhode Island 02920* *Phone: 401.462.3250* *Fax: 401.462.2685* *Email: paul.gutowski@doc.ri.gov*

Sheriffs' Leadership Institute	*Martha A. (Martie) Stanford, Ed.D.* *Director of Training* *North Carolina Sheriffs' Association* *Post Office Box 20049* *Raleigh, North Carolina 27619-0049* *919.459.1053* *919.783.5272 (fax)* *Email: mstanford@ncsheriffs.net* *Webpage: www.ncsheriffs.org*
Surveying New Employees	New York City Department of Correction Correction Training Academy 6626 Metropolitan Ave. Middle Village, NewYork 11379 *718.417.2311*

Appendix C
Annotated Bibliography

Annotated Bibliography

GENERAL WORKFORCE ISSUES

1. American Correctional Association & Workforce Associates, Inc. (2004). *A 21st century workforce for America's correctional profession: Part one* (Accession Number: 020181). Alexandria, VA: American Correctional Association. 77 pages

    Commissioned by the American Correctional Association, this is the first part of a three-phase study of the state of the correctional workforce. While the full study ultimately intends to develop a strategic plan and related practices for recruiting and retaining a qualified workforce, this first phase describes current conditions, with particular focus on correctional officers and juvenile care workers. Based on a national survey, reasons for recruiting and turnover problems are explored, and projections are included for both the demand and supply side of the correctional labor pool. Several "promising human resources practices" are included in the final section.
    Available at: http://www.aca.org/news/pdfs/copy%20ACA%20Report%20Discovery% 20Final%2026%20Jul%2004%2004.pdf

2. Bynum, R. (2006). Corrections as a profession: Parity issues in corrections. *American Jails, 20*(3), 81-86.

    Looking at parity not only in terms of compensation, but also differentials in training, assignment opportunities, media representation, and professional recognition, the author reviews the relationship between parity and correctional attrition.

3. Collins, J. C. & Porras, J. I. (1997). *Built to last: Successful habits of visionary companies.* New York: Harper Business. 342 pages

    Exploring the delicate balance between maintaining continuity and stimulating change, the extensive research on which this book is based demonstrates that organizations which sustain their success have the ability to preserve a fundamental purpose and core values, while at the same time being able to change their culture, operating practices, and specific strategies in a continual process of renewal. Moving beyond fads that have no anchors in basic ideologies, the authors advocate organizations that are ideologically driven by deep-rooted values and "big hairy audacious goals," with everything working in total alignment, both ideologically and operationally. As they conclude, "leaders die, products become obsolete, markets change, new technologies emerge, management fads come and go; but core ideology in a great company endures as a source of guidance and inspiration."

4. Criminal Justice Institute, Inc. (2003). *Addressing prison workforce issues in the 21st century.* Middletown, CT: Author. 32 pages

   Prepared for the National Institute of Corrections, this report is based on the input of correctional administrators, human resource managers, and academic authorities who participated in four regional meetings to discuss prison workforce issues, with particular emphasis on recruiting and retaining competent staff. Findings are organized into four categories: management issues, the workforce environment, demographic issues, and human resource approaches. Each category contains recommendations, along with promising approaches and ideas.

5. Fleisher, M.S. (1996). Management assessment and policy dissemination in federal prisons. *The Prison Journal, 76*(1), 81-91.

   This article describes a management accountability and policy dissemination system used for institutional corrections. Along with indicators of inmate living conditions, it contains measures of the quality of staff work life. Overall, the message of proactive planning, establishing accountability, and effectively responding to problems by monitoring organizational "health" could apply universally to any correctional agency. Perhaps most importantly, rather than judging performance on the basis of such illusive variables as offender recidivism, this system evaluates correctional management on the basis of things they can control.

6. Fogg, J. G. & Seeger, D. (2007, December). The workforce center plans for staff recruitment and retention. *Corrections Today, 69*(6), 14.

   An overview of the issues being addressed by the American Correctional Association's Center for the Correctional Workforce of the Future and its associated website (www.aca.org/workforce), designed to enable access to a variety of workforce information and related linkages. Specific strategies to be addressed include helping agencies enhance recruitment efforts, reduce the time needed to hire and train new employees, improve retention rates of existing employees, and upgrade the public image of corrections.

7. Gibbons, J. J. & de B. Katzenbach, N. (2006). *Confronting confinement: A report of the commission on safety and abuse in America's prisons.* New York: Vera Institute of Justice. 126 pages

   The "Labor and Leadership" chapter in this report points out some of the most prominent workforce-related dilemmas faced by correctional administrators, including an unattractive work environment, stressful conditions, non-competitive salaries, and widely-ranging training standards. Subsequent recommendations for "enhancing the

profession" range from promoting a culture of mutual respect to recruiting and retaining a qualified corps of officers, supporting today's leaders, and cultivating the next generation of leadership.
Available at
http://www.prisoncommission.org/pdfs/Confronting_Confinement.pdf

8. Recruitment and Retention Task Force, Federation of Public Employees/AFT. (1999). *The quiet crisis: Recruitment and retention in the public sector.* Washington, DC: The Federation of Public Employees, AFT, AFL-CIO. 26 pages

Charged with examining the impact and implications of the aging population in government service, this report is both descriptive and prescriptive. Comparing public to private-sector employment, clear documentation is provided describing why government agencies need to be concerned about impending workforce attrition. From a prescriptive standpoint, both monetary and nonmonetary strategies are presented, (along with transitional retirement   options), for more effectively attracting and retaining public sector employees.
Available at http://www.aft.org/pubs-reports/pubemps/Quiet_Crisis.pdf

9. Schaffer, J. S. (1999, December). Life on the installment plan: Careers in corrections. *Corrections Today*, *61*(7), 84-88, 147.

Based on a survey of employees in the Pennsylvania Department of Corrections, the author identifies reasons why respondents chose careers in corrections, using this information to suggest policy implications with regard to employee recruitment and retention strategies, especially in terms of improved communication, recognition, mentoring, and job enlargement techniques.

10. Stinchcomb, J. B. (2004, August). Making the grade: Professionalizing the 21st century workforce through higher education partnerships. *Corrections Today, 66*(5), 90-98.

Recognizing how much educational levels have escalated in the U.S., this article points out   that the challenge for corrections is not as simple as advocating increasingly higher educational credentials. Rather, it maintains that there are much more complex issues involved, related to "projecting future staffing needs, restructuring and enriching existing jobs, targeting appropriate applicants, and developing career ladders." But the overall message is that none of this can be accomplished in isolation–and in that regard, opportunities are explored for corrections to develop collaborative partnerships with higher education to promote their mutual objectives.

11. Stinchcomb, J. B. & McCampbell, S.W. (2008). The state of our nation's jails 25 years later: Identifying current jail challenges. *American Jails, 21*(6), 15-22.

Questioning whether all of the apparent changes that have characterized jails over the past quarter-century reflect deep systematic alterations or a more superficial level of

change, this article compares the top jail challenges identified by a 2007 national focus group with the findings of a 1982 national jail survey. The similarity of results reflects both a surprising and disturbing venture "back to the future."

12. Stinchcomb, J. B., McCampbell, S.W. & Layman, E. P. (2006). *Future force: A guide to building the 21st century community corrections workforce* (NIC 021799). Washington, DC: U.S. Department of Justice, National Institute of Corrections. 176 pages

While targeted toward probation and parole agencies, *Future Force* is equally applicable to institutional corrections. Beginning with a rationale for taking workforce issues seriously, it encompasses information on fundamental workforce challenges (i.e., creating a positive organizational culture), successful recruitment strategies (i.e., looking in the right places for the right people), effective retention approaches (i.e., keeping the right people in the right places), and strategies for achieving successful outcomes. Each chapter concludes with a "to do" checklist, and appendices include an agency culture diagnostic instrument, along with sample questions for employee retention, engagement, and exit interview surveys.
Available at http://nicic.org/Downloads/PDF/Library/021799.pdf

13. Survey summary: Staff hiring and retention. (2001). *Corrections Compendium*, *26*(3), 6-22.

From the 43 state departments of corrections responding to this survey, readers have access to information ranging from average starting salaries and educational requirements, to employee demographics, recruitment practices, fringe benefits, and turnover rates for both sworn and support staff working in state prisons.

14. U.S. Department of Justice, National Institute of Corrections, Jails Division. (1998, January). *Proceedings of the large jail network meeting, Longmont, Colorado* (Accession Number: 003285). Washington, DC: Author. 85 pages

The topic of this session of NIC's Large Jail Network Meeting, "The Future of Our Workforce," begins with an opening address identifying the megatrends, social changes, and organizational challenges that set the stage today as corrections embraces Generation X employees. Additional presentations and roundtable discussions focus on how this new breed of workers challenges leaders, what motivates them on the job, and what strategies can be implemented to address their job-related needs.
Available at http://www.nicic.org/pubs/1998/003285.pdf

15. U.S. Department of Labor, Bureau of Labor Statistics Website - *http://stats.bls.gov*

This section of the Department of Labor website contains information such as an employee benefits survey, occupational wage estimates, and a national compensation survey that can illustrate how any agency compares with the average in that area.

16. U.S. General Accounting Office. (2004, June). *Workforce challenges and opportunities for the 21st century: Changing labor force dynamics and the role of government policies* (GAO-04-845SP). Washington, DC: Author. 23 pages

This GAO report presents a synopsis of forthcoming labor market challenges and opportunities, including changing employment dynamics, demographic trends, the role of government policies, and strategies for addressing adverse market conditions. Although it does not specifically target criminal justice, the broad overview provided has justice-related implications.

Available at http://www.gao.gov/new.items/d04845sp.pdf

GENERATIONAL AND DIVERSITY ISSUES

17. Aguirre, A. T. (2004, August). Arguments for a diverse workforce. *Corrections Today 66*(5), 72-75.

Maintaining that the future of correctional employment, as well as that of the private sector, will be significantly affected by increasing diversity of the U.S. workforce, this article addresses the topic of workforce diversity from perspectives ranging from community relations and victim sensitivity to officer safety.

18. Ahlrichs, N. S. (2007). *Igniting Gen B and Gen V: The new rules of engagement for boomers, veterans, and other long-termers on the job.* Mountain View, CA: Davies-Black Publishing. 112 pages

Based on the premise that there are not enough Generation Y and Z employees with the requisite skills to fill the shoes of retiring Baby Boomers and Veterans, this book offers strategies for reigniting the enthusiasm and organizational engagement of aging workers and retaining them (at least part-time) in the workplace. After reviewing the causes of employee disengagement and the barriers to full engagement, the author focuses on establishing the foundations for innovation, creativity, and full engagement.

19. Hicks, R. & Hicks, K. (1999). *Boomers, Xers, and other strangers: Understanding the generational differences that divide us.* Wheaton, IL: Tyndale House Publishers. 370 pages

Based on the premise that core values shape our behavior, a significant portion of this book is devoted to tracing how values are influenced by a developmental process that occurs during our formative years. Historical events unique to each decade are described, and each chapter includes a brief demographic/economic portrait of that decade (e.g., life expectancy, cost of living, average annual salary, etc.), along with key events, fads/trends, and new inventions/technology. With that background, the authors explore how these social, political, and economic events defined the values of each succeeding

generation. A value assessment instrument is provided through which you can obtain greater insight into your own values, as well as compare them with the values of others.

20. Holtz, G. T. (1995). *Welcome to the jungle: The why behind "Generation X"*. New York: St. Martin's Press. 289 pages

An in-depth analysis from the perspective of the social environment in which they were raised, this book compares trends that have influenced Generation X with those of their parents. The author explores the role of everything from two income families and divorce to the fast pace and high stress of modern society, dwindling educational standards, and economic downturns. Filled with numerous real-life examples and easy-reading statistics, this book traces the factors that shaped a generation often characterized as indifferent, apathetic, cynical, and self-focused. After reading it, the reasons underlying their distinctive behavioral characteristics become much more apparent.

21. Karp, H., Fuller, C. & Sirias, D. (2002). *Bridging the boomer Xer gap: Creating authentic teams for high performance at work*. Palo Alto, CA: Davies-Black Publishing. 182 pages

Although it begins with traditional background information on stereotypical differences between xers and boomers, this book quickly establishes its uniqueness. In that regard, it is one of the few works on this topic that is anchored more in empirical evidence than anecdotal assumptions. In the course of conducting their research into generational conditions at the workplace of six organizations, the authors discovered one company where differences between boomers and xers "virtually disappeared." What they learned from further   investigation became the basis for reconceptualizing the entire concept of "teamwork." Thus, much of the book is devoted to describing a four-step process for creating "authentic" teams that capitalize on the unique values of each member, while at the same time effectively integrating them into a collaborative work group.

22. Lancaster, L.C. & Stillman, D. (2002). *When generations collide: Who they are. Why they clash. How to solve the generational puzzle at work*. New York: Harper Collins. 352 pages

Concerned about both the resentment between generations and the inaccurate stereotypes that often shape our perception of them, this book makes an effort to set the record straight. It includes numerous examples of "clash points"–i.e., "trouble spots where generational   conflicts are most likely to explode." The authors maintain that the basis for such conflicts can be found in the defining view of work maintained by each of these generations. On the job, Traditionalists are classified as coming of age in a "chain of command" environment, whereas for Boomers it was "change of command," for Xers, "self-command," and for Millennials (Generation Y), "don't command–collaborate!" (pp. 30-31). It is the modern-day repercussions of these differences that are explored throughout the book. Practical advice is also offered in terms of how to recruit, retain, motivate and manage across generational gaps.

23. Morrison, A.M. (1992). *The new leaders: Guidelines on leadership diversity in America.* San Francisco: Jossey-Bass. 317 pages

Based on "best practices" from throughout the country that have demonstrated success in encouraging the advancement of women and people of color, this book provides a step-by-action plan for creating diversity initiatives that achieve "measurable results." Using strategies grounded in leadership principles and organizational change, it offers detailed guidelines for everything from assessing an agency's diversity needs to designing tailor-made interventions, making diversity part of the organizational culture, and measuring resulting outcomes.

24. Raines, C. (1997). *Beyond Generation X: A practical guide for managers.* Menlo Park, CA: Crisp Learning. 120 pages

Based on the premise that voluntary turnover is one of the most costly and significant challenges facing employers today, this book responds to the growing labor crisis with practical solutions to the common sources of job dissatisfaction among Generation Xers. Beginning with an overview of their work-related attributes, the author identifies labels, stereotypes, and common complaints about Generation Xers. Then the tables are turned and questions are posed for "managers to ponder" with regard to their relationships with this new breed in the workforce. Three generations (Traditionalists, Baby Boomers, and Generation Xers) are compared in terms of their differential outlook, work ethic, view of authority, leadership style, self-other relationships, and overall perspective. The remainder of the book is largely a collection of creative, "outside-the-box" techniques for building bridges between them.

25. Raines, C. & Hunt, J. (2000). *The Xers and the boomers. From adversaries to allies: A diplomat's guide.* Berkeley, CA: Crisp Publications. 110 pages

This book builds on case studies collected by the authors from throughout the world of work. It is interspersed with anecdotes, quotes about stereotypical characteristics of xers and boomers, and historical events that shaped them. Each chapter is structured around on-the-job stories designed to create both an awareness of generation-typical behavior and a stimulus to make adaptive changes. The stories are analyzed on the basis of twelve core "delineators," which the authors use to juxtapose xers and boomers–ranging from their varying perspectives on work and the work ethic to how their values differ in terms of communication, authority, technology, entitlement, and approaching the future. These delineators provide the foundation for exploring the unique world view of these generations. Each chapter ends with practical tips for accommodating inter-generational differences when providing services, building teams, dealing with conflict, managing performance problems, and handling similar work-related challenges.

26. Thornburg, L. (1995, February). The age wave hits: What older workers want and need. *HR Magazine,* 40-45.

Written primarily for human resources managers, this article suggests non-traditional approaches to coping with the dual impact of a rapidly aging workforce and a dramatically changing workplace. Citing such organizational trends as downsizing, outsourcing, and technological restructuring, the author examines accompanying challenges in terms of linking older workers with employer needs and redesigning everything from compensation and benefit packages to work schedules and training programs. With older employees now becoming an ever-accelerating proportion of the U.S. population, the author's advice for retaining their job-related capabilities past traditional retirement age provides a timely message as this talent pool becomes a critical source of productive workers.

27. Tulgan, B. (1997). *The manager's pocket guide to Generation X.* Amherst, MA: HRD Press. 102 pages (Note: Mr. Bruce Tulgan's organizational affiliate, Rainmaker, Inc. produces an on-line newsletter *Generation X: The Workforce of the Future, available at http://www.rainmakerthinking.com/*)

For those who want a quick overview of everything from recruiting and orienting Generation Xers to training, mentoring, managing, and retaining them, this pocket-sized paperback quickly zeros-in on the essentials. Each brief section focuses on four key elements or features of the chapter's topic, although accompanying narrative is sparse, with each one described in a sentence or two. Interspersed throughout are brainstorming exercises, self-assessment questionnaires, pitfalls to avoid, and even "awareness-raising reality checks"--short self-tests designed to determine the reader's knowledge of Generation Xers. In an effort to encourage learning from real-life successes and failures at the workplace, the book ends with 50 case studies describing both positive and negative management scenarios.

28. Tulgan, B. (2000). *Managing Generation X: How to bring out the best in young talent* (Revised). New York: W.W. Norton and Company. 287 pages

Determined to debunk popular misperceptions about xers being slackers with short attention spans who seek instant gratification, the author's observations are based on interviews with hundreds of employees who were asked about how their employer's management style affects their work. Thus, the book's foundation rests on stories told by GenXers themselves– from which four job-related needs emerged: i.e., to belong to an enterprise where one can make a meaningful contribution, continually grow and learn, exercise entrepreneurial ownership, and feel secure in terms of work-related status. But because most respondents did not believe that they enjoyed these attributes in their current jobs, the book is primarily designed to help organizational administrators avoid "squandering one of their most valuable resources" by rising to the challenge of more effectively managing this new generation of workers.

29. Tulgan, B. & Martin, C. A. (2001). *Managing Generation Y: Global citizens born in the late seventies and early eighties.* Amherst, Massachusetts: HRD Press. 105 pages

An overview of the younger siblings of Generation X, this book is designed to bring out the best of these employees in the workplace. A small, short, and engaging paperback, it paints a positive portrait of Generation Y as confident, education-minded, tolerant, upbeat, and even altruistic. Empowered by technology and brimming with self-esteem, they are portrayed as being primarily driven by a desire for meaningful work. Fiercely independent, they are described as self-reliant, outside-the-box thinkers who want increasing responsibility, exciting challenges, and want it all *right now*! With that in mind, the book addresses how *not* to manage Generation Y employees, concluding with tips for meeting fourteen fundamental expectations of these workers–ranging from balancing tasks with freedom and flexibility to providing on-going feedback and learning opportunities.

30. Twenge, J. M. (2006). *Generation me: Why today's young Americans are more confident, assertive, entitled – and more miserable than ever before.* New York: Free Press. 292 pages

A GenXer writing to educate others about her generation, the author provides provocative and insightful commentary about why Xers are the way they are and how other generations can better cope with them. A somewhat disturbing indepth look into this generation, the book embraces everything from how they were raised to their approach to life in general and the workplace in particular, providing at least some answers to why there is generational conflict in the workplace.

31. Zemke, R., Raines, C. & Filipczak, B. (2000). *Generations at work: Managing the clash of veterans, boomers, Xers, and nexters in your workplace.* New York: AMACOM Division, American Management Association. 280 pages

Viewing today's generational gap as a "four-way divide," this book begins with descriptive profiles of the four generational groups in the workforce–Veterans, Baby Boomers, Generation Xers, and Generation Nexters. It then explores problems, pressures, and opportunities resulting from their interaction. Case studies are provided in which the practices of exemplary companies are highlighted as models for their ability to effectively integrate generational diversity on the job. A panel of experts provides further advice to a hypothetical manager in a generationally-divided department. The book concludes with a question-and-answer section in which the authors respond to 21 "most frequently-asked generation-based questions." One of the most valuable resources is the appendix, which provides an inventory to assess the generational "friendliness" of an organization, along with a listing of Internet resources that can promote better understanding of generational differences.

APPLICANT RECRUITMENT AND HIRING

32. Armstrong, J. J. (2001, October). Ensuring the best will join the best. *Corrections Today*, *63*(6), 116-117.

    Formed as part of a statewide workforce development initiative, the pre-service certification   program described in this article operates in seven community colleges throughout Connecticut. It is a school-to-work program that integrates students (i.e., potential employees) into the correctional workplace through coursework, internships, and a streamlined hiring process.

33. Arthur, D. (2001). *The employee recruitment and retention handbook.* New York: AMACOM Division, American Management Association. 402 pages

    Beginning with a national profile of how the labor force is changing, this book goes on to tackle issues ranging from attracting top performers to techniques for retaining them once employed. Along the way, it addresses such topics as traditional and nontraditional recruitment sources, electronic recruiting, competency-based approaches to recruiting and interviewing, developing a contingent work force, partnering with educational institutions, and establishing a workplace that provides rewards, recognition, opportunities, and a balance   between work and personal life.

34. Ball, F. W. & Ball, B. B. (2000). *Impact hiring: The secrets of hiring a superstar.* Paramus, NJ: Prentice Hall. 312 pages

    While this book is primarily written to help businesses compete for personnel in the corporate marketplace, it contains tactics that could be applied to the public sector as well-- most importantly, moving from a process that is interviewer-dominated to one that is client-centered. Additionally, it addresses what top candidates want in a job and why critical applicants are lost, along with how to develop a "competitive edge," use interviews to build partnerships, negotiate "win/win" packages, and integrate hiring with performance evaluation systems.

35. Brisco, W., Forh, C., Haynes, V. & Wheeler, B. (2004, August). Minority recruitment for the 21st century. *Corrections Today, 66*(5), 128-29.

    Based on national statistics, this article presents existing realities and projected trends for the correctional labor force. As a result, the authors recommend four "effective, low-cost" approaches to enhance correctional recruitment.

36. California Commission on Peace Officer Standards and Training. (2006, April). *Recruitment and retention: Best practices update* (Publication #371). Sacramento, CA: Author. 237 pages

A detailed overview of the issues involved and operational responses to recruitment, retention, and succession planning concerns faced by public safety agencies, this comprehensive guide encompasses research, survey-based information, and best-practice examples, as well as results from focus groups of subject matter experts. Along with effective practices for recruiting, marketing strategies, and hiring new personnel, chapters are included on improving supervision, management, organizational communication, retention planning, and employee engagement, along with creating worker-friendly policies.
Available at http://www.post.ca.gov/training/bestpractices/RecruitmentBestPrac.pdf

37. Castlebury, G. (2002, June). Correctional officer recruitment and retention in Texas. *Corrections Today, 64*(3), 80-84.
    Rackleff, J. E. (2002, June). Florida's recruitment methods: Attracting and retaining valuable employees. *Corrections Today, 64* (3), 76-79, 119.

From offering staff recruitment bonuses to streamlining the application process and providing post-employment mentoring, these articles describe the techniques used by these two large states to meet their sizeable correctional recruitment demands.

38. Chambers, H. E. (2001). *Finding, hiring, and keeping peak performers: Every manager's guide.* Cambridge: Perseus Publishing. 325 pages

Moving beyond the temptation to hire candidates who are "just like you" or who give you a "warm fuzzy feeling," this book explores hiring traps that managers fall prey to and techniques for combating them, along with how to conduct a quick needs assessment and develop interviewing skills designed to discover the candidate's peak performance. A how-to guide filled with creative ideas, this book addresses many topics that are relevant to corrections, perhaps especially the sections on "nontraditional recruiting pools," "hiring from a position of weakness," and "creating the culture of retention."

39. Charrier, K. (2000). Marketing strategies for attracting and retaining Generation X police officers. *Police Chief, 67*(12), 45-47, 49, 51.

In an effort to assist police departments with attracting new officers and subsequently reducing their attrition rates, this article provides guidance on appealing to the values and interests of members of Generation X through such strategies as hands-on experiences, immediate and personal feedback, input solicitation, mentoring, and coaching. Potentially effective marketing approaches include highlighting the variety of jobs available, offering a cafeteria-style benefits package, and emphasizing computer technology as well as career development.

40. Clarke, H. W. & Layman, M. (2004, August). Recruitment: Tools, tips, and practical applications. *Corrections Today, 66*(5), 80-85.

   As indicated by the title, this article presents techniques for recruiting correctional personnel–from establishing a distinct organizational identity to pursuing a diverse labor pool, marketing career opportunities, using information from exit interviews, and developing a public relations strategy.

41. Clem, C., Krauth, B. & Wenger, P. (2000). *Recruitment, hiring, and retention: Current practices in U.S. jails* (Accession Number: 015885). Washington, DC: U.S. Department of Justice, National Institute of Corrections. 25 pages, plus appendices

   Based on surveys and interviews with jail administrators throughout the country, the reported findings cover topics ranging from recruitment, screening, and hiring strategies to successful tools used to retain job incumbents. In addition, appendices provide   sample materials from local jails related to each of these topics.
      Available at http://www.nicic.org/pubs/2000/015885.pdf

42. Community-oriented Policing Services (2008). *Recruitment, hiring, and retention resources for law enforcement* [CD-ROM]. Washington, DC: U.S. Department of Justice, Office of Community-oriented Policing Services. CD-ROM

   Contains descriptions of and links to a variety of resources related to police recruiting, hiring, and retention, including innovative practices, police integrity, recruiting women, and mentoring.
      Available for order at http://www.cops.usdoj.gov/RIC/ResourceDetail.aspx?RID=450

43. Cronin, B. E., Kiessig, R. & Sprenkle, W. D. (2008, August). Recruiting and retaining staff through culture change. *Corrections Today, 70*(4), 48-51.

   After establishing the importance of aligning culture with organizational mission and objectives, a six-step culture change model is presented. Beginning with agreement on the mission, method, and goals of the change initiative, each of the remaining steps (i.e., survey, plan, implement, review, and evolve), is described through case studies of two state corrections departments (Florida and Pennsylvania) that have implemented the model.

44. Dahm, J. (2006, December). Practical approaches to employee retention. *Law and Order*, *54*(12), 68-71.

   Based on the premise that turnover among new hires is best reduced by developing a valid perspective of the job, this article describes the "Realistic Job Preview" that is specifically designed to give applicants a truly down-to-earth picture of the "cold realities" of a profession or position. It provides as much information as possible about everything from salary and benefits to shift work, on-the-job working conditions, types of

people they will be expected to deal with, and the need for such attributes as self-control, empathy, sensitivity, and ability to handle frustration. The idea is to create an atmosphere of honesty and enable recruits to make a well-educated decision about their fitness for the job, as well as provide them with "antibodies" (i.e., coping strategies) that can assist in dealing with disagreeable aspects of the job upon employment.

45. Hagen, K. S. (2002, July). *Strategic marketing plan for the peace officer recruitment section* (NCJ 196821). Sacramento, CA: California Department of Corrections. 36 pages

This strategic marketing plan for the recruitment of correctional staff outlines three key strategies: a coordinated statewide recruitment effort, the use of current employees as "recruiters-at-large," and the establishment of a community base of qualified applicants. Using performance measures to test the effectiveness of these strategies and supporting tactics, findings indicated that the number of applicants increased 30-40%. As a result of the success of applicants with college degrees in the selection process, additional ongoing recruitment efforts are focusing on community colleges and universities.

46. Henchey, J. P. (2005). Millennial generation enters the workforce: Ready or not, here they come. *Police Chief, 72*(9), 108-121.

This article discusses the implications of the characteristics of the millennial generation (those born between 1982 and 2002) for law enforcement recruitment and leadership, including the potential conflict between traditional bureaucratic structures in this field and the attraction of millennials to employment in more flexible and innovative organizational environments where they have more discretionary control. Recommendations for dealing with this mismatch are included, along with the need for mentoring relationships and sufficient progress in computer technology to appeal to millennials.

47. Kanable, R. (2001). Strategies for recruiting the nation's finest. *Law Enforcement Technology, 28*(2), 64-68.

Acknowledging the declining number of qualified police applicants in recent years, particularly among smaller departments, (especially as background checks have become more stringent), the author maintains that it has become essential for agencies to engage in marketing by identifying more specifically the type of applicants desired and marketing the department to that audience.

48. Koper, C. S. (2004). Hiring and keeping police officers. *NIJ Research for Practice (*NCJ 202289). Washington, DC: U.S. Department of Justice, National Institute of Justice. 8 pages

Based on a national survey of police agencies, as well as analysis of employment data and related literature, this report presents a brief synopsis of findings in such areas as

locating qualified applicants and keeping officers on the job. The general implications for policy and practice that are included appear to be equally applicable to jails.
Available at http://www.ncjrs.gov/pdffiles1/nij/202289.pdf

49. Richardson, R., Troncoso-Skidmore, S. & Wilson, R. (2007, February). Recruitment practices. *PRISE White Paper (*No. 2007-8). College Station, TX: Policy Research Initiatives in Science Education Research Group. 7 pages

In response to the shortage of teachers, these researchers urge schools to think differently about how to attract job applicants. Their review of the literature on effective recruitment practices suggests five strategies that are discussed throughout this white paper–i.e., actively expand the applicant pool, regularly evaluate recruitment practices, use a variety of incentives, select high quality recruitment media, and establish a streamlined hiring process.
Available at http://prise.tamu.edu/PRISEweb/Research_Products.html

50. Rogers, D. (2003). Creating a presence online. *Law Enforcement Technology*, *30*(4), 88, 90-95.

Based on the high volume of Internet use today, this article discusses using Websites as a vehicle for communicating directly with the public in general and potential applicants in particular. Various ways of using Websites are explored, and while many of them are specifically related to police departments, others have more generic application, especially in terms of creating the types of neighborhood partnerships, targeted recruitment efforts, and stakeholder subscription services that can enhance agency outreach, productivity, recruitment, and information-sharing.

51. Scrivner, E. M. (2006). *Innovations in police recruitment and hiring: Hiring in the spirit of service.* Washington, DC: U.S. Department of Justice, Office of Community-oriented Policing Services. 160 pages

Findings are presented from the federally-funded "Hiring in the Spirit of Service" project, designed to engage citizens from five target communities in creating new recruiting methods and marketing initiatives to attract service-oriented law enforcement personnel to police departments. Using focus groups to engage community support, lessons learned are described, along with service-oriented selection procedures as well as accomplishments and challenges at each specific site.
Available at
http://www.cops.usdoj.gov/files/ric/Publications/innovationpolicerecruitmenthiring.pdf

52. Smith, S. (2004, August). Keeping score: Virginia capitalizes on staff insight and experience during budget challenges. *Corrections Today, 66*(5), 58-63.

Designed to counteract the pressures of resource limitations with opportunities to foster employee development, this article describes a strategic planning process ranging from

formulation to development, implementation, and evaluation. Moving beyond a narrow fiscal focus, it takes a more flexible, broad-based approach to employee rewards that is more intrinsically-oriented, and incorporates such components as recognition, work environment, and personal development.

53. Stickrath, T. J. & Sheppard, R. L., Jr. (2004, August). Wanted: The best and the brightest– innovative approaches to selection and hiring. *Corrections Today 66*(5), 64-71.

These authors present research-based techniques for job analysis, as well as test development and validation for employing state correctional officers. Many of the approaches and concepts that they discuss, (such as person-environment fit), have potentially equal application to local jails.

54. Tate, H. (2000, May). Recruitment dilemma: Quick fixes, warm bodies and the eternal search for quality. *Law and Order, (48)*5, 78-82.

To meet the increasing challenge of filling vacancies, police departments (like their private sector counterparts) have turned to such strategies as higher compensation, attracting lateral applicants from other agencies, signing bonuses, and lowering standards. But this article points out that other ingredients are equally important, such as assuring that applicants do not lose interest by reducing the time they spend waiting for processing and feedback.

55. Taylor, L. J., Moersch, B. J. & Franklin, G. M. (2003). Applying the theory of constraints to a public safety hiring process. *Public Personnel Management*, *32*(3), 367-382.

By applying the "theory of constraints" to police applicant processing, this article presents a five-step method for analyzing stopgaps in the screening process and developing logical solutions. The systematic problem-solving method employed to improve the efficiency and effectiveness of this agency's hiring process could likewise be adapted to address similar issues in corrections.

56. Wood, R. & Payne, T. (1998). *Competency-based recruitment and selection: A practical guide.* New York: John Wiley. 194 pages

Written on the premise that professional recruitment and selection practices are most effective when based on specifically-identified competencies, this is a "how-to" guide for everything from establishing relevant criteria to attracting, screening, and assessing candidates. Given the current emphasis on evidence-based practices, incorporating competency-based procedures throughout the recruitment and selection process is both timely and practical.

57. Yearwood, D. L. (2003). *Recruitment and retention of sworn sheriff's personnel: What the research shows.* Raleigh, NC: North Carolina Criminal Justice Analysis Center. 31 pages

   One of a series of publications examining workforce issues among North Carolina's public safety agencies, this report is based on a survey exploring strategies, processes, and techniques for recruiting and retaining detention officers. Resulting recommendations included more intense and non-traditional recruitment techniques, and the use of alternative retention techniques, (beyond increasing salaries).

EMPLOYEE RETENTION

58. Branham, L. (2001). *Keeping the people who keep you in business: 24 ways to hang on to your most valuable talent.* New York: AMACOM Division, American Management Association. 331 pages

   Subtitled "24 ways to hang on to your most valuable talent," this book is divided into 24 retention practices that are organized in four overall categories–i.e., be a company people want to work for, select the right people in the first place, get them off to a great start, and coach and reward to sustain commitment. Within each category is a checklist designed to address the reasons that good performers leave, for which the author strongly maintains that money is not the answer.

59. Branham, L. (2005). *The seven hidden reasons employees leave*. New York: AMACOM Division, American Management Association. 230 pages

   After analyzing the disengagement process that precedes employee departures, the author reviews what research says about why employees leave, with the remainder of the book devoted to seven chapters discussing the hidden, elusive motivations that cause capable people to leave. These include mismatch between the job (or workplace) and employee expectations, mismatch between the job and the employee, insufficient coaching and feedback, few growth and advancement opportunities, feeling devalued and unrecognized, work-related stress, and loss of trust and confidence in senior leaders. Each chapter ends with an "employer-of-choice" engagement practices checklist, and the final chapter concludes with action planning to operationalize employee engagement strategies.

60. Castle, T. L. (2008). Satisfied in the jail? Exploring the predictors of job satisfaction among jail officers. *Criminal Justice Review*, 33(1), 48-63.

   In an effort to predict what factors most influence the job satisfaction of jail officers, this study surveyed staff in one Northeast state. Dividing the potential predictors into those that are individual (e.g., race, age, gender, education) and those that are organizational (e.g., peer/supervisory support, role problems, work-related stress), findings indicate that a lower level of education, greater supervisory support, and lower job stress were significant predictors of higher job satisfaction.

61. Cole, L. E. & Cole, M. S. (2000). Money isn't the answer this time. *Supervision*, *61*(11), 12-15.

With the labor market changing to a seller's market characterized by a more mobile workforce, companies are throwing money at the problem of employee retention. Instead of salary increases and retention bonuses, the authors argue that the real solution may relate to the organization's ability to promote employee trust, respect, cooperation, and open communication.

62. Collins, J. (2001). *Good to great: Why some companies make the leap…and others don't*. New York: Harper Business. 300 pages

Based on research into high-producing companies that have stood the test of time, this book enables others to benefit from the practices that propelled "good" companies to "greatness," (as measured by indicators that extend well beyond profit margins). The major premise of the book is that truly great companies do not exist merely to achieve a profit, but rather, have a higher purpose. As a result, the principles it promotes are equally applicable to the public sector--especially in terms of the capacity to build something that "is larger and more lasting" than the leaders themselves. Ultimately, it is based on the premise that the bottom line is getting the "right people on the bus (and the wrong people off the bus), and *then* figuring out where to drive it," which is contradictory to those who maintain that vision/mission must precede hiring. A significant message of the book is to hire self-motivated people and then use management techniques that will not de-motivate them.

63. Crews, R. & Bonhan, G. (2007). Strategies for employee retention in corrections. *Corrections Compendium*, *32*(3), 7-11, 28.

Based on a study of workplace factors affecting correctional staff in a midwestern state, this article analyzes how certain practices affect recruitment, retention, and job satisfaction of line employees. Designed primarily to determine why staff leave and to develop related retention strategies, it includes a review of relevant policies and procedures, annual reports, exit interviews, and additional turnover-related data. The plan of action presented on the basis of its findings includes a discussion of supervisory responsibility, training, career development, image, compensation, and work environment issues.

64. Deeprose, D. (2007). *How to recognize and reward employees: 150 ways to inspire peak performance* (2nd ed.). New York: AMACOM Division, American Management Association. 129 pages

Starting with the reasons that managers should be interested in recognizing and rewarding employees, the author asserts early on that it is about much more than improving profits and revenues. Not only does demonstrating such concern inspire peak performance, but it likewise enables organizations to retain their best employees while also recruiting the

best new talent on the market. Based on ten fundamental guidelines that range from aligning values and rewards to nurturing self-esteem, the 150 recommended techniques encompass both the more obvious programs, contests, and privileges and the less conspicuous types of intrinsic rewards, peer recognition, and ongoing feedback that can lift an agency out from the crowd.

65. Dennis, G. L. (1998, June). Here today, gone tomorrow: How management style affects job satisfaction and, in turn, employee turnover. Corrections Today, 60(3), 96-101.

Based on a study of factors that influence job satisfaction in prison work, the most significant   relationship uncovered was the direct impact of empowerment on job satisfaction. The more empowered employees felt, the higher their level of job satisfaction, the stronger their organizational commitment, and the lower their level of stress. Implications for improving managerial practices are discussed, along with specific initiatives designed to promote a culture of employee empowerment.

66. Dowd, D. (2007). No vacancies? Osceola County finds keys to attract and retain officer staff. In Large Jail Network Exchange, Annual Issue 2007, pp. 19-24 (Accession Number: 022676). Washington, DC: National Institute of Corrections.

Prepared in conjunction with the semi-annual meeting of large jail administrators throughout the country, this article describes how one county corrections department addressed recruitment and retention issues, reducing their turnover rate from 15% to 10% per year through the implementation of creative initiatives.
Available at http://nicic.org/Downloads/PDF/Library/022676.pdf

67. Hacker, C. A. (1997). The high cost of low morale...and what to do about it. Boca Raton, FL: St. Lucie Press. 260 pages

Written with the belief that high turnover is not a fact of life, this book offers "proven strategies" that the author maintains will work "regardless of the industry, employees' position, pay status, or seniority." Based on interviews with successful executives, chapters are organized into short, easy-reading strategies–for example, the chapter on "Making Good Hiring Decisions" includes sections on planning for retention, forecasting staffing needs, developing recruitment sources, knowing what you're looking for, etc. One topic that is somewhat unique to this book is the chapter on "managing difficult people."

68. Harvard Business School Publishing. (2001). Harvard business review on finding and keeping the best people. Boston: Harvard Business School Press. 211 pages

Although this collection of eight readings is directed toward business and industry, public sector administrators will also find some unique "tips of the trade" that can be implemented in government agencies; (see, for example, the chapters on "A Market-

Driven Approach to Retaining Talent," "Toward a Career-Resilient Workforce," and "Job Sculpting: The Art of Retaining Your Best People").

69. Herman, R. E. (1999). *Keeping good people: Strategies for solving the #1 problem facing businesses today.* Winchester, VA: Oakhill Press. 367 pages

After discussing what good employees want in the workplace and why they leave, the remainder of the book is organized into specific, action-oriented strategies that managers can use to address issues related to the work environment, on-the-job relationships, providing support, encouraging growth, and addressing compensation. While all of the strategies featured may not be directly applicable to the public sector, many are just as relevant to government. The final section concludes with tactics for implementing the strategies presented.

70. Kaye, B. & Jordan-Evans, S. (1999). *Love 'em or lose 'em: Getting good people to stay.* San Francisco: Berrett-Koehler Publishers. 268 pages

Literally an "A to Z" guide to employee retention, the authors cover everything from "Ask" (What keeps you?), "Buck" (It stops here), and "Careers" (Support Growth) to "X-ers" (Handle with care), "Yield" (Power down), and "Zenith" (Go for it). Each chapter is brief, reader-friendly, and filled with real-world examples from the authors' research. Additionally, chapters include concise "to do" checklists, "alas" stories written from the perspective of good employees who "got away,"and even some self-diagnostic quizzes.

71. Lambert, E. G. (2001). To stay or quit: A review of the literature on correctional staff turnover. *American Journal of Criminal Justice*, *26*(1), 61-77.

Based on an extensive review of the literature, the author builds a potential causal model of correctional staff turnover, which includes factors related to personal characteristics, work environment, job satisfaction, and organizational commitment.

72. Levering, R. (2004, August). Creating a great place to work: Why it is important and how it is done. *Corrections Today, 66*(5), 86-88.

Building on the concept that high attrition is related to dissatisfaction with the workplace, this article explores how any agency can become an exemplary employer. Applying information from the private sector to corrections, the author concludes that the main factor involved is the attitude and behavior of management. In that regard, he presents managerial techniques for creating a "great place to work," ranging from sharing information to being accessible, answering hard questions, delivering on promises, showing appreciation, and demonstrating personal concern.

73. Lommel, J. (2004, August). Turning around turnover. *Corrections Today, 66*(5), 54-57.

> Based on a study conducted by the American Correctional Association in conjunction with its "correctional workforce for the 21st century" initiative, turnover is documented as a major problem "plaguing correctional agencies nationwide." In addition to low compensation, other reasons for high turnover are discussed, along with related implications and potential solutions.

74. Nelson, B. (1997). *1001 ways to energize employees.* New York: Workman Publishing. 213 pages

> Nelson, B. (2005). *1001 ways to reward employees* (2nd ed.). New York: Workman Publishing. 381 pages

> Both of these books present simple techniques, activities, and suggestions to recognize, reward, and energize employees. Noting that spontaneous, informal forms of recognition are actually more valued and effective than formally structured programs, the "reward" book is designed to help managers tap into the potential power of a wide variety of positive reinforcements. Organized in similar fashion, the "energize" book focuses on energizing techniques that can be used to enhance the effectiveness of individuals as well as teams and entire organizations. Throughout both books, readers will find research highlights, quotes from business leaders, case studies, and "suggestion boxes."

75. Price, W. H., Kiekbusch, R. & Thesis, J. (2007). Causes of employee turnover in sheriff operated jails. *Public Personnel Management, 36*(1), 51-63.

> Reflecting the findings of a survey of five county jails, turnover predictors are categorized as under the control of the sheriff, the government, or the economy. Among the most important factors controlled by the sheriff are "communication of genuine interest, realistic promotion opportunities, and the full use of employee skills." Moreover, the study concludes that "it is sound management practice and not just salaries and benefits" that tend to reduce intent to leave the job.

76. Putzier, J. (2001). *Get weird! 101 innovative ways to make your company a great place to work.* New York: AMACOM Division, American Management Association. 188 pages

> With the market for well-qualified staff becoming extremely competitive, the author sees an ideal opportunity for employers to think creatively about unique approaches to "attract, retain, and motivate the best and the brightest." To initiate such "outside the box" thinking, he offers unique approaches for recruiting, retaining, and training employees, changing organizational culture, providing recognition, and enhancing organizational image. While some are better suited to business and industry, many are equally applicable to government--from tailoring ads to suit your audience to changing the way the workplace smells.

77. Smith, G. P. (2001). *Here today, here tomorrow: Transforming your workforce from high-turnover to high-retention*. Chicago: Dearborn Trade Publishing. 249 pages

Based on the premise that the unmet needs of an increasingly diverse workforce substantially contribute to high turnover, this book pursues strategies for "retentionship," in order to increase productivity and return on investment. Such strategic initiatives include providing a clear sense of direction, demonstrating that leaders care about employees, keeping communication open, creating an energetic and engaging work environment, transforming workers into winners through performance management, establishing effective reward and recognition programs, and helping people move up in the organization.

78. Stinchcomb, J.B. (2004). Searching for stress in all the wrong places: Combating chronic organizational stressors in policing. *Police Practice and Research*, *5*(3), 259-277.

While this article addresses stress in police agencies, much of the content is equally applicable to corrections, particularly in terms of the role of organizational culture in promoting and reinforcing organizationally-induced stress. As such, it deviates from traditional approaches to stress-provoking traumatic incidents by viewing both sources and solutions from different perspectives. Looking at the impact of daily, routine stressors on the long-term health and well-being of employees, the article explores the stress-reducing impact of changes in organizational features ranging from communication and decision-making to managerial practices and disciplinary actions.

79. Stohr, M. K., Self, R. L. & Lovrich, N. P. (1992). Staff turnover in new generation jails: An investigation of its causes and prevention. *Journal of Criminal Justice*, *20*(5), 455-478.

Using both exit surveys and organizational data from six new generation jails, this study estimates the extent of turnover, identifies causes, and provides recommendations for its reduction, particularly in terms of enhancing the "fit" between employees and their specific job, as well as the organization overall.

SUCCESSION PLANNING AND LEADERSHIP DEVELOPMENT

80. Anderson, T. D. (1992). *Transforming leadership: New skills for an extraordinary future.* Amherst, MA: Human Resource Development Press. 299 pages

As a sort of "succession planning" guide, this book attempts to bridge the gap between management and leadership by familiarizing the former with what is needed to become the latter. By synthesizing various contemporary leadership perspectives, the author seeks to integrate the best available knowledge into a model that readers can use to make a difference in their world. But the feature that perhaps most clearly distinguishes this book from others is its assortment of self-assessment inventories, followed by guidelines for making improvements in weak areas.

81. Atwood, C. G. (2007, November). Implementing your succession plan. *T+D, 61*(11)*,* 55-58.

   Once a succession plan has been developed, this article answers the question "what now?" In addition, the author identifies a number of pitfalls and offers advice for avoiding them.

82. Bennis, W., Spreitzer, G. M. & Cummings, T. G. (Eds.). (2001). *The future of leadership: Today's top leadership thinkers speak to tomorrow's leaders.* San Francisco: Jossey-Bass. 316 pages

   Featuring contributions from noted authorities, this book of readings forecasts the nature of future organizations (boundary-less networks, staffed by multi-generations of knowledge workers), as well as what types of leaders are most suited to guide such organizations (e.g., those with self-insight, flexibility, and resiliency, who engage in self-development, servant leadership, organizational capacity-building, and sense-making rather than decision-making). Despite many notable features, however, in the 20/20 view of hindsight, this work may become best-known for its lavish praise of the leadership style of Enron's CEO.

83. Bower, J. L. (2007). Solve the succession crisis by growing inside-outside leaders. *Harvard Business Review, 85*(11), 91-96.

   Based on the premise that the most successful CEOs are those who "are developed inside the company, but manage to retain an outside perspective," the author offers tips for becoming an "inside-outside" leader. Additionally, he argues that succession should be envisioned as an ongoing process rather than a singular event, with tomorrow's leaders identified by the time they are thirty.

84. Campbell, N.M. (2005). *Correctional leadership competencies for the 21st century: Manager and supervisor levels* (NIC 020475). Washington, DC: U.S. Department of Justice, National Institute of Corrections. 348 pages

   Campbell, N.M. (2005). *Correctional leadership competencies for the 21st century: Executive and senior level leaders* (NIC 020474). Washington, DC: U.S. Department of Justice, National Institute of Corrections. 257 pages

   As determined through research examining "best performers," these documents identify the core competencies for effectively developing correctional managers/supervisors as well as executives/senior leaders. Chapters detailing each of the core competencies for these positions include definitions, knowledge base, key skills and behaviors, focus matrix, and resources, along with insights into what elements could comprise an organization's succession planning and leadership development initiatives.
      Available at http://nicic.org/Downloads/PDF/Library/020475.pdf (Manager);
      and *http://www.nicic.org/pubs/2005/020474.pdf* (Executive)

85. Cannon, J. & McGee, R. (2007). *Talent management and succession planning*. London: Chartered Institute of Personnel and Development. 406 pages

  This toolkit provides practical guidance, checklists, and strategies to enable the reader to clarify what "talent management" and "succession planning" actually are, identify specific organizational needs, establish talent management and succession planning processes, (including managing, developing, and retaining qualified employees), and evaluate policies to measure their success.

86. Carkhuff, R. R. (2005). Building correctional leader from the ground up. *American Jails, 19(5),* 65-70.

  Based on the premise that good executive leadership development starts at the beginning of a staff member's career, rather than when they reach mid-management ranks, this article presents a five-step process for developing line staff into functional leaders.

87. Clem, C. (2003, January). *Results of data analysis: NIC needs assessment on correctional management and executive leadership development*. Washington, DC: U.S. Department of Justice, National Institute of Corrections. 49 pages

  Based on an email survey of four National Institute of Corrections listservs, this report assesses leadership development and training needs for correctional executives, managers and supervisors. Undertaken in conjunction with NIC's strategic planning for future training programs, the data reflect 141 agencies (including 82 jails) that employ a total of 216,789 staff. Results are presented for prisons and jails as well as community corrections and include data on turnover, employment of women and minorities, and sources of training.
    Available at http://www.nicic.org/pubs/2003/018898.pdf

88. Halley, D. (2001, December). The core competency model project. *Corrections Today, 63*(7), 154.

  This article discusses the Core Competency Model Project initiated by the National Institute of Corrections, which offers a framework by which correctional leaders and trainers can determine the efficacy of existing training programs or develop new leadership and management training. The profiles presented in the project can also be used to determine if job incumbents are receiving education and training appropriate to their needs.

89. Jarrell, K. M. & Pewitt, K. C. (2007). Succession planning in government: Case study of a medium-sized city. *Review of Public Personnel Administration, 27*(3), 297-309.

  Based on the necessity of government to embrace succession planning in order to meet critical employment needs, the authors use a municipal case study to suggest methods for preparing public organizations to build an effectively functioning talent pipeline.

90. Kaye, B. (1982). *Up is not the only way: A guide for career development practitioners.* Englewood Cliffs, NJ: Prentice Hall. 272 pages

    A step-by-step guide to implementing career development in an organization, the author takes readers through a six-stage process, including preparation (analysis and planning), profiling (identifying and reality-testing the employee's capacity), targeting (exploring and specifying career goals), strategizing (understanding the system), execution (acquiring resources and demonstrating ability), and integration (evaluation and rewards). Designed to incorporate all key players in the process, each stage is integrated with the one before and after it in seamless progression toward an effective outcome for everyone involved.

91. Korn, D. J. (2007, December). Securing succession success. *Journal of Accountancy,* 34-37.

    Although addressed to a CPA audience, the author's "tips for a successful transition" and "internal succession checklist" are equally applicable to succession planning in the public sector workplace.

92. Leibowitz, Z. B., Farren, C. & Kaye, B. (1986). *Designing career development systems.* San Francisco: Josey-Bass Publishers. 323 pages

    Written for those who are serious about enhancing the career development prospects of their employees, this comprehensive guide addresses virtually every aspect of the topic, beginning with needs assessment, visioning, and planning, continuing through the implementation stage, and concluding with ongoing maintenance and assessing effectiveness. Several model career development systems are described, and although prepared with the private sector in mind, much of the content is likewise applicable to public sector work.

93. McCampbell, S. W., Hall, M. E. & Layman, E. P. (2002, January). *Resource guide for newly appointed wardens.* U. S. Department of Justice, National Institute of Corrections. 184 pages

    Developed on the basis of input from both new and experienced wardens, this guide focuses on approaches that can be used to maximize the effectiveness of recently-appointed wardens. It provides a checklist and resources, along with descriptions of what techniques produce the best and the worst wardens, (according to state directors of corrections). In addition to helping new wardens adjust to the responsibilities of their promotion, this guide can also be used in developing leadership programs and succession planning initiatives.
        Available at http://www.cipp.org/survival/Introduction.pdf

94. National Institute of Corrections. (2002). *Mentoring in the corrections workplace: A self-paced workbook* (Accession Number: 018196). Washington, DC: Author. 31 pages

 A self-paced course on how to become an effective mentor, this workbook identifies benefits, tasks, and responsibilities of mentors, mentees, and their supervisor, along with the rules of mentoring, effective listening skills, establishing expectations, goal-setting, eliciting feedback, exploring options, and becoming aware of potential pitfalls. Additionally, it includes a mentor's checklist, action planning guide, and mentor/mentee relationship review.
 Available at http://www.nicic.org/pubs/2002/018196.pdf

95. Schall, E. (1997). Public sector succession: A strategic approach to sustaining innovation. *Public Administration Review, 57*(1), 4-10.

 Based on her experience managing succession at the New York City Department of Juvenile Justice, the author identifies four strategies that public sector leaders committed to a strategic approach to succession planning can use, ranging from techniques for getting a supportive candidate appointed to assuring that successful innovations are maintained after the leader's departure.

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Appendix D
Summary of National Jail Workforce Survey Results

1. Which of the following recruitment strategies/incentives does your agency currently use?

82% **Newspaper ads**	15% Volunteer programs	5% Sharing one job between two employees
5% Magazine ads	30% Part-time or seasonal positions	35% Visibility throughout the community
10% Radio ads	20% Full or part-time recruiters	8% Military outplacement centers
16% Posters/billboards	29% Government job service center	11% High school contacts/placement centers
5% TV ads	42% Competitive salary and benefits	24% College contacts/placement centers
26% Brochures	45% Up-to-date agency website	10% Incentives for employees to recruit people
23% Internship programs	16% Other Internet recruiting site(s)	53% Informal recruiting/Word of mouth
44% Local job fairs	11% Expedited hiring process	1% Housing assistance for new employees
4% Out-of-state job fairs	29% College job fairs	3% Monetary signing bonus for new employees

2. Which <u>five</u> recruitment strategies/incentives are the most effective in bringing qualified applicants to your agency?

64% **Newspaper ads**	5% Volunteer programs	2% Sharing one job between two employees
1% Magazine ads	13% Part-time or seasonal positions	20% Visibility throughout the community
5% Radio ads	12% Full or part-time recruiters	4% Military outplacement centers
4% Posters/billboards	20% Government job service center	4% High school contacts/placement centers
2% TV ads	36% **Competitive salary and benefits**	10% College contacts/placement centers
5% Brochures	26% **Up-to-date agency website**	6% Incentives for employees to recruit people
12% Internship programs	9% Other Internet recruiting site(s)	49% **Informal recruiting/Word of mouth**
24% **Local job fairs**	6% Expedited hiring process	1% Housing assistance for new employees
1% Out-of-state job fairs	14% College job fairs	3% Monetary signing bonus

3. If your agency is using (or you know of) any unique or creative recruitment strategies that appear to be effective, please describe them here.

4. Overall, how would you rate your agencyÕs ability to recruit entry-level applicants who meet job requirements?

5% Poor	17% Below average	<u>**47% Average**</u>	27% Good	4% Excellent

5. From the time that candidates submit their application to this agency, about how long does it usually take until they are offered a position?

24% 1 month or less	50% **2-4 months**	16% 5-7 months	6% 8-10 months	4% More than 10 months

6. What are the major barriers to hiring new employees more quickly? *[Check all that apply].*

69% **Not enough qualified applicants**	10% Lack of resources to conduct screenings/exams
12% The schedule for the entry-level test	7% Date the recruit training program begins
4% Lack of staff for interview panels	20% Lack of control over the hiring process
36% Slow completion of background checks	8% Testing/scoring delays in civil service exam

7. What type of website does your agency have for potential job applicants?
   23% Our agency does not have a website
   14% One with hiring information only
   30% One with hiring information and a downloadable application
   25% One where applicants can get job information and apply for the job online
   8% Not sure

8. In your jail, who is primarily responsible for each of the following?

Recruitment activities	**1%** State	**18%** County/City	**81%** Your agency
Processing applications	**1%** State	**23%** County/City	**76%** Your agency
Interviewing candidates	**1%** State	**6%** County/City	**93%** Your agency
Conducting the background investigation	**1%** State	**6%** County/City	**93%** Your agency
Scheduling examinations (medical, polygraph)	**1%** State	**13%** County/City	**86%** Your agency
Authorizing candidate hiring	**1%** State	**16%** County/City	**83%** Your agency
Testing applicants	**5%** State	**20%** County/City	**75%** Your agency

9. If your recruitment and selection processes are primarily managed outside of your agency, how much input do you have in the processes?

   3% No input at all   **4%** Not very much input   **10%** Some input   **28%** A great deal of input
   54% Not applicable – we manage the entire process

10. Approximately what percentage of the employees in your jail voluntarily resigned in 2007(*Excluding retirements*)?

   55% <u>Less than 10%</u>   **21%** 10-19% **10%** 20-29%   **5%** 30-39%   **2%** 40-49% **2%** 50-59% **3%** 60% or more

11. Over the past five (5) years, what has been the trend in your employee turnover rate?

   7% It decreased substantially   **17%** It decreased somewhat   **43%** <u>It stayed about the same</u>
   21% It increased somewhat   **9%** It increased substantially   **3%** Not sure

12. According to how long they have been on the job, which category of employees had the highest turnover rate in your jail last year?

   33% Employees who worked less than a year in the jail   **46%** <u>Employees who worked 4-5 years in the jail</u>
    8% Employees who worked 1-3 years in the jail   **7%** Employees who worked 5 years or more
    3% Not sure

13. The ratio of total number of currently vacant positions **(excluding civilians)** to the total number of funded positions in your jail **(excluding civilians)**

   Mean = 6%

   0% = **30%**   1%-3% = **19%**   4%-6% = **17%**   7%-10% = **15%**

   11%-13%= **8%**   14%-17% = **5%**   18%-21% = **1%**   22% or more = **4%**

 The ratio of the number of currently vacant positions that are entry-level (officer/deputy) to the total number of funded positions in your jail **(excluding civilians)**

   Mean = 6%

   0% = **33%**   1%-3% = **19%**   4%-6% = **17%**   7%-10% = **15%**

   11%-13%= **6%**   14%-17% = **5%**   18%-21% = **1%**   22% or more = **4%**

14. Does your agency have a formal policy of requiring employees interested in law enforcement/road patrol to work in the jail before they are eligible for such positions?
      73% <u>No</u>   **10%** Yes
      17% Not applicable – our agency does not have a law enforcement component

15. If yes, how long are jail employees required to work in the jail before they are eligible for a law enforcement/road patrol position?

    25% 0-6 months   **47%** <u>7-12 months</u>   **6%** 13-18 months   **16%** 19-24 months   **6%** 25 or more months

16. In your opinion, how does this requirement impact your jail's employee turnover rate?
    22% It is responsible for little or no impact
    43% **It is responsible for a small amount of our turnover rate**
    22% It is responsible for a moderate amount of our turnover rate
    13% It is responsible for a great deal of our turnover rate

17. In your opinion, how does this requirement impact the employee morale in your agency?
    35% Negatively   **49%** <u>No impact</u>   **16%** Positively

18. For each item below, indicate whether it describes your agency now, and then whether it is important for retaining good employees.

<u>Salary and benefits</u>

	Not Sure	No	Yes
We generally pay employees what they are worth in terms of their skills, education, and experience			
Describes our workplace now...	1%	52%	47%
Important for retaining good employees..	3%	7%	90%
Most employees here get a competitive salary & benefits package			
Describes our workplace now...	1%	29%	70%
Important for retaining good employees..	1%	2%	93%
Agency-sponsored child care is available to our employees			
Describes our workplace now...	1%	98%	1%
Important for retaining good employees..	22%	38%	40%
An agency-sponsored fitness center is available to our employees			
Describes our workplace now...	1%	50%	49%
Important for retaining good employees..	14%	30%	56%

<u>Work environment</u>

	Not Sure	No	Yes
Employees usually have a say in how things are done here			
Describes our workplace now...	2%	25%	73%
Important for retaining good employees..	3%	8%	89%
Most employees here get along well with their co-workers			
Describes our workplace now...	2%	8%	90%
Important for retaining good employees..	1%	1%	98%
Most employees here get along well with their supervisors			
Describes our workplace now...	3%	9%	88%
Important for retaining good employees..	2%	1%	97%
Most employee grievances are resolved fairly			
Describes our workplace now...	4%	6%	90%
Important for retaining good employees..	3%	1%	96%
Most employee grievances are resolved in a timely manner			
Describes our workplace now...	4%	13%	83%
Important for retaining good employees..	3%	2%	95%
The employee disciplinary process here is fair and consistent			
Describes our workplace now...	3%	16%	81%
Important for retaining good employees..	2%	1%	97%
Most employees are able to work their preferred shift and days off			
Describes our workplace now...	5%	42%	53%
Important for retaining good employees..	6%	14%	80%

Most employees are able to get time off when requested	Not Sure	No	Yes
Describes our workplace now...	1%	11%	88%
Important for retaining good employees...............................	1%	2%	97%

Employees can control how they complete their assignments

	Not Sure	No	Yes
Describes our workplace now...	4%	32%	64%
Important for retaining good employees...............................	9%	23%	68%

Most employees here are well-suited for their job

	Not Sure	No	Yes
Describes our workplace now...	4%	12%	84%
Important for retaining good employees...............................	2%	1%	97%

This is a family-friendly workplace

	Not Sure	No	Yes
Describes our workplace now...	8%	22%	70%
Important for retaining good employees...............................	7%	8%	85%

There is very little bureaucracy and red tape here

	Not Sure	No	Yes
Describes our workplace now...	4%	48%	48%
Important for retaining good employees...............................	8%	13%	78%

The community appreciates the work we do here

	Not Sure	No	Yes
Describes our workplace now...	19%	30%	51%
Important for retaining good employees...............................	11%	9%	80%

We generally work in good physical facilities

	Not Sure	No	Yes
Describes our workplace now...	2%	24%	74%
Important for retaining good employees...............................	2%	3%	95%

We generally have up-to-date technology

	Not Sure	No	Yes
Describes our workplace now...	2%	25%	73%
Important for retaining good employees...............................	5%	5%	90%

Local politics do not interfere with our work here

	Not Sure	No	Yes
Describes our workplace now...	6%	54%	40%
Important for retaining good employees...............................	10%	15%	75%

Management/Supervision

Management listens to the opinions of employees

	Not Sure	No	Yes
Describes our workplace now...	2%	8%	90%
Important for retaining good employees...............................	2%	1%	97%

Employees are recognized when they do good work

	Not Sure	No	Yes
Describes our workplace now...	3%	13%	84%
Important for retaining good employees...............................	2%	1%	97%

Employees here generally feel appreciated

	Not Sure	No	Yes
Describes our workplace now...	12%	25%	63%
Important for retaining good employees...............................	1%	1%	98%

Those higher in the chain of command tend to respect those below

	Not Sure	No	Yes
Describes our workplace now...	5%	13%	82%
Important for retaining good employees...............................	2%	1%	97%

Employees have input into decisions that affect them

	Not Sure	No	Yes
Describes our workplace now...	5%	17%	78%
Important for retaining good employees...............................	3%	4%	93%

Employees are treated fairly

	Not Sure	No	Yes
Describes our workplace now...	2%	6%	92%
Important for retaining good employees...............................	0.4%	0.6%	99%

Career growth and development

Employees participate in training opportunities

	Not Sure	No	Yes
Describes our workplace now...	1%	6%	93%
Important for retaining good employees...............................	2%	2%	96%

Employees have sufficient agency-sponsored educational opportunities

	Not Sure	No	Yes
Describes our workplace now...	3%	44%	53%
Important for retaining good employees...............................	7%	5%	88%

Employees have sufficient opportunities for upward advancement

	Not Sure	No	Yes
Describes our workplace now...	3%	51%	46%
Important for retaining good employees...............................	5%	4%	91%

19. If your agency is using (or you know of) any unique or creative retention strategies that appear to be effective, please describe them here.

20. What influence does your union or collective bargaining agreement have on your ability to manage the organization? **52% of the agencies are not unionized, 48% do have unions and answered these questions:**

	Not Sure	A Negative Influence	No Influence	A Positive Influence
Job assignments…………………. ………...…................…………………………………………	2%	20%	66%	11%
Vacation schedules ……….. ………………………………………………………………………	4%	11%	49%	36%
Shift assignments and days off ……… …………..………	3%	17%	48%	32%
The promotional process …………….…… ……………………................................………..	4%	8%	67%	20%
Training opportunities …………………… ……………………………………………………	1%	5%	78%	15%
Resolution of employee grievances ……... …………………………………………………….	9%	24%	9%	58%
Employee discipline…. ……………………. …………………………………………………	9%	26%	20%	45%
Job safety …………………………………… ……………................……………...……...........	4%	4%	44%	48%
Who gets promoted….…………………….…… ……………………....……………..…...............	2%	5%	87%	6%
Starting salary …………………………….…… ……………………......……………..…...............	4%	7%	24%	65%
Annual salary increases………………………….….……………....…………….......……...........	7%	6%	16%	71%

21. If you have a union or collective bargaining agreement, how would you rate its influence on the ability of your agency to keep good employees?
  13% It hinders our ability to keep good employees
  59% **It has no influence one way or the other on whether employees stay**
  28% It improves our ability to keep good employees

22. What is the approximate percentage of your management/executive-level staff who are eligible to retire within the next five years?
  36% **Less than 10%**   **14%** 10-19%   **11%** 20-29%   **12%** 30-49%   **24%** 50% or more   **3%** Not sure

23. When someone in a management position leaves the jail, is your agency generally ready to fill the position relatively quickly as a result of planning ahead?
  5% No, never   **19%** Not usually   **26%** Sometimes   **38%** **Yes, usually**   **12%** Almost always

24. How is your jail preparing its next generation of leaders? *[Check all that apply].*
  32% Through a formal leadership development program that includes training
  17% Through a formal leadership development program that includes mentoring
  32% Through an informal leadership development program
  44% **Through informal mentoring**
  30% None of the above
  Other (please specify): Leadership courses on the Internet, training inside/outside of agency

25. Does your jail have a formal mentorship/coaching program (with written guidelines) for employees?
  78% **No**   **18%** Yes   **4%** Not sure

26. Does your jail provide formal classroom or online training to new supervisors before they assume supervisory duties?
  59% **No**   **39%** Yes   **2%** Not sure

27. In your agency (and/or immediate region surrounding your agency), do jail employees currently receive the same salary/benefits as those on road patrol?
  71% **No**   **21%** Yes   **8%** Not sure

28. If not, how much less do jail employees receive?

44% Up to 10% **22%** 11% – 20% **22%** 21% – 30% **11%** Over 30%

29. Would you recommend this jail to a friend or family member as a good place to work?

9% No **91% Yes**

30. Overall, how would you rate this jail as a place to work?

1% Poor 4% Below average 13% Average **53% Good** 28% Excellent

31. How did each of the following influence your decision to rate this jail as you did above?

	Not At All Influential	Somewhat Influential	Very Influential
The reputation of this agency in the community……………………………..	19%	45%	36%
The quality of our first-line supervisors ………………………………….…	12%	48%	40%
The quality of our leadership and management……………………………	7%	33%	60%
The quality of our physical plant (including technology) ……………………	16%	38%	46%
The salary and benefits package………………………………………………	10%	43%	47%
The close working relationships that we have……………………………..…	9%	40%	51%
The availability and quality of our training……………………………….……	12%	50%	38%
The efficiency and effectiveness of our administrative operations……………	9%	43%	48%
□ Other (please specify):_____	19%	45%	36%

32. Overall, how satisfied are you with your current job assignment?

1% Very dissatisfied 5% Dissatisfied 42% Satisfied **52% Very satisfied**

33. How long have you worked in jail management?
Range from 1-40 years, Mean = 9.7 years, Standard Deviation = 7.2 years

35% 1-5 years **28%** 6-10 years **17%** 11-15 years **12%** 16-20 years
6% 21-25 years **2%** 26-30 years **0.6%** 31 years or more

34. How long have you worked in the field of corrections?
Range from 1-46 years, Mean = 16.3 years, Standard Deviation = 9.0 years

14% 1-5 years **17%** 6-10 years **17%** 11-15 years **20%** 16-20 years
17% 21-25 years **9%** 26-30 years **6%** 31 years or more

35. How often do you think about quitting your current job?
66% Almost never **17%** Every few months **6%** About once a month
6% About once a week **4%** Nearly every day

36. How much longer do you think you will stay working in this jail system?
3% 1 year or less **19%** 2-4 years **21%** 5-7 years
9% 8-10 years **41% Until retirement** **6%** Not sure

37. If you <u>do not</u> think you will continue working in this jail system until retirement, how will each of the following influence your decision to leave?

	Not At All Influential	Somewhat Influential	Very Influential
Finding a better job somewhere else in corrections	59%	22%	19%
Finding a better job somewhere else outside of corrections	31%	34%	35%
Getting another position somewhere else in this agency	60%	19%	21%
Not liking my job	54%	23%	23%
Not liking to work for the person to whom I report	61%	16%	23%
Not liking my executive team	58%	29%	13%
Being stressed-out	34%	34%	31%
Too much political involvement in the job	43%	30%	27%
Not making enough money	46%	30%	24%
Change in leadership (new sheriff, county manager)	41%	20%	39%

38. How would you describe the agency where you work? *[Select one].*

    76% A sheriff's office/jail   **5%** A city-operated agency/jail   **0.4%** A private jail
    2% A state-administered jail   **1%** A tribal jail or BIA jail   **0%** A military jail
    12% A regional/multi-jurisdictional jail   **0%** A county-operated agency/jail (not a sheriff's office)
    3% Other: <u>For-profit jail</u>

39. What is the average daily population of inmates in the agency where you work?

    46% Less than 150   **24%** 150 to 499   **9%** 500 to 999   **9%** 1,000 to 1,999   **12%** 2,000 or more

40. In what year were you hired by this agency?

    Range from 1970 – 2008

41. Which of the following best describes your title? *[Select one]*

    1% Sheriff   **65% Jail administrator/manager**
    10% Deputy (or assistant) jail administrator/manager   **3%** Civilian manager or administrator
    22% Executive staff member (captain, lieutenant, or equivalent)

42. What is your age? **Range from 23-69, Mean = 47 years old, Standard Deviation = 8 years**

43. What is your gender?   **78%** Male   **22%** Female

44. What is your highest level of education?

    0% Less than high school or GED   **16%** High school or GED   **29%** 1-3 years of college
    15% Associate's degree   **31%** Bachelor's degree   **8% Master's degree**
    1% Doctorate degree

45. The option that best describes your race/ethnicity is:

    2% American Indian or Native American   **0.2%** Asian   **6%** Black or African American
    2% Hispanic   **88%** White or Caucasian   **1%** Multi-racial

46. What was your salary in this position last year (2007)?

    20% Below $40,000   **32%** $40,001- $60,000   **25%** $60,001-$80,000   **12%** $80,001- $100,000
    8% $100,001- $120,000   **1%** $120,001- $140,000   **1%** $140,001- $160,000 **0.2%** $160,001-$180,000
    0% $180,001- $200,000   **0%** $200,001 or more

1. Back when you first started thinking about working in corrections, what triggered your interest in this field?

36% Knowing someone who worked in corrections   5% Learning about corrections in the military
6% Learning about corrections in high school or college   10% Looking for a second career
3% Reading about corrections in a book/magazine/newspaper   2% Reading about corrections on the web
7% Seeing or hearing advertisements about correctional jobs   44% <u>Looking for a stable job</u>
9% Knowing that I wanted to work in corrections/jails   2% Hearing about corrections at a job fair
20% Nothing in particular – just stumbled into corrections

2. If you marked more than one answer above, which <u>one</u> influenced you most? <u>Looking for a stable job</u>

3. Thinking back to when you first considered working for this agency, how important was each of the following to you?

	Not Sure	Not at All Important	Important	Very Important	Not Applicable
The salary offered…………………………………………………	1%	5%	40%	54%	0%
The benefits package …..…………………………………………	1%	4%	31%	64%	0%
The retirement program …..………………………………………	2%	7%	31%	60%	0%
<u>Stable employment</u> …..…………………………………………	1%	1%	20%	78%	0%
The agency's reputation as a good place to work..................	3%	14%	44%	36%	3%
Opportunities for career growth and advancement …..………………	3%	11%	43%	41%	2%
The job matched my career goals…………………………………	5%	21%	44%	24%	6%
Agency would pay for my college/graduate education……………………	6%	37%	27%	14%	16%
The only place that was hiring at the time ………………………………	8%	43%	15%	6%	29%
Being referred or recruited by someone who worked here ……………	5%	34%	24%	12%	25%
Making a difference in my community …..…………………………	5%	21%	42%	25%	7%
Helping to rehabilitate inmates..……………………………………	7%	45%	30%	9%	9%
Hoping to find friendly co-workers.…………………………………	5%	33%	42%	13%	8%
Feeling comfortable working in a para-military organization…………...	5%	34%	37%	16%	8%
Having an entry into law enforcement/road patrol…………………………	4%	32%	26%	30%	8%

4. When you first applied to work at this agency, how did you find out about openings for your job?

 46% <u>Personal contact</u> (friend, family member)   14% Agency website   2% Job fair
  4% Agency Recruiter   1% Other website   19% Newspaper
 21% Employee of the agency   1% TV   1% Magazine
  1% Military outplacement service   1% Brochures   1% Radio
  2% Government job service center   2% Posters/billboards
  1% High school/college instructor

5. If you marked more than one answer above, which <u>one</u> influenced you most? <u>Personal Contact</u>

6. From the time that you submitted your application to this agency, how long did it take until you were hired?

  19% 1 month or less   29% <u>2-4 months</u>   25% 5-7 months   11% 8-10 months   16% More than 10 months

7. In terms of the items below, how would you rate your experience during the hiring process at this agency?

	Not Sure	Disagree	Agree
I got prompt answers to my questions..……………… …………………………	8%	20%	72%
I knew who to call for answers or help …………………………………..........	10%	22%	68%
I felt like someone in the agency cared about me …....………………..........	22%	29%	49%
I didn't have to fill out too many forms…………………………………………	6%	50%	44%
I didn't have to go through too many steps to complete the process……………	4%	51%	45%
I didn't have to go to the agency too often …………………………………………	7%	21%	72%
I didn't have to take much time off my job to complete the process……………	6%	22%	72%
The agency made a relatively prompt hiring decision.…..………………………	7%	34%	59%

8. When this agency first offered you a job, how did each of the following influence you to accept it?

	Not At All Influential	Somewhat Influential	Very Influential	Not Applicable
First place to offer me a position …….....……………………………	**30%**	**22%**	**31%**	**17%**
Secure job …………………………………………………	**2%**	**16%**	**81%**	**1%**
Attractive salary and benefits………… …….……………………..	**6%**	**27%**	**66%**	**1%**
Good retirement plan………….……… …….………………………	**6%**	**26%**	**67%**	**1%**
Interesting type of work………….……… …….………………………	**9%**	**34%**	**56%**	**1%**
Recommended by others who worked here.………………………	**23%**	**28%**	**33%**	**16%**
Good agency reputation.………………………………………………	**18%**	**34%**	**41%**	**7%**
Fit with my needs (e.g. work schedule)………………………………	**28%**	**32%**	**41%**	**6%**
Location of the agency……………………………….………………..	**20%**	**31%**	**45%**	**4%**
Seemed like a good place to grow and develop professionally	**10%**	**33%**	**54%**	**3%**
The job matched my career goals……..…………………………..........	**17%**	**35%**	**42%**	**6%**

9. Did you accept the job working in this jail as a way to become eligible for law enforcement /road patrol?
   55% No   **45%** Yes

10. If you did accept the job working in this jail as a way to become eligible for law enforcement/road patrol, why are you now working in the jail?
   5% I later found out I wasn't qualified for law enforcement
   40% **I found that I like jail work and chose to stay here**
   8% I worked in law enforcement, but returned to the jail
   38% I am still waiting for law enforcement/road patrol work
   9% Other

11. When you took this job, did you have other options available?
   13% No other options available at that time   **28%** Yes, could have continued in previous job
   53% **Yes, had other employment offers**   **7%** Yes, could have continued in college/vocational school/military

12. How long have you been working in this jail system?
   14% 1 year or less   **25%** 2-4 years   **20%** 5-7 years   **15%** 8-10 years   **26%** More than 10 years

13. How much longer do you think you will stay working in this jail system?
   52% **Until retirement**   **7%** 1 year or less   **11%** 2-4 years   **5%** 5-7 years   **5%** 8-10 years   **19%** Not sure

14. If you do not think you will continue working in this jail system until retirement, how will each of the following influence your decision to leave?

	Not At All Influential	Somewhat Influential	Very Influential
Finding a better job outside of this agency..…………………………	**24%**	**28%**	**48%**
Becoming eligible for road patrol…………………………………………	**46%**	**17%**	**37%**
Getting another position somewhere else in this agency…………………	**28%**	**33%**	**39%**
Not getting promoted …………..…………................…....................………	**40%**	**33%**	**27%**
Not liking my job ……………….……………………………………………	**29%**	**31%**	**40%**
Not feeling safe on the job ……………….…………………………….……	**41%**	**28%**	**31%**
Not liking to work for my supervisor …….... ……………………………	**16%**	**30%**	**24%**
Being stressed-out ……………….………………………………………	**40%**	**34%**	**26%**
Not liking my co-workers ………..… .....……………………………………	**52%**	**33%**	**15%**
Not liking how this agency is managed……………………………………	**25%**	**34%**	**41%**
Being able to make more money at another jail or law enforcement agency….	**32%**	**30%**	**38%**
Not getting tuition assistance for my college education…………………	**61%**	**25%**	**14%**
Not a family-friendly workplace………………………………………………	**45%**	**30%**	**25%**

15. How often do you think about quitting your current job?

    63% Almost never   **17%** Every few months **8%** About once a month

    5% About once a week   **7%** Nearly every day

16. If you plan to leave your current job, where do you plan to work?

    7% Non-corrections job in this agency **10%** Another jail system **23%** Outside of the criminal justice system

    2% State Dept. of Corrections   **28% <u>Law enforcement</u>** **10%** Other criminal justice job

    20% Other: <u>Federal job, private sector jobs</u>

17. Answer each item below twice - first, in terms of how it describes your current situation and then whether it is important to keeping you working here.

<u>Personal</u>	Not Sure	No	Yes
Being paid what my skills, education, and experience are worth			
Describes my current situation…………………………………………	**7%**	**28%**	**65%**
Important to keeping me……………………………………………………	**6%**	**29%**	**85%**
Having a good match between my skills and my job			
Describes my current situation…………………………………………	**7%**	**20%**	**73%**
Important to keeping me …………………………………………………	**6%**	**14%**	**80%**
Not having other employment options			
Describes my current situation…………………………………………	**11%**	**62%**	**27%**
Important to keeping me …………………………………………………	**11%**	**50%**	**39%**
Being proud to work here			
Describes my current situation…………………………………………	**7%**	**18%**	**75%**
Important to keeping me …………………………………………………	**6%**	**15%**	**79%**
Doing exciting and challenging work			
Describes my current situation…………………………………………	**6%**	**28%**	**66%**
Important to keeping me …………………………………………………	**6%**	**20%**	**74%**
Feeling that the community appreciates the work I do			
Describes my current situation…………………………………………	**11%**	**44%**	**46%**
Important to keeping me …………………………………………………	**10%**	**40%**	**50%**
Getting personal satisfaction from my work			
Describes my current situation…………………………………………	**5%**	**23%**	**72%**
Important to keeping me …………………………………………………	**5%**	**15%**	**80%**
<u>Salary and Benefits</u>			
Getting a competitive salary			
Describes my current situation…………………………………………	**3%**	**22%**	**75%**
Important to keeping me …………………………………………………	**3%**	**7%**	**91%**
Getting competitive benefits			
Describes my current situation…………………………………………	**3%**	**15%**	**82%**
Important to keeping me …………………………………………………	**2%**	**6%**	**92%**
Being vested in the retirement system			
Describes my current situation…………………………………………	**4%**	**13%**	**83%**
Important to keeping me …………………………………………………	**3%**	**7%**	**90%**
Able to work voluntary overtime			
Describes my current situation…………………………………………	**4%**	**25%**	**71%**
Important to keeping me …………………………………………………	**5%**	**33%**	**62%**
Required to work mandatory overtime			
Describes my current situation…………………………………………	**7%**	**65%**	**28%**
Important to keeping me …………………………………………………	**8%**	**69%**	**23%**
Being able to work my preferred shift and days off			
Describes my current situation…………………………………………	**3%**	**26%**	**71%**
Important to keeping me …………………………………………………	**4%**	**23%**	**73%**

	Not Sure	No	Yes
Getting time off when I request it			
Describes my current situation………………………………………	4%	18%	78%
Important to keeping me ………………………………………………	4%	15%	81%
Getting the post assignments that I prefer			
Describes my current situation………………………………………	7%	41%	52%
Important to keeping me ………………………………………………	8%	35%	57%
Having job security			
Describes my current situation………………………………………	2%	6%	91%
Important to keeping me ………………………………………………	2%	6%	91%
Having agency-sponsored child care available			
Describes my current situation………………………………………	8%	80%	12%
Important to keeping me ………………………………………………	10%	69%	21%
Having an agency-sponsored fitness center available			
Describes my current situation………………………………………	5%	44%	51%
Important to keeping me ………………………………………………	7%	51%	42%
Career Growth and Development			
Having opportunities for promotion			
Describes my current situation ………………………………………	4%	29%	67%
Important to keeping me ………………………………………………	4%	24%	72%
Having my own coach or mentor			
Describes my current situation ………………………………………	7%	69%	24%
Important to keeping me ………………………………………………	9%	63%	28%
Having training opportunities			
Describes my current situation ………………………………………	4%	21%	75%
Important to keeping me ………………………………………………	4%	22%	74%
Getting college tuition assistance			
Describes my current situation ………………………………………	7%	52%	41%
Important to keeping me ………………………………………………	7%	50%	43%
Having leadership development opportunities			
Describes my current situation ………………………………………	5%	34%	61%
Important to keeping me ………………………………………………	5%	28%	67%
Co-workers			
Having good rapport with my co-workers			
Describes my current situation ………………………………………	4%	10%	86%
Important to keeping me ………………………………………………	3%	20%	77%
Respecting the professionalism of my co-workers			
Describes my current situation ………………………………………	3%	15%	82%
Important to keeping me ………………………………………………	3%	17%	80%
Management/Supervision			
Knowing that management listens to my opinions			
Describes my current situation ………………………………………	8%	37%	55%
Important to keeping me ………………………………………………	5%	17%	77%
Feeling appreciated by my supervisor			
Describes my current situation ………………………………………	7%	24%	69%
Important to keeping me ………………………………………………	3%	16%	81%
Having good rapport with my supervisor			
Describes my current situation ………………………………………	5%	15%	80%
Important to keeping me ………………………………………………	3%	15%	82%
Respecting the organization's leadership			
Describes my current situation ………………………………………	7%	27%	66%
Important to keeping me ………………………………………………	4%	16%	80%

Being respected by those above me in the chain of command	Not Sure	No	Yes
Describes my current situation	10%	23%	67%
Important to keeping me	4%	14%	82%

Being treated fairly

	Not Sure	No	Yes
Describes my current situation	5%	21%	74%
Important to keeping me	2%	8%	90%

Being recognized when I do good work

	Not Sure	No	Yes
Describes my current situation	6%	29%	64%
Important to keeping me	3%	20%	77%

<u>Autonomy</u>

Having control over how I complete my assignments

	Not Sure	No	Yes
Describes my current situation	5%	18%	77%
Important to keeping me	5%	20%	75%

Having a say in how things are done here

	Not Sure	No	Yes
Describes my current situation	8%	40%	52%
Important to keeping me	7%	23%	70%

Having input into decisions that affect me

	Not Sure	No	Yes
Describes my current situation	6%	33%	61%
Important to keeping me	4%	13%	83%

<u>Overall Work Environment</u>

Enjoying a positive work climate on the job

	Not Sure	No	Yes
Describes my current situation	6%	25%	69%
Important to keeping me	4%	11%	85%

Enjoying a family-friendly workplace

	Not Sure	No	Yes
Describes my current situation	10%	38%	52%
Important to keeping me	8%	29%	63%

Feeling that overall this is a good place to work

	Not Sure	No	Yes
Describes my current situation	6%	16%	78%
Important to keeping me	3%	9%	88%

Having good facilities and equipment

	Not Sure	No	Yes
Describes my current situation	5%	28%	67%
Important to keeping me	4%	13%	83%

<u>Policies</u>

Seeing employee grievances resolved fairly

	Not Sure	No	Yes
Describes my current situation	16%	28%	56%
Important to keeping me	7%	12%	81%

Feeling that the employee discipline process is fair and consistent

	Not Sure	No	Yes
Describes my current situation	13%	36%	51%
Important to keeping me	6%	12%	82%

Having to deal with very little bureaucracy and red tape

	Not Sure	No	Yes
Describes my current situation	14%	42%	44%
Important to keeping me	11%	22%	67%

Having limited contact with inmates

	Not Sure	No	Yes
Describes my current situation	5%	73%	22%
Important to keeping me	6%	71%	23%

18. What influence has your union or collective bargaining agreement had on you in each of these areas?

40% **Not applicable–this agency is not unionized**

	Not Sure	A Negative Influence	No Influence	A Positive Influence
Job assignments…………………. …...………………………………	**17%**	**4%**	**54%**	**25%**
Vacation schedules ………. …..………………………………....	**15%**	**7%**	**36%**	**42%**
Shift assignments and days off …….… …...………………….........	**15%**	**5%**	**39%**	**41%**
The promotional process ……………….…...……………………….	**19%**	**7%**	**45%**	**29%**
Training opportunities …………………….…...…………………….	**20%**	**4%**	**50%**	**26%**
Resolution of employee grievances …….…... ……………………..	**20%**	**10%**	**24%**	**46%**
Employee discipline….. …..……………….…...…………………….	**19%**	**10%**	**29%**	**42%**
Job safety ……………….…...…………………….…...…………….	**18%**	**7%**	**34%**	**41%**
Who gets promoted………………….…...…………………………...	**20%**	**10%**	**54%**	**16%**
Starting salary……………….…...……………….…..…………….....	**13%**	**6%**	**15%**	**65%**
Annual salary increases……………….…...……...…..……………..	**11%**	**9%**	**13%**	**67%**

19. Overall, how would you rate this jail as a place to work?

   4% Poor   **7%** Below average   **24%** Average   **45%** <u>**Good**</u>   **20%** Excellent

20. How did each of the following influence your decision to rate this jail as you did above?

	Not At All Influential	Somewhat Influential	Very Influential
The reputation of this agency in the community…………………………...	**25%**	**44%**	**31%**
The quality of our first-line supervisors ……………………………………	**17%**	**42%**	**41%**
The quality of our leadership and management…………………………….	**16%**	**38%**	**46%**
The quality of my co-workers…………….…………………………………….	**11%**	**42%**	**47%**
The quality of our physical plant (including technology) …………………….	**19%**	**47%**	**34%**
The salary and benefits package…………………………………………….	**8%**	**30%**	**62%**
The close working relationships that we have……………………………...….	**17%**	**43%**	**40%**
The availability and quality of our training………………………………….....…	**15%**	**44%**	**41%**
The efficiency and effectiveness of our administrative operations……………	**19%**	**43%**	**38%**
The ability to solve problems within my chain of command………..……..……	**16%**	**41%**	**43%**
The job security …………………………………………………………………	**9%**	**22%**	**67%**

21. Overall, how satisfied are you with your current job assignment?

   3% Very dissatisfied   **9%** Dissatisfied   **56%** <u>**Satisfied**</u>   **32%** Very satisfied

22. How committed do you feel to the agency where you work?

   4% Not committed at all   **5%** Somewhat uncommitted   **32%** Somewhat committed   **59%** <u>**Very committed**</u>

23. Would you recommend this jail to a friend or family member as a good place to work?

   23% No   **77%** <u>**Yes**</u>

24. What advice would you like to offer about how this agency could better *recruit* employees?

25. What advice would you like to offer about how this agency could better *retain* employees?

26. How would you describe the agency where you work?

   71% A sheriff's office/jail   **3.0%** A city-operated agency/jail   **0.4%** A private jail
   1% A state-administered jail   **0.1%** A tribal jail or BIA jail   **0.2%** A military jail
   4% A regional/multi-jurisdictional jail   **21.0%** A county-operated agency/jail (not a sheriff's office)

27. What is the average daily population of inmates in the agency where you work?

12% Less than 150   **14%** 150 to 499   **9%** 500 to 999   **28%** 1,000 to 1,999   **36%** 2,000 or more

28. In what year were you first employed at this jail?

1% 1970-1979   **9%** 1980-1989   **26%** 1990-1999   **64%** 2000-2008

29. What is your age? **Mean = 38 Standard Deviation = 10**

28% 30 or younger   **35%** 31-40   **25%** 41-50   **10%** 51-60   **1%** 61 or older

30. What is your gender?   **70**% Male   **30%** Female

31. What is your highest level of education?
0.2% Less than high school or GED   **26.0%** High school or GED   **39%** 1-3 years of college
14.0% Associate's degree   **18.0%** Bachelor's degree
2.0% Master's degree :   **0.1%** Doctorate degree

32. What is the minimum level of education that your agency currently requires for your job?
1.0% Less than high school or GED   **92.0%** High school or GED   **3.0%** 1-3 years of college
1.0% Associate's degree   **.4%** Bachelor's degree   **.1%** Master's degree
0.0% Doctorate degree   **3.0%** Not sure

33. The option that best describes your race/ethnicity is:
2% American Indian or Native American   **2%** Asian   **13%** Black or African American   **7%** Hispanic
70% White or Caucasian   **4%** Multi-racial   **2%** Other

34. Before you entered correctional work, did you have any military experience?
71% No   **3%** Yes, national guard or reserves.
     5% Yes, national guard or reserves and active duty.
     21% Yes, active duty.

35. Including overtime and any extra-duty assignments, what did you earn in this job last year (2007)?
5% Below $20,000   **14%** $20,000-$30,000   **16%** $30,001-$40,000   **19%** 40,001-$50,000
14% $50,001-$60,000   **11%** $60,001-$70,000   **8%** $70,001-$80,000   **5%** $80,001-$90,000
8% Above $90,000

Appendix E Subsidiary Reports from the National Jail Workforce Survey

- Impact of a Unionized Workforce
- Hiring for Road Patrol/Law Enforcement from Jail Employees

Subsidiary Reports from the National Jail Workforce Survey

During the process of designing the survey that has been described throughout this report, members of the National Advisory Panel raised two specific issues that have not yet been addressed in preceding chapters; i.e.:

- The influence of unions/collective bargaining units on the jail's ability to recruit, retain and develop the next generation of leaders;

- The impact of the "jail first" policies maintained by some sheriff's offices which require (officially or unofficially) that those interested in law enforcement/road patrol first work in the jail.

The following sections examine and discuss survey findings regarding these two somewhat controversial issues.

Impact of a Unionized Workforce: Report of Findings

There is little doubt that being responsive to the new generation of workers means providing timely opportunities for growth and development. Newer employees are impatient with no-end-in-sight night-shift assignments, waiting their turn behind senior workers for specialized positions, and similar seniority-related frustrations. Many of today's new workers simply do not accept the premise that time-in-service is the best basis for making staff assignments. Yet neither do they tend to see much value in union membership.

When asked how they can better integrate new employees into a variety of work assignments, focus groups of jail administrators frequently cited limits placed on them by collective bargaining agreements that tied their hands in terms of making assignments to certain shifts or specialized duties. To explore this issue further, the National Jail Workforce Survey addressed their concerns.

The responding jail administrators who reported that they had a union contract (n=251) were asked how they would rate its influence on their ability to keep good employees. A total of 248 administrators responded to this question, and as indicated in the figure below, the overwhelming majority (87%) said that it either has no influence or actually improves their retention capability.

Impact of the Union/Collective Bargaining Unit on the Ability to Keep Good Employees

Hinders Ability
13%

Improves Ability
28%
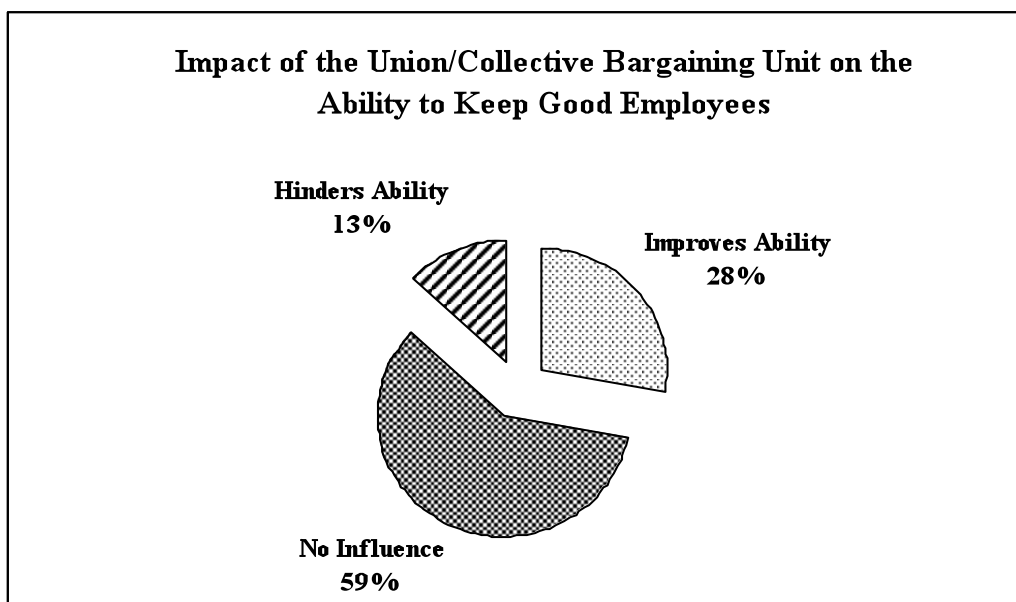
No Influence
59%

Looking more closely at related issues, jail administrators reported the following when asked what influence their union or collective bargaining agreement has on their ability to manage the organization:

What influence does your union or collective bargaining agreement have on your ability to manage the organization?	Not Sure	A Negative Influence	No Influence	A Positive Influence
Job assignments	2%	20%	66%	11%
Vacation schedules	4%	11%	49%	36%
Shift assignments and days off	3%	17%	48%	32%
The promotional process	4%	8%	67%	20%
Training opportunities	1%	5%	78%	15%
Resolution of employee grievances	9%	24%	9%	58%
Employee discipline	9%	26%	20%	45%
Job safety	4%	4%	44%	48%
Who gets promoted	2%	5%	87%	6%
Starting salary	4%	7%	24%	65%
Annual salary increases	7%	6%	16%	71%

As indicated by these findings, any negative influence of unions and collective bargaining agreements on the ability to manage basic administrative activities appears to be less significant than anecdotally suspected. In the two areas where the most negative influences were reported—i.e., employee discipline (26%) and resolution of employee grievances (24%) - the negative impact was uniformly shared by jails of all sizes. In the open-ended survey questions where jail administrators could have chosen to cite the union or collective bargaining unit as a positive or negative influence on recruitment, retention, or leadership development, no remarks at all were made about unions. If jail administrators are working in an environment where a collective bargaining agreement severely limits their flexibility to make work assignments, that has not been reflected in their responses. To the contrary, jail managers responding to this survey appear, for the most part, to have developed reasonable working relationships with their employee unions.

"Jail First" - Hiring for Road Patrol/Law Enforcement from Jail Employees:
Report of Findings

"Jail first" refers to the practice whereby some sheriff's offices require entry-level employees who are seeking law enforcement/road patrol work to begin their careers working in the jail. During focus group sessions, jail administrators working for sheriffs' offices with "jail first" policies noted that this policy undermines staffing by creating excessive employee turnover, and, just as importantly, labels the jail and its employees as "less valued." Regardless of whether it is a formal, written policy or an informal, unwritten practice, administrators working in such organizations said that it causes them to be in a perpetual state of recruitment, training, and ultimately, turmoil.

Proponents of a "jail first" policy argue that it gives new employees valuable experience and an appreciation for the jail, enhances their interpersonal communication skills, allows the agency to closely evaluate their performance, and determines how much they really want to be assigned to law enforcement/road patrol. While the length of time between when new employees who want to be in law enforcement begin work at the jail and when they actually "get to the road" can range from years to months, anecdotal reports indicate that this waiting time has dropped substantially in recent years.

Because administrators serving on the advisory panel for this project identified "jail first" as a significant issue in terms of employee turnover, the National Jail Workforce Survey posed questions to both jail administrators and line staff about "jail first" and the interest of newly hired employees in jobs within the agency other than the one they accepted at the jail.

Survey Results—Jail Administrators (n=569)

Four questions were asked of the 569 responding jail administrators, (76% of whom work for sheriffs' offices). Results from these items (#13, 15, 16, and 17), along with related discussion, are presented below.

Does your agency have a formal policy of requiring employees interested in law enforcement/road patrol to work in the jail before they are eligible for such positions?

> *Distribution of the 504 responses:*
> **73% No**
> *17% Not applicable – our agency does not have a law enforcement component*
> *10% Yes*

Based on the discussion by jail administrators that resulted in this question being included in the survey, it was surprising that only 10% of respondents reported having such a policy. Perhaps asking if the agency had a "formal" policy influenced the reporting, especially if this tends to be more informal practice than official policy.

Although the "jail first" requirement might not be as widespread as expected, when the affirmative responses are analyzed by jail size, it appears that most of those affected are in the

two smallest categories—i.e., an average inmate population of less than 150 or between 150 and 499.
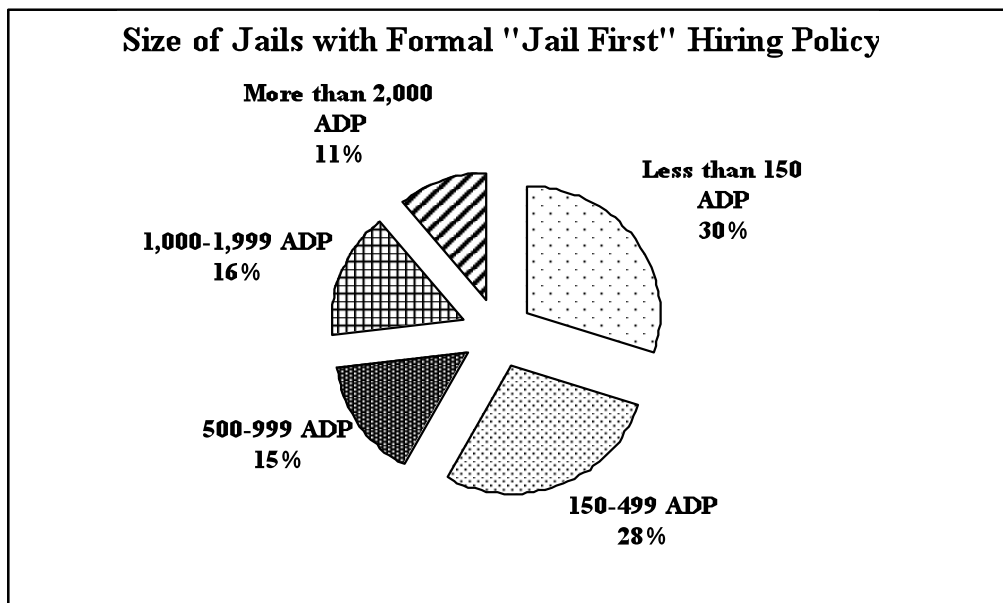
Size of Jails with Formal "Jail First" Hiring Policy

- More than 2,000 ADP: 11%
- 1,000-1,999 ADP: 16%
- 500-999 ADP: 15%
- 150-499 ADP: 28%
- Less than 150 ADP: 30%

If yes, how long are jail employees required to work in the jail before they are eligible for a law enforcement/road patrol position?

Distribution of the 51 responses:

25%	*1-6 months*
47%	***7-12 months***
6%	*13-18 months*
16%	*19-24 months*
6%	*25 or more months*

How Long are Jail Employees Required to Work in the Jail Before Eligible for Road Patrol?

- 25 months or more: 6%
- 19-24 months: 16%
- 13-18 months: 6%
- 7-12 months: 47%
- 1-6 months: 25%
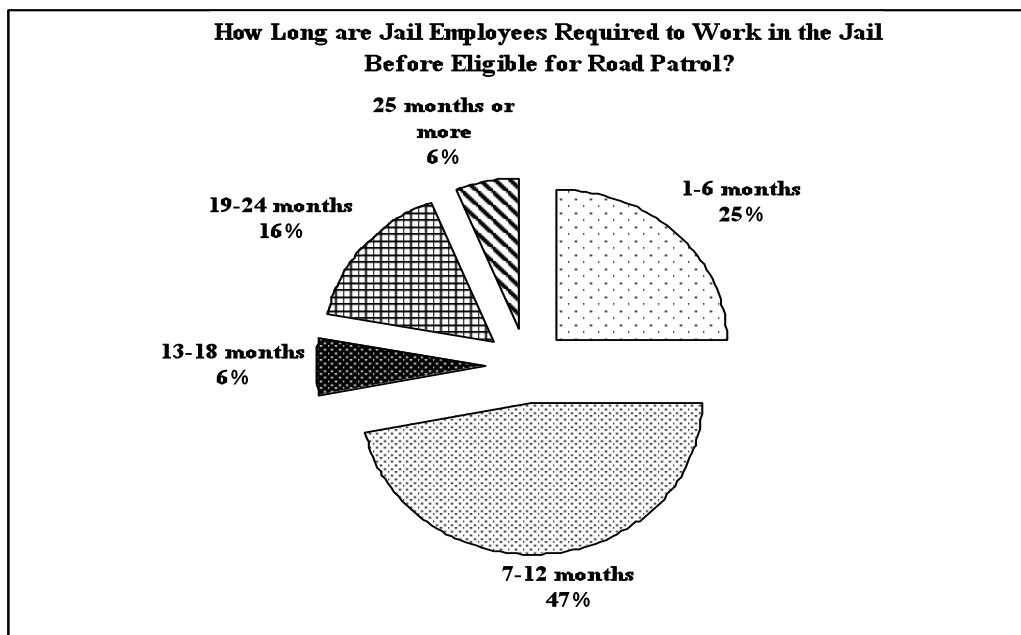
These results are consistent with anecdotal reports indicating that the jail experience required is now more likely to be measured in months rather than years.

In your opinion, how does this requirement impact your jail's employee turnover rate?

> *Distribution of the 54 responses:*
> *22% It is responsible for little or no impact*
> ***43% It is responsible for a small amount of our turnover rate***
> *22% It is responsible for a moderate amount of our turnover rate*
> *13% It is responsible for a great deal of our turnover rate*

It is unclear why little or no impact is reported (22%), or why most (43%) indicate that its impact on turnover is "small" if the average length of time before moving to road patrol is between seven and twelve months. This perhaps suggests that if attrition is a jail problem, most of those leaving may not be going to the agency's road patrol. In any event, the 35% of respondents indicating that "jail first" causes a moderate or great deal of turnover are facing significant self-induced staffing issues.

In your opinion, how does this requirement impact the employee morale in your agency?

> *Distribution of the 55 responses:*
> *35% Negatively*
> ***49% No impact***
> *16% Positively*

Given the concerns of jail administrators working for sheriffs' offices about how the "jail first" policy generates a "less-valued" syndrome, these findings are somewhat surprising. Given the question's wording, however, it is possible that respondents may have interpreted "agency" as not just the jail, but the entire sheriff's office.

Overall, the results of these four items do not document the level of impact that might have been anticipated in light of verbal concerns expressed during focus groups of jail administrators who work for sheriffs' offices that have a "jail first" policy. It must be noted, however, that the survey focuses on *formal* policies, and the impact of "jail first" may be just as acute when the practice is *informal*. Moreover, as discussed above, 35% indicate that a "jail first" policy does cause a "moderate" or "great deal" of turnover, and the same percentage see it as negatively affecting morale.

Survey Results—Jail Staff (n=2,106)

In order to identify potential links between a career preference for law enforcement and accepting a job in the jail, four questions were also asked of line staff (#3, 9, 10, and 16), as described below.

Thinking back to when you first considered working for this agency, how important was having an entry into law enforcement/road patrol?

Distribution of the 2,062 responses:
33% Not at all important
27% Important
30% Very important
4% Not sure
6% Not applicable
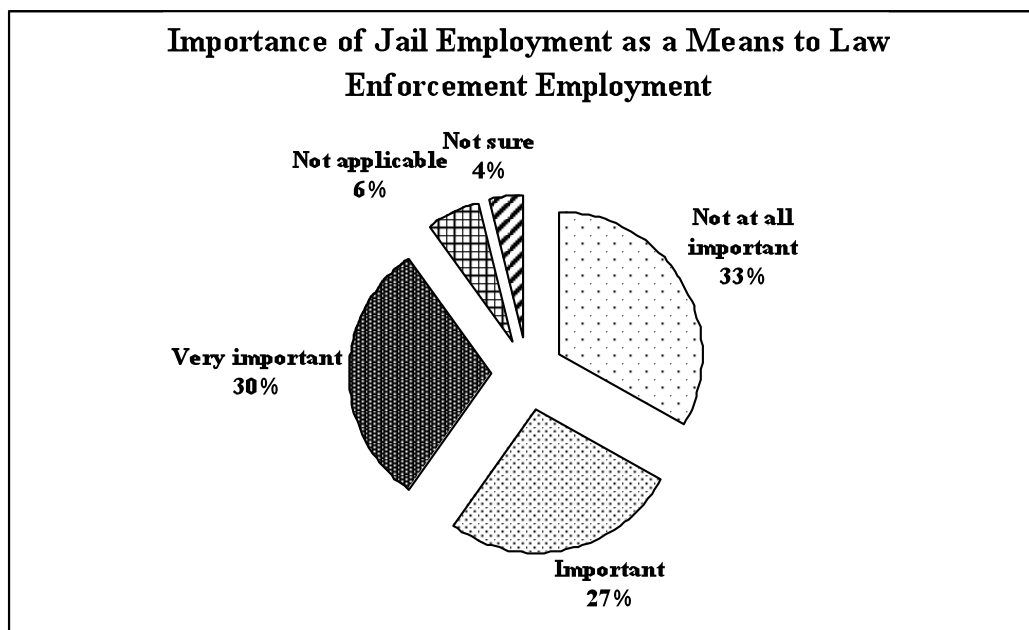
Over half (57%) of the respondents indicated that having an entry into law enforcement was either "important" (27%) or "very important" (30%) to them. Thus, it appears that the majority of staff was looking at jail employment as a way to get a foot in the door toward a law enforcement position.

Importance of Jail Employment as a Means to Law Enforcement Employment

	Age 28 or Younger	Ages 29 – 43	Ages 44 – 65
Not Applicable	3%	6%	14%
Not Sure	4%	2%	6%
Not at All Important	19%	33%	43%
Important	25%	28%	23%
Very Important	49%	31%	14%

As illustrated above, findings suggest that younger workers were more likely to be interested in using jail employment as a means toward achieving their goal of a law enforcement position, (with 74% indicating this was important or very important). Perhaps these employees were looking for an added advantage in the law enforcement hiring process, but further results appear to indicate that many subsequently changed their mind.

Did you accept the job working in this jail as a way to become eligible for law enforcement /road patrol?

> <u>Distribution of the 1,813 responses:</u>
> **55% No**
> 45% Yes

Reviewing the size of the agency represented by the respondents reveals that there is no significant difference based on this factor. Looking at the data by age of respondent does, however, reveal differences that are consistent with the previous discussion; (i.e., younger workers were more interested in law enforcement work).

Whether respondent accepted the jail position as a way to become eligible for law enforcement /road patrol

	Age 28 or Younger	Ages 29 – 43	Ages 44 – 65
Yes	65%	49%	26%
No	35%	51%	74%

If you did accept the job working in this jail as a way to become eligible for law enforcement/road patrol, why are you now working in the jail?

> <u>Distribution of the 634 responses:</u>
> 5% I later found out I wasn't qualified for law enforcement
> **40% I found that I like jail work and chose to stay here**
> 8% I worked in law enforcement, but returned to the jail
> 38%   I am still waiting for law enforcement/road patrol work
> 9% Other

Of the respondents who are still waiting for law enforcement/road patrol work, 39% are 28 years of age or younger. All age groups were relatively consistently represented among those who found that they liked jail work and chose to stay. Likewise, the percentages of those who chose to stay are about the same regardless of size of jail.

If you plan to leave your current job, where do you plan to work?

> <u>Distribution of the 1,577 responses:</u>
> 7%   Non-corrections job in this agency
> 10%   Another jail system
> 23%   Outside of the criminal justice system
> 2%   State Department of Corrections
> **29%   Law enforcement**
> 10%   Other criminal justice job
> 20%   Other: Federal job, private sector jobs

The following graph illustrates the generational distribution of the 457 respondents who indicated that they are planning to move to law enforcement if they leave their current job. As might be expected, the majority are in the two youngest age groups.

Planning to Leave the Jail for Law Enforcement Jobs by Age

Ages 44-65
6%

Age 28 or younger
40%

Ages 29-43
54%
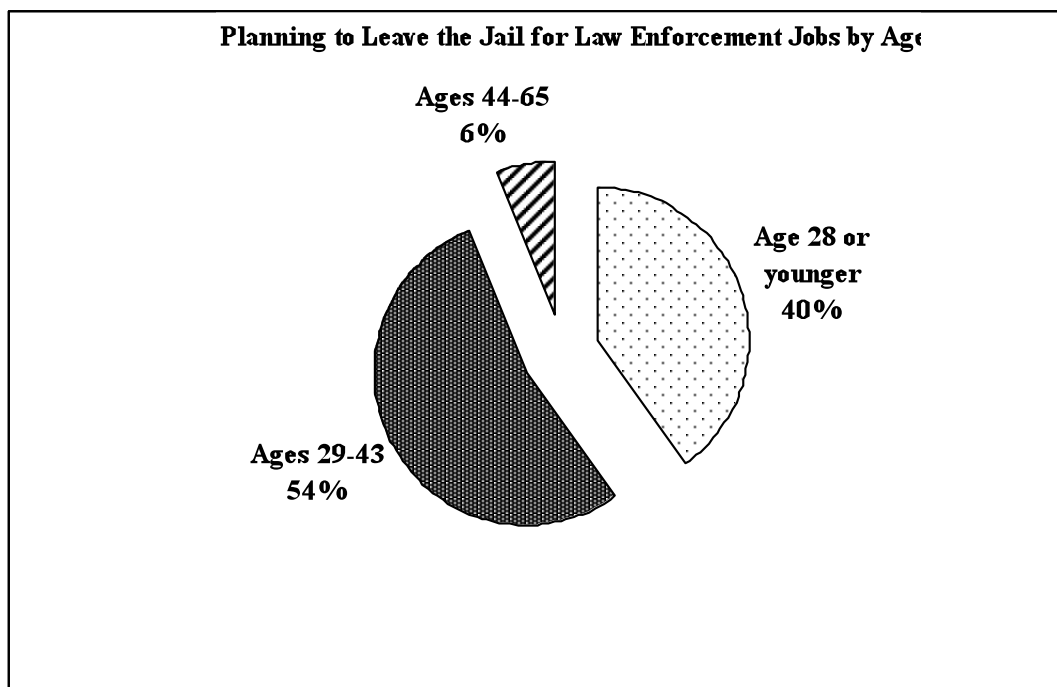
Of the 457 respondents who plan to move to law enforcement if they leave their current job, the next chart illustrates their distribution by jail size. Results show that more than two out of three work in jails with more than 1,000 average daily population.

Planning to Leave the Jail Employement for Law Enforcement Jobs

Less than 150
ADP
11%

150-499 ADP
13%

More than 2,000
ADP
36%

500-999 ADP
7%

1,000-1,999 ADP
33%

Open-Ended Questions – Recruitment and Retention

Jail staff had several opportunities to add their recommendations for improving recruitment and retention. Reviewing their responses provides a wealth of information and ideas on these topics. For example, their comments reveal deeply shared feelings about the impact of hiring personnel who view the jail job as a way to get to road patrol. In their comments, jail employees adamantly advised management to focus on hiring those who are interested jail careers, rather than those who clearly have indicated their preference for law enforcement. Moreover, survey respondents suggested that organizations create a professional jail climate by:

- Hiring applicants who indicate commitment to a jail career;
- Prioritizing the jail within the organization;
- Providing the same quality of uniforms, vehicles, technology, and equipment to jail employees as enjoyed by road patrol staff;
- Improving teamwork between the jail command and the road patrol command;
- Treating jail employees the same as road patrol employees;
- Establishing salary and benefit parity for jail and law enforcement employees at initial hiring and throughout their careers;
- Providing the same quality of training for jail staff and road patrol;
- Avoiding the use of jail assignments as "punishment" for inadequate performance on road patrol;
- Creating career paths and opportunities for promotion in the jail, the same as for road patrol.

Along with urging jail leaders to listen to them, staff recommendations primarily focused on themes related to urging management to respect their work. In many ways, these responses link back to the issue of "jail first," since both reflect a fundamental concern that jail employment be recognized as a serious career choice in and of itself, rather than as a second-rate adjunct to law enforcement work.

In essence, open-ended staff responses indicate that they want the jail professionalized by acknowledging the importance of its function—to jail employees, their law enforcement counterparts, and the community in general. As a result, sheriffs may find it beneficial to evaluate whether a formal policy or informal practice of requiring "jail first" is in the best overall interests of the agency.

Appendix F: Selected Finding From the National Jail Workforce Survey – Employee Recruitment and Retention

SELECTED FINDINGS FROM THE
NATIONAL JAIL WORKFORCE SURVEY-
EMPLOYEE RECRUITMENT AND RETENTION

September 2009

By mid-2009, the nation's economic downturn appeared to have slowed the steady pace of employee turnover that challenged America's jails - along with many other employers - throughout much of the previous decade. With media attention more recently focused on long lines of applicants anxiously competing for scarce openings, enthusiasm for job-hopping has diminished, especially among those holding more secure government positions that provide reasonable compensation and benefits. But since the economy moves in cycles, it is eventually destined to recover. When conditions improve and the job market expands, greater career opportunities may again be expected to encourage greater employee mobility.

Retirements that were postponed during bleak fiscal years cannot be delayed indefinitely. In more than one-third of America's jails, 30% or greater of the leadership/management team is eligible for retirement by 2013; (and in one-quarter of jails, this figure is 50% or higher).[1] As these long-term career employees begin to depart, jails can anticipate experiencing the ripple effects of personnel vacancies throughout all ranks.

In times of fiscal strain within local government, basic survival takes priority. Under such conditions, it is easy for workforce-related issues to assume diminished importance on the jail's list of organizational priorities. But the best time to plan ahead is not in the midst of a crisis. As a result, this current period of relative workforce stability is the most opportune time to engage in the proactive planning designed to more effectively meet the future recruitment and retention needs of local jails.

> **Stakeholders**
> Potential stakeholders for the findings presented in this research report include sheriffs and jail administrators, correctional planners, researchers, elected and appointed government officials, policy-makers, academicians, fiscal managers, and human resource professionals. Essentially, anyone interested in expanding quantitative, jail-based data or engaging in evidence-based workforce practices will find this information beneficial to their efforts.

The National Jail Workforce Survey

To measure the full extent of workforce challenges facing the nation's jails, as well as gain insights from those working in the field for improving recruitment, retention, and succession planning, the National Jail Workforce Survey was conducted in 2008, with funding from the Bureau of Justice Assistance. Capturing the opinions of 2,106 staff members from 46 states, it addressed a wide variety of issues - from what first attracted employees to work in a jail, how they were successfully recruited, why they remain on the job, how satisfied and committed they are, and how often they think about leaving. A separate instrument, (completed by 569 sheriffs and jail administrators from 48 states), addressed similar issues from an administrative perspective, including such information as turnover statistics, retirement projections, succession planning efforts, and similar organizational insights.

Administering the Survey

All line-level employees who work in jails across the nation were invited to complete the National Jail Workforce Survey online. Letters informing staff about the survey were sent to:
- 3,162 jails included on a national list provided by American Jail Association (AJA);
- 80 additional tribal jails from a list provided by National Institute of Corrections (NIC).

Additionally, using AJA email addresses, 1500 letters and flyers were sent electronically to jails throughout the nation. The National Jail Workforce Advisory Panel members, affiliated partners, state sheriffs' associations, and national professional associations also included information about the survey in their publications, membership circulation information, and list-serves.

Descriptive findings from the National Jail Workforce Survey are presented in the project's final report, *The Future is Now: Recruiting, Retaining, and Developing the 21st Century Jail Workforce* (Stinchcomb, McCampbell, and Leip, March 2009, available at http://cipp.org/futureisnow.html). Given the length and complexity of the survey findings, a separate monograph was warranted in order to discuss more in-depth analyses by generations and jail sizes.

Categorizing Respondents

All respondents who answered the questions about their age (N=1894) or their jail's average daily inmate population (N=1907) were included in this report. They were categorized by:

Ages of Respondents - Generations
- Baby Boomers (age 44-65)
- Generation Xers (age 29-43)
- Millennials (age 28 or younger)

Average Daily Population - Jail Size
- Small (ADP less than 500)
- Medium (ADP 500 – 1999)
- Large (ADP 2000 or more)

(The gender of respondents was not included in this analysis, as the total number of female staff who responded to the survey was not large enough for bivariate analysis).

This *Appendix* is therefore designed to provide an expanded presentation of relevant recruitment and retention staff survey items, looking more closely at the extent to which findings may vary according to either the respondent's age or jail size. The first section focuses on recruitment related results, followed by retention findings. Within each of these two sections, analyses by generations are presented first, followed by analyses by jail size.

Analyzing the Data

The analyses focused on examining differences between how survey items were answered by:
- Those from different generations;
- Those from different jail sizes.

In order to determine whether any of these differences were significant, Chi square tests were conducted. Any survey item that produced a significant difference is noted by an asterisk (*) next to that item in the tables and figures. While other findings may have occurred by chance, that is extremely unlikely for those that are statistically significant.

Recruitment Results by Generation

More closely examining National Jail Workforce Survey results by the age of respondents provides insights into how to specifically develop and implement recruitment strategies that appeal to different generations. For example, employees were asked to rank the importance of various factors that influenced them when they first considered working for their current agency. Table 1 lists these factors in order of importance (#1 through #10) according to the generation represented by respondents. The differences between the generations for items #6 through #9

Table 1. Recruitment Factors by Generations.	Generations		
Thinking back to when you first considered working for this agency, how important was each of the following:	**Millennials (28 or younger)**	**Gen Xers (29-43)**	**Baby Boomers (44-65)**
(In order of importance for total respondents; asterisks note statistical significance)	(Percent of staff that responded Important/Very important)		
1. (99%) Stable employment	98%	99%	99%
2. (96%) The benefits package	97%	96%	95%
3. (95%) The salary offered	95%	95%	94%
4. (93%) The retirement program	90%	94%	94%
5. (85%) The agency's reputation as a good place to work	85%	86%	84%
6. (76%) The job matched my career goals*	83%	77%	70%
7. (76%) Making a difference in my community*	84%	75%	70%
8. (62%) Hoping to find friendly co-workers*	70%	60%	60%
9. (53%) Agency would pay for my college/graduate education*	62%	55%	43%
10. (52%) Being referred or recruited by someone who worked here	50%	53%	53%

were statistically significant.

However, it is also important to note the factors that were rated equally high across all generations (#1 through #5), which provide key insights that can help guide efforts toward improving jail recruitment. For instance, virtually all respondents said that stable employment prospects, along with salary and benefits, were essential factors when they first considered working for their current agency.[2] Since there are no differences between generations in terms of the importance of these factors, jails may want to emphasize these features of the job, especially in times when widespread layoffs in the private sector create concerns for job stability.

This analysis also shows that all jail staff, regardless of their age, rated "the agency's reputation as a good place to work" among the top five factors that they considered before applying for the job. In light of these results, jails would be well-advised to pay attention to the agency's image and reputation in the community. Moreover, the majority of all age groups consistently indicated that being referred or recruited by someone who was already employed at the jail was an important factor when they first considered working there. Thus, agencies may want to capitalize on this information by structuring a formal approach for encouraging all staff to be part of their recruitment team.

While the above findings did not reveal inter-generational variations, some age-based differences did surface. For example, when they first thought about working at the jail, younger employees were more likely to be interested in planning their career and obtaining an education. In that regard, 83% of the Millennials said that having a job that matched their career goals was an important factor, along with 77% of the Generation Xers, but only 70% of the Baby Boomers. In addition, the youngest employees were more concerned about having their college tuition paid for by the agency (62%) than the oldest workers (43%). For the Millennials now entering the workplace, these findings indicate the importance of a holistic career approach that incorporates agency-supported, employee-centered personal development and educational incentives to meet the professional goals of new workers.

In deciding to pursue jail employment, "making a difference in the community" was likewise a higher priority for younger employees (84%) than their older counterparts (70%). However, both of these percentages are greater than those of public servants in general. Overall, only 40% of public service employees indicate that making a difference was their major motivator for committing to careers in government[3]. Again, these findings provide valuable insights,

indicating that agencies which reinforce how jails make a difference in their communities can add another positive perspective to their recruitment arsenal. Since younger people also rated "hoping to find friendly co-workers" as more important than older generations, strategies that bring new hires into a workplace with a genuine employee-centered environment are likely to appeal to Millennials.

Staff were additionally asked to identify how they learned about the opening for their current job. As Figure 1 illustrates, most found out about the opening through a personal contact or a jail employee. Differences in ages were not statistically significant in this regard. More of the younger employees found out about their job from the agency's website, but that stands to reason, since they were hired in more recent years, when websites have become more widely used as recruitment tools. As would be expected, older employees (who were hired some time ago) primarily learned about jail jobs via the newspaper, although personal contact was still an important ingredient for generating their interest.

Figure 1. Recruitment Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

When you first applied to work at this agency, how did you find out about openings for your job?

Age 28 or younger   Age 29-43   Age 44-65

* = Statistically significant differences between generations ($p \leq .05$).
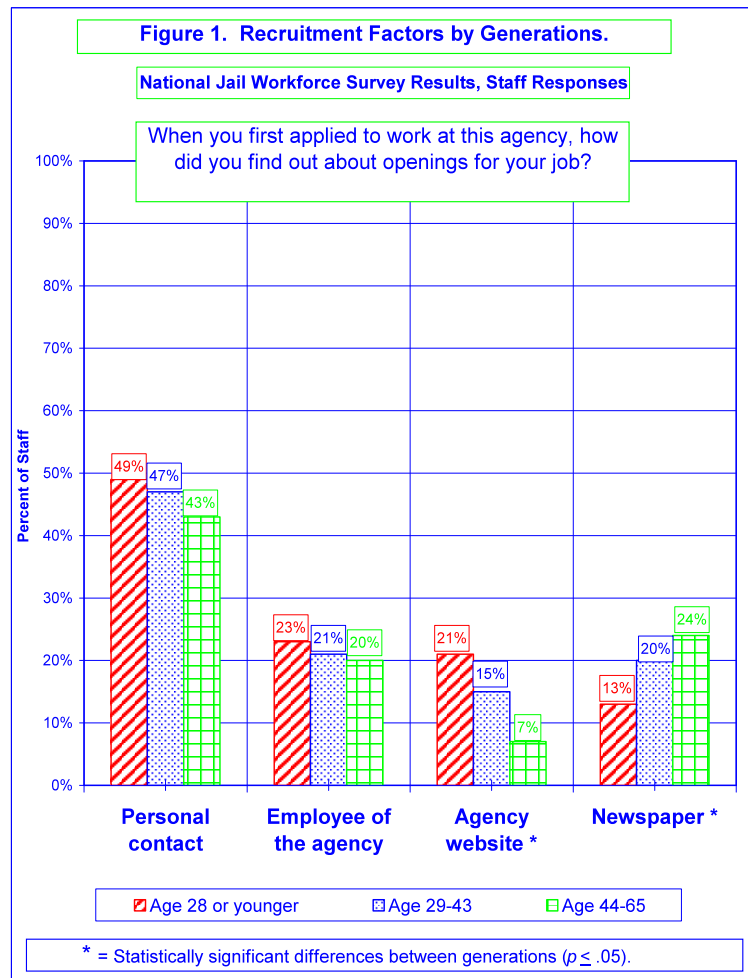
Recruitment Results by Jail Size

In addition to age, responses to the National Jail Workforce Survey were also analyzed to identify any differences between staff who work in small, medium or large jails. The factors that were important to employees when they first considered working for their current agency are displayed by jail size in Table 2. As these figures indicate, jail size has very little impact on staff responses. More employees in large jails (60%) rated this as important when they first considered

working for their current agency than did those in medium (55%) or small (35%) facilities. Since larger jails may have more resources than their smaller counterparts, tuition reimbursement may be an expected agency-offered benefit for those who work where the average daily inmate population is 2000 or more.

Table 2. Recruitment Factors by Jail Sizes.	Average Daily Population – Size of Jail		
Thinking back to when you first considered working for this agency, how important was each of the following:	Small (500 or less)	Medium (501-1999)	Large (2000 or more)
(In order of importance for total respondents; asterisks note statistical significance)	(Percent of staff who responded Important/Very important)		
1. (99%) Stable employment	98%	99%	99%
2. (96%) The benefits package*	94%	96%	98%
3. (95%) The salary offered*	91%	95%	98%
4. (93%) The retirement program*	88%	93%	97%
5. (85%) The agency's reputation as a good place to work*	82%	86%	87%
6. (76%) The job matched my career goals	75%	76%	77%
7. (76%) Making a difference in my community	75%	78%	73%
8. (62%) Hoping to find friendly co-workers*	66%	63%	59%
9. (53%) Agency would pay for my college/graduate education*	35%	55%	60%
10. (52%) Being referred or recruited by someone who worked here	54%	50%	52%

Figure 2 shows how employees from jails of varying size learned about their current job. More staff from large jails (53%) found out about their position from a personal contact than those in small (44%) or medium (40%) facilities, but there are minimal differences in terms of actual staff referrals or recruitment. These results reaffirm the key role of agency employees in the recruitment process, (regardless of jail size), which points toward the potential for incentive-based recruitment initiatives for current employees. It is also clear from this analysis that

Figure 2. Recruitment Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

When you first applied to work at this agency, how did you find out about openings for your job?

Small Jails (Less than 500 ADP)   Medium (501-1999 ADP)   Large (2000 or more ADP)

* = Statistically significant differences between jail sizes ($p \leq .05$).
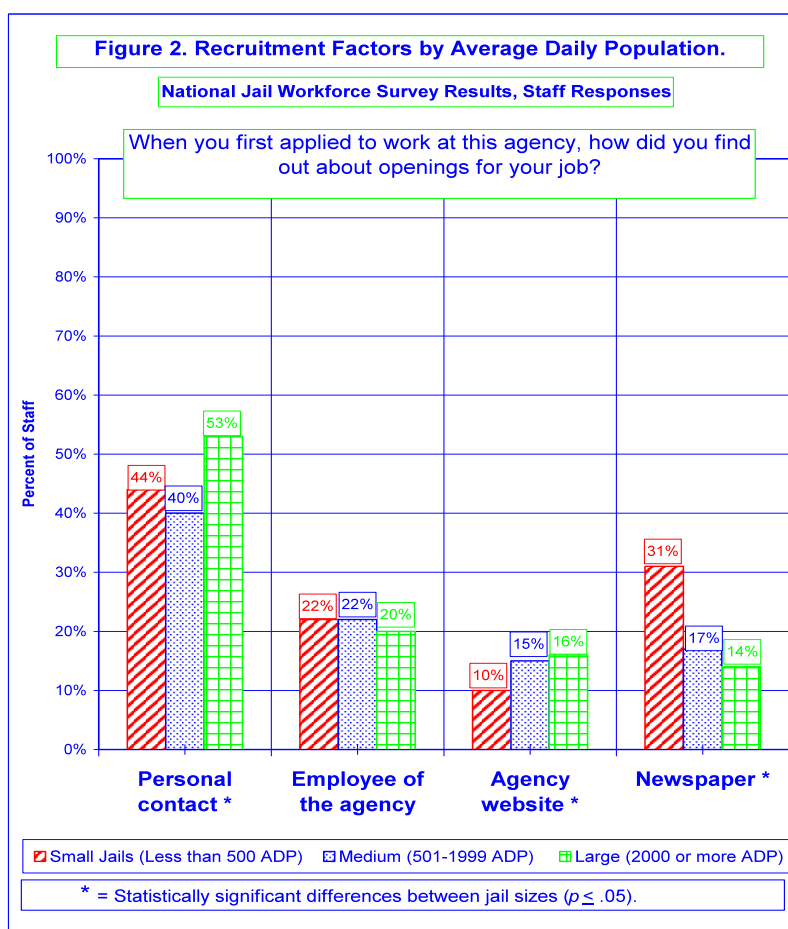
many small agencies still do not use the Internet or agency websites to advertise positions, but rather, turn to newspapers with much greater frequency than medium or large jails.

Another component of the National Jail Workforce Survey focused on how line staff rated their experience during the hiring process. Results for these ratings by facility size are illustrated in Figures 3 and 4. In contrast to large jails, more staff working in small and medium jails indicated that they got prompt answers to their questions and knew whom to call if they needed other information. Likewise, more of those working in small (70%) and medium (67%) jails said they felt as though someone cared about them during the hiring process than their large jail counterparts (53%). These findings might be expected because people may more easily "get lost" in big organizations, but it nevertheless clearly reinforces the need for a commitment to keeping potential employees informed about their progress in the hiring process through relevant generational techniques such as regular emails.
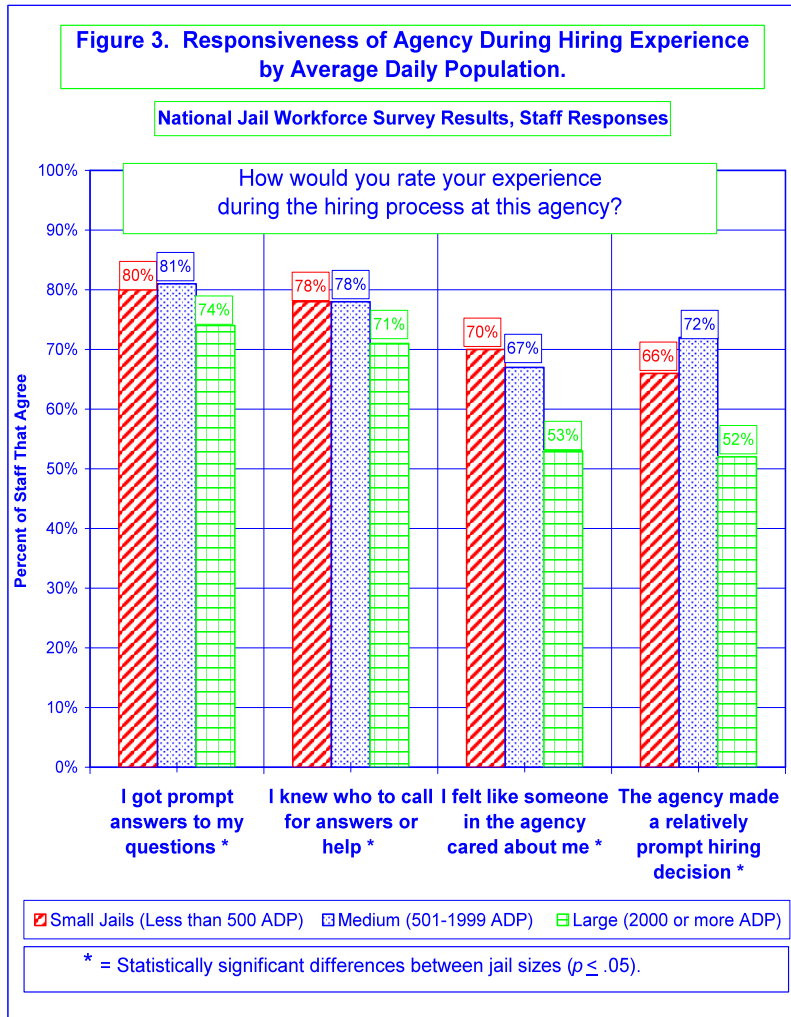
Figure 3. Responsiveness of Agency During Hiring Experience by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

How would you rate your experience during the hiring process at this agency?

Question	Small Jails (Less than 500 ADP)	Medium (501-1999 ADP)	Large (2000 or more ADP)
I got prompt answers to my questions *	80%	81%	74%
I knew who to call for answers or help *	78%	78%	71%
I felt like someone in the agency cared about me *	70%	67%	53%
The agency made a relatively prompt hiring decision *	66%	72%	52%

* = Statistically significant differences between jail sizes ($p \leq .05$).

When asked more specifically about selection procedures, nearly two out of three of those applying to large jails felt they had to fill out too many forms or go through too many steps. That is almost twice as many as those applying to work in smaller jails. Streamlining the hiring

Figure 4. Agency Processes During Hiring Experience by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

How would you rate your experience during the hiring process at this agency?
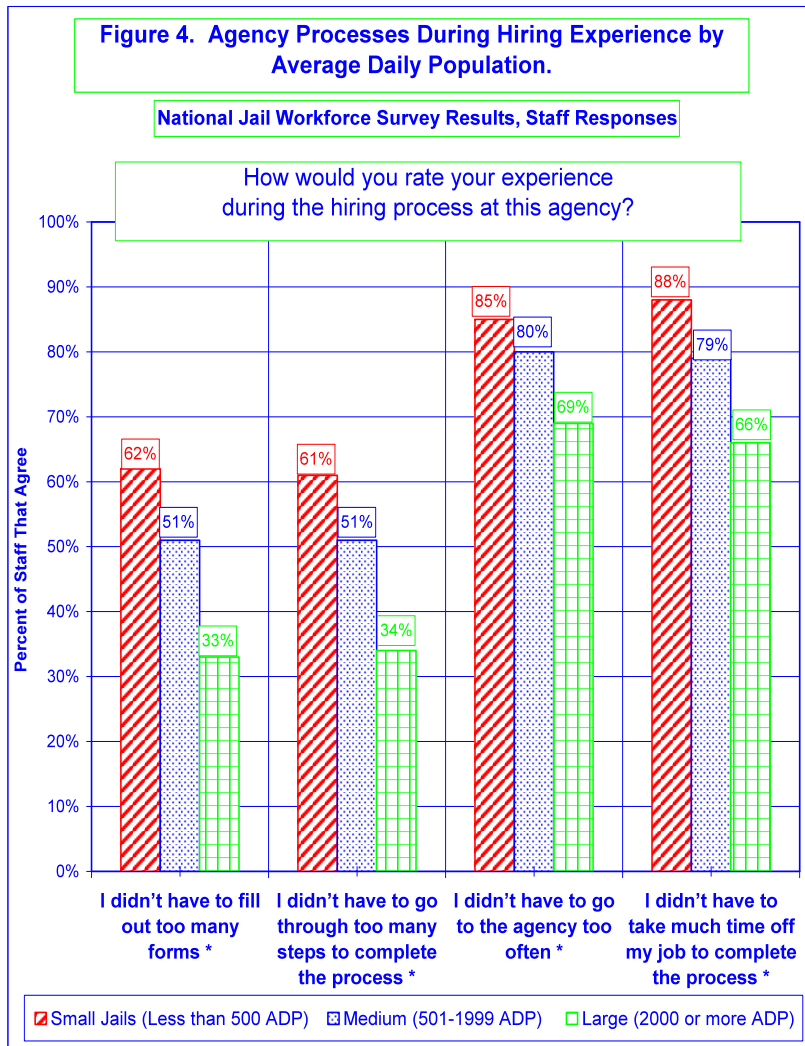
process may be a challenge for larger agencies, but nevertheless, it is an important consideration, especially if redundant or cumbersome procedures are so frustrating that applications are abandoned in favor of accepting employment elsewhere.

Retention Results by Generation

When employees from different generations come together in the same workplace, they are not likely to be "motivated

by the same ambitions, rewarded by the same incentives, or responsive to the same supervisory techniques" (Stinchcomb, McCampbell, and Leip, 2009: 8).[4] It therefore seems logical to hypothesize that employees might also differ on such dimensions as what factors are important to keeping them working in their current jobs. However, responses to this question reveal very little generational variations among jail staff. Of the forty-three (43) items listed in the survey, only seventeen (17) generated responses that differed by 10% or more (and were statistically significant) when viewed by age.

As illustrated in Figures 5 through 10, these seventeen items fall into the following categories:

- Expectations of current management and leadership;
- Control over individual work;
- Fair personnel processes;
- Feeling appreciated and recognized;
- Agency-offered employee benefits; and
- Opportunities for promotion, training, and leadership development.

Some of these issues are implicitly age-specific. For example, younger people are inherently more likely to value such things as college tuition assistance, agency-sponsored child care, a fitness center, and opportunities for training, promotion, and leadership development. By the time an employee advances both in age and job tenure, these issues are not likely to be as important. But some of the other variables on the list might be expected to be equally important to all age groups - such as fair and consistent employee discipline, having input into decisions, respecting the organization's leadership, being listened to by management, being recognized for good work, having control over how assignments are completed, and feeling appreciated by the community. Yet each of these was more important to the younger generations.

Figure 5. Retention Factors by Generations.
National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Legend: Age 28 or younger | Age 29-43 | Age 44-65

* = Statistically significant differences between generations ($p \leq .05$).
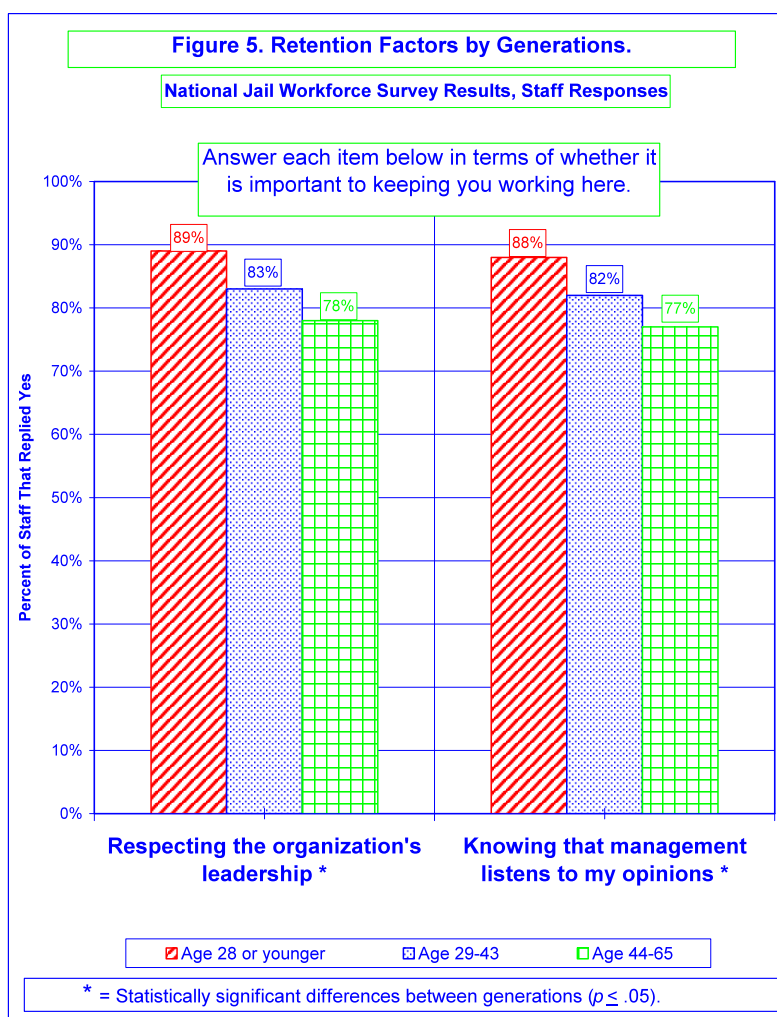
A possible explanation for this finding may be that younger workers expect and demand more of their employer. Perhaps older employees have reduced their expectations based on

Figure 6. Retention Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

* = Statistically significant differences between generations ($p \leq .05$).
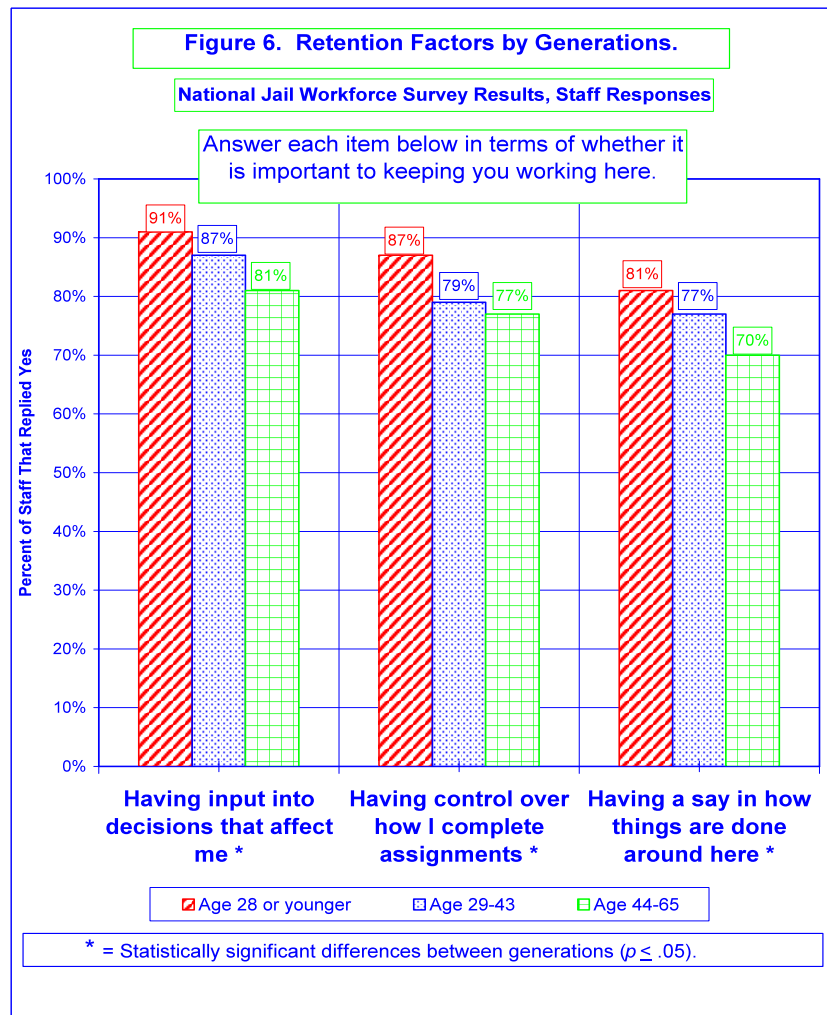
personal work experience, have settled into a satisfying career, or are simply waiting for retirement. No matter the reasons, the challenge for jail leaders is to develop strategies for keeping experienced employees motivated and committed to their work in the critical years after their rank and responsibilities have reached a plateau, but before they are eligible or able to retire. One option for doing so might be matching qualified senior employees with their younger counterparts in a mentoring relationship. Such an initiative also has the added benefit of helping to assure that all of the organizational history and experiential insights of seasoned workers are not lost to the agency when they do depart.[5]

Figure 7. Retention Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

	Age 28 or younger	Age 29-43	Age 44-65
Having opportunities for promotion *	87%	79%	60%
Having training opportunities *	83%	80%	69%
Having leadership development opportunities *	81%	74%	59%

Percent of Staff That Replied Yes

* = Statistically significant differences between generations ($p \leq .05$).

Figure 8. Retention Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

	Age 28 or younger	Age 29-43	Age 44-65
Feeling that the employee discipline process is fair and consistent *	92%	90%	82%
Having to deal with very little bureaucracy and red tape *	82%	77%	69%

Percent of Staff That Replied Yes

* = Statistically significant differences between generations ($p \leq .05$).

Figure 9. Retention Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

	Age 28 or younger	Age 29-43	Age 44-65
Being recognized for good work *	87%	79%	76%
Enjoying a supportive, family-friendly workplace *	74%	69%	64%
Feeling that the community appreciates the work I do *	63%	53%	53%

Percent of Staff That Replied Yes

* = Statistically significant differences between generations ($p \leq .05$).

Figure 10. Retention Factors by Generations.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

	Age 28 or younger	Age 29-43	Age 44-65
Able to work voluntary overtime *	72%	66%	60%
Having agency-sponsored fitness center*	55%	47%	33%
Getting college tuition assistance *	54%	49%	35%
Having agency-sponsored child care *	32%	24%	11%

Percent of Staff That Replied Yes

* = Statistically significant differences between generations ($p \leq .05$).

National Jail Workforce Survey Results, Staff Responses

are equally discontent. As such, they should encourage jails to more positively portray both the workplace and the job.

While these results reflect good news for jails seeking to retain more of their best staff, they are also valuable insights in terms of recruitment strategies. For example, it could be a powerful recruitment incentive if potential applicants knew that, nationwide:

• Nearly two out of three (65%) current employees rate their jail as a "good" or "excellent" place to work;

• Almost nine out of ten (88%) of jail staff are "satisfied" or "very satisfied" with their present job assignment; and
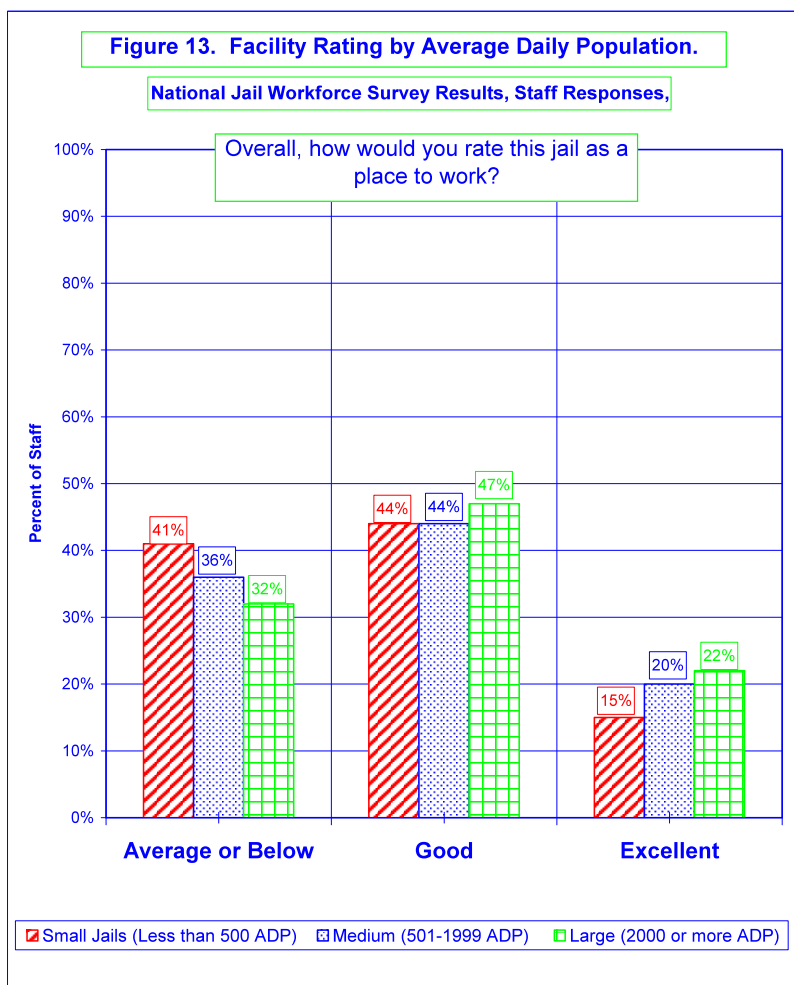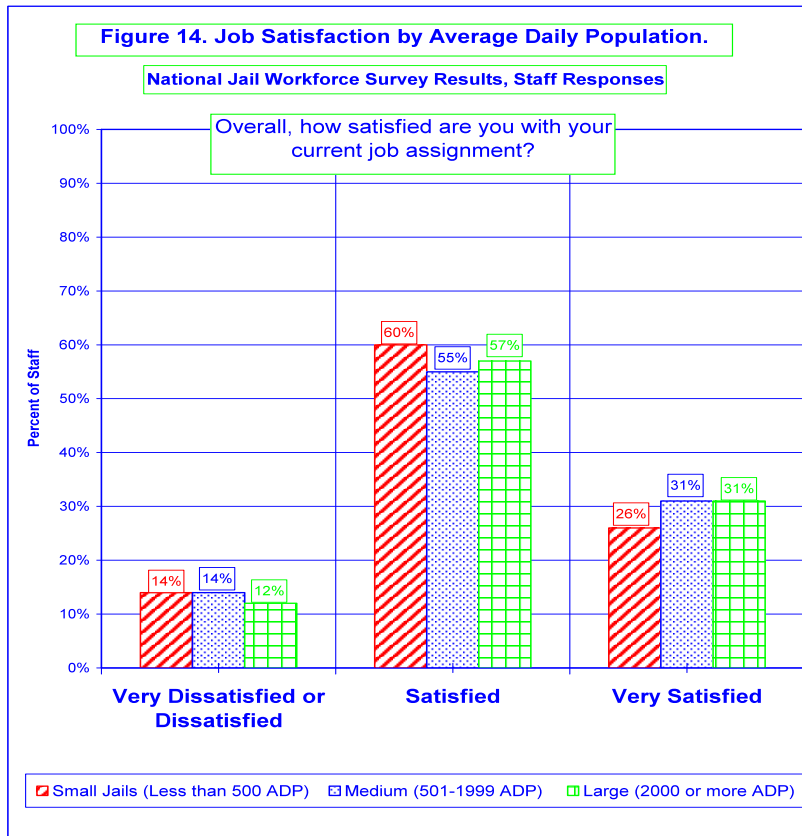
• These figures are consistent across all employee age and facility size categories (as discussed below).

Retention Results by Jail Size

Beyond the potential for generational diversity, jail size might also be expected to be a factor in shaping employee responses. Do employees in small jails, for instance, assess their workplace more positively or negatively than those working in larger facilities? Are they more or less satisfied in comparison to their large jail counterparts? According to the National Jail Workforce Survey, the answer in both cases is "no." As Figure 13 indicates, the 65% of employees rating their jail as a "good" or an excellent" place to work are relatively evenly divided by jail size.

Figure 13. Facility Rating by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses,

Figure 14. Job Satisfaction by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Overall, how satisfied are you with your current job assignment?

Legend: Small Jails (Less than 500 ADP) | Medium (501-1999 ADP) | Large (2000 or more ADP)

Likewise, Figure 14 reveals that jail size is also a non-issue when staff rate satisfaction with their current job assignment. Thus, the size of the facility where they are employed appears to affect neither workplace assessment nor job satisfaction among jail staff.

Nevertheless, it is feasible to hypothesize that employees in different-sized facilities might differ in terms of the specific factors that are important to retaining them in their current jobs, (and therefore, presumably contributing to their work satisfaction ratings at a deeper level of analysis). In this respect, however, there was even less variance than when data were analyzed by age.

Among the forty-three (43) survey items listed as potentially important to "keeping you working here," only eleven (11) generated responses that differed by 10% or more (and were statistically significant) when viewed by jail size. As illustrated in Figures 15 through 19, these eleven items fall into the following categories:
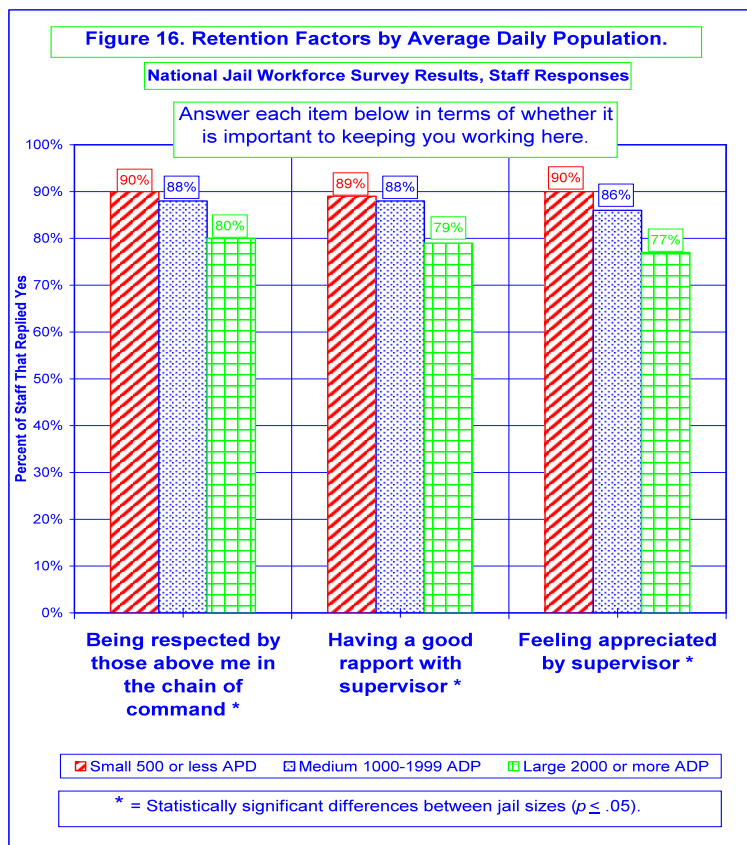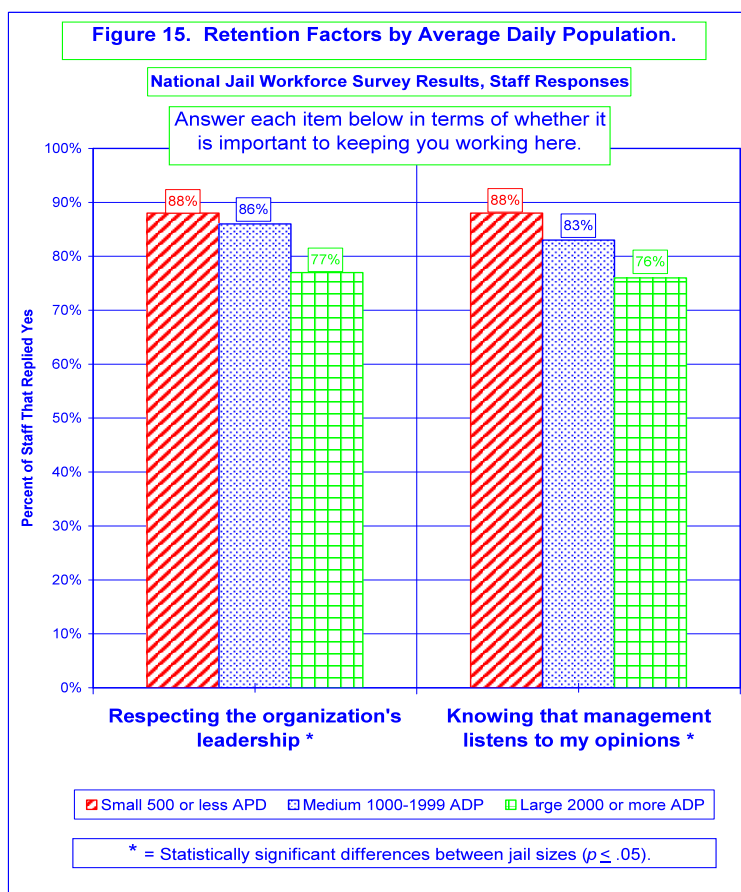
- Organizational leadership;
- Supervisory relationships;
- Coworker relationships;
- Recognition for good work; and
- Agency-offered employee benefits.

In all cases except employee benefits, (i.e., college tuition assistance and child care), those in large jails were less concerned about these issues than their counterparts in small- or medium-sized facilities.
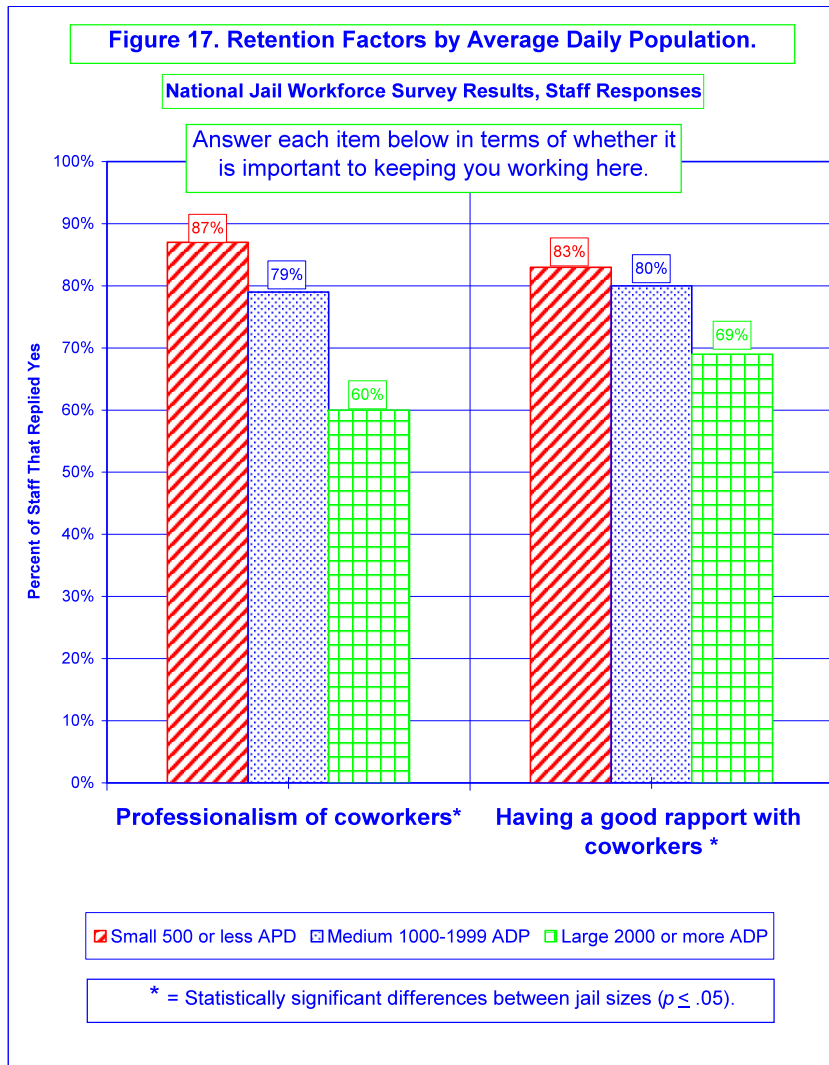
For example, respondents in small or medium jails were more likely to report that the following are important to keeping them working in their current jobs:

- Respect by those higher in the chain of command;
- One's personal skills matching the job;
- Good rapport with (and appreciation by) one's supervisor;
- Respecting the professionalism of coworkers;
- Being listened to by management;
- Being recognized for good work; and
- Having good rapport with coworkers.

Overall, it appears that personal relationships with coworkers, supervisors, and management are more important for those working in small and medium jails than for those in larger facilities. These findings might be explained in terms of employees in more sizeable jails

Figure 15. Retention Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Respecting the organization's leadership *: Small 88%, Medium 86%, Large 77%

Knowing that management listens to my opinions *: Small 88%, Medium 83%, Large 76%

Small 500 or less APD ■ Medium 1000-1999 ADP ■ Large 2000 or more ADP

* = Statistically significant differences between jail sizes ($p \leq .05$).

Figure 16. Retention Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Being respected by those above me in the chain of command *: Small 90%, Medium 88%, Large 80%

Having a good rapport with supervisor *: Small 89%, Medium 88%, Large 79%

Feeling appreciated by supervisor *: Small 90%, Medium 86%, Large 77%

Small 500 or less APD ■ Medium 1000-1999 ADP ■ Large 2000 or more ADP

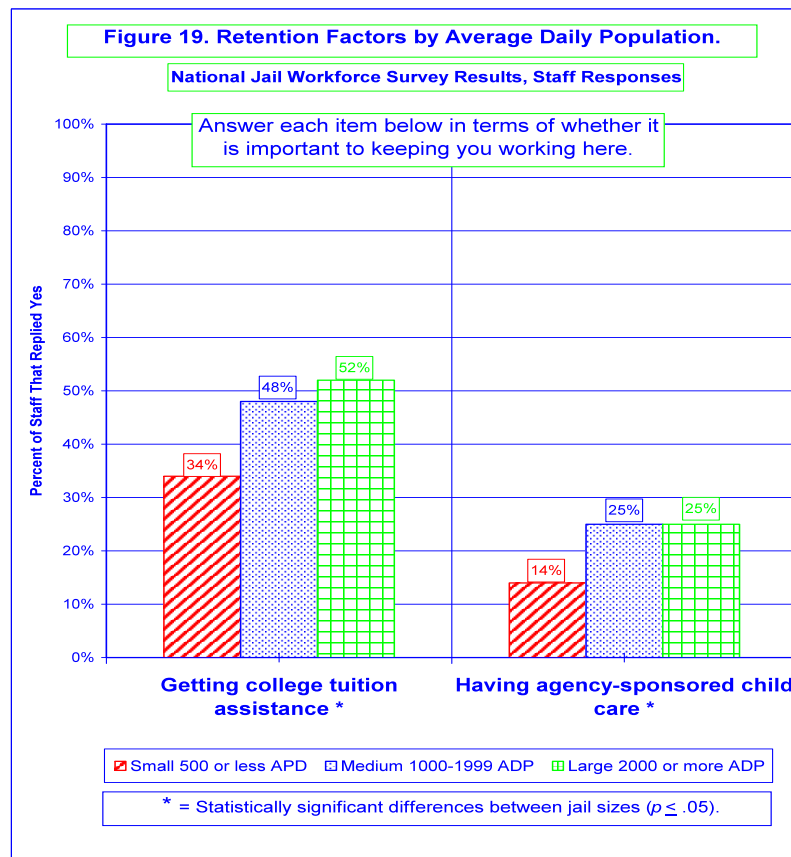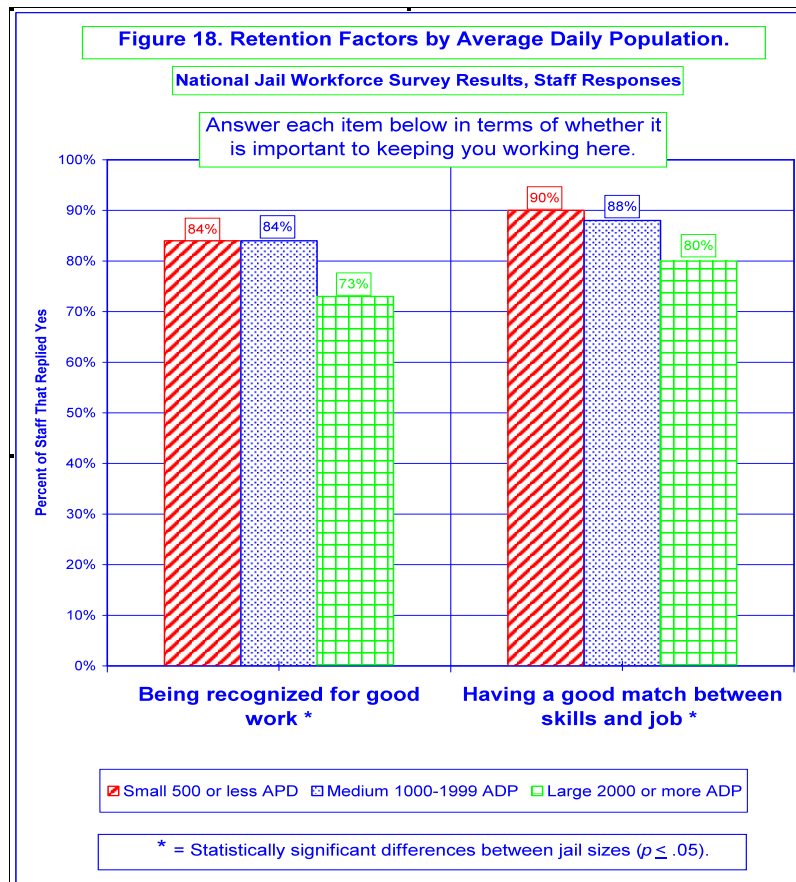* = Statistically significant differences between jail sizes ($p \leq .05$).

having adjusted their expectations to the reality of a workplace where they are less likely to have the opportunity to develop and maintain personal relationships with those at the top of the hierarchy. Or perhaps employees in large organizations are more focused on their direct supervisor and others in their immediate work setting rather than those farther up in the chain of command.

Figure 17. Retention Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Small 500 or less APD   Medium 1000-1999 ADP   Large 2000 or more ADP

* = Statistically significant differences between jail sizes ($p \leq .05$).

However, that is not to diminish the fact that considerable majorities of all staff in all sizes of jails reported that similar variables are important to retaining them - ranging from having respect for organization's leadership to being respected by those in command, having a voice in the agency, feeling appreciated, receiving recognition, and having good rapport with coworkers and supervisors. In that regard, jail staff do not differ from each other according to either age or facility size.

Figure 18. Retention Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Figure 19. Retention Factors by Average Daily Population.

National Jail Workforce Survey Results, Staff Responses

Answer each item below in terms of whether it is important to keeping you working here.

Summary and Conclusions

When jails are faced with more immediate priorities, recruitment and retention can easily become neglected, especially during times when their workforce is more stable because of limited employment opportunities elsewhere. Yet competition for qualified workers can be expected to re-intensify as economic conditions improve and deferred retirements create ripple effects throughout organizations. In fact, workforce stability during a stagnant economy presents ideal conditions for proactively developing recruitment initiatives without hiring pressure, as well as establishing, reviewing, and refining practices that will continue to retain employees when they have options for employment elsewhere.

The results of the National Jail Workforce Survey reported in *The Future is Now: Recruiting, Retaining, and Developing the 21st Century Jail Workforce*[6] provided the first data-based insights into recruitment, retention, and succession planning from the perspective of both employees and jail administrators. Beyond the wide-ranging descriptive statistics contained in *The Future is Now*, this *Appendix* provides advanced analyses regarding the potential influence of age and facility size on the responses of operational staff.

Looking first at recruitment-related variables, it appears that regardless of either age or jail size, the majority of staff were motivated to consider working for their current agency because of its employment stability, salary and benefits package, retirement program, and reputation as "a good place to work." Some age-related factors did, however, surface in a few other items. Younger employees placed higher priority on how well the position matched their career goals, whether college tuition was available, and whether the job enabled them to associate with "friendly co-workers" and to "make a difference in the community." But again regardless of age or jail size, there was agreement that the most influential factors involved in accepting their current position were job security, salary and benefits, and the retirement plan.

Likewise, the majority of employees primarily learned about their position through personal contact or an agency employee, although those working in large jails were even more likely to have been alerted to this employment opportunity by a personal contact. While small agencies appear to use their own website less frequently to reach job seekers, more of those now working in such facilities felt as if someone cared about them during the hiring process. Large jails also fared less well than their smaller counterparts in terms of how the application paperwork

and hiring process were rated, with many of their employees maintaining that there were too many forms to fill out and too many steps to complete.

Overall, these findings indicate that jails may want to consider age-targeted recruitment techniques focused on career planning, educational opportunities, and the potential to "make a difference" for young people, along with emphasizing such universally-appealing attractions as job stability, benefits, retirement plans, and the agency's reputation as a good place to work. Especially in light of how many staff from all generations first learned about job openings through personal contacts or agency employees, jail administrators might consider personalized strategies or organizational incentives that capitalize on using all employees as recruiters, (assuming that they want to attract applicants who are similar to the current workforce). In any case, it makes little sense to attract well-qualified candidates, only to frustrate and discourage them with a complex and cumbersome hiring process. Particularly in large jails, findings in this study point toward the importance of streamlining selection screening, as well as keeping in personal touch with promising applicants.

Once qualified employees have been successfully recruited, selected and hired, the challenge shifts to retaining them. When line-level employees were asked what keeps them working in their current jobs, there were only a few age-related differences. As might be expected, younger people placed higher value on college tuition assistance, child care, a fitness center, and opportunities for training, promotion, and leadership development. But in a perhaps surprising twist, those under the age of 44 were also somewhat more concerned about fair and consistent employee discipline, decision-making input, respecting agency leadership, being listened to by management, being recognized for good work, having control over their assignments, and being appreciated by the community. While exploring the many possible reasons for these findings is beyond the scope of this report, strategies for assuring long-term organizational commitment may prove to be a productive undertaking for jail leaders.

Two dimensions that reflected virtually no variation either by age or jail size were job satisfaction and workplace assessment ratings, both of which were uniformly high for all subgroups. These findings are good news for retention prospects, and are informative in terms of aspects of jail work that might be emphasized as positive features in recruitment-related outreach. Moreover, they should help to overcome the negative self-talk of some jail leaders who can now

focus on this uplifting news rather than continuing to bemoan the difficulties of jail recruitment and retention.

Further exploring what is important to retaining current employees, there was less variance by jail size than by age. Those working in small or medium jails were more likely to be concerned about being respected by command personnel, personal skills matching the job, good rapport with supervisors and coworkers, and being appreciated, recognized, and listened to by management. Overall, personal relationships with coworkers, supervisors, and management appear to be somewhat more important for those working in smaller jails.

Ultimately, however, it is essential to note that the majority of all staff in all sizes of jails placed considerable importance on such organizational values as:

- Mutual respect,
- Having a voice,
- Feeling appreciated, and
- Being recognized.

In that regard, jail employees appear to be no different from their counterparts in other public and private agencies. While such extrinsic attractions as job stability, benefits, retirement options and the like may bring good candidates in, the door can become a revolving one for agencies overlooking the value of intrinsic motivators that keep employees engaged, committed, enthused, and productive long after hire.

There is little doubt that this landmark research and the resulting data - based facts about what motivates people to consider jail employment, to accept jail positions, and to remain working in the nation's jails provide rich insights into how recruitment and retention efforts might be improved. In that regard, it has long been noted that "information is power." But that is only true to the extent that information is used as a basis for action - which is especially challenging during times when recruitment and retention initiatives may so deceptively appear to be unnecessary because of current economic conditions.

Nevertheless, proactive sheriffs and jail administrators will take advantage of the findings in this *Appendix*, along with recommendations in *The Future is Now,* to re-energize their commitment toward creating a positive, productive workplace - making their jail a place where people want to work. It is, after all, jail leaders who create the organizational environment that will either uplift and encourage staff or crush and discourage them. It is, in turn, jail staff who

will either fulfill the organizational vision or fall somewhere short. And ultimately, it is in the public safety interest of every community with a local jail to assure that its employees are uplifted and its leadership visions fulfilled.

Endnotes

[1] See Stinchcomb, McCampbell, and Leip (2009).

[2] When the survey probed further to determine what specifically influenced staff to accept their position once it was offered, responses did not vary by either age or jail size. The most influential factors were, again, job security (98%), salary and benefits (94%), and the retirement plan (93%).

[3] See Princeton Survey Research Associates and Brookings Institution (2001).

[4] See also Hicks and Hicks (1999); Karp, Fuller, and Sirias (2002); Lancaster and Stillman (2002); Raines and Hunt (2000); and Zemke, Raines, and Filipczak (2000).

[5] See Thornburg (1995), Karp, Fuller, and Sirias (2002), and National Institute of Corrections (2002).

[6] See Stinchcomb, McCampbell, and Leip (2009).

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Appendix G
About the Authors

About the Authors

Jeanne B. Stinchcomb, Ph.D., is a professor on the faculty of the School of Criminology and Criminal Justice at Florida Atlantic University. Her career includes teaching and administrative experience in agencies ranging from the FBI to the Miami-Dade Department of Corrections and Rehabilitation. She also serves as a consultant for organizations such as the National Institute of Corrections and the American Correctional Association.

Dr. Stinchcomb is coauthor of *Future Force: A Guide to Developing the 21st Century Community Corrections Workplace* (2006), and her most recent book is *Corrections: Past, Present, and Future* (2005). She was the 2002 recipient of the Peter Lejins Research Award, and her work appears in such journals as *Crime and Delinquency, Federal Probation, Criminal Justice Policy Review, Justice Quarterly, Journal of Criminal Justice Education, Corrections Management Quarterly, American Jails, Corrections Today, Corrections Compendium,* and the *Journal of Offender Rehabilitation.* Her Ph.D. in Social Policy is from Virginia Commonwealth University, and she can be reached at stinchco@fau.edu

Susan W. McCampbell is President of the Center for Innovative Public Policies, Inc. (CIPP), a not-for-profit company specializing in public policy consulting established in 1999. Prior to founding CIPP, Ms. McCampbell was Director of the Department of Corrections, Broward County (Florida) Sheriff's Office, for 4 years.

Ms. McCampbell has written extensively in corrections, jail management and managing multi-generational workforces.   She coauthored the curriculum for the National Sheriffs' Institute, a cooperative program of NIC and the National Sheriffs' Association. She also coauthored *FutureForce: A Guide to Developing the 21st Century Community Corrections Workplace*, the *Resource Guide for Newly Appointed Wardens* in 2002, both for NIC and the curriculum "Effectively Managing a Multi-Generational Workforce in Corrections" updated in 2007. Ms. McCampbell holds a B.A. in Political Science from the School of Government and Public Administration, The American University, Washington, D.C., and a Master's Degree in City and Regional Planning from the School of Architecture and Engineering, The Catholic University of America, Washington, D.C. She can be reached at cippinc@aol.com.

Leslie Leip, PhD., is an associate professor on the faculty of the School of Public Administration at Florida Atlantic University. Her specialty areas include quantitative methods and program evaluation. She has worked with all types of law enforcement agencies on evaluations of programs and services.

Dr. Leip has worked on numerous grant projects sponsored by U.S. Department of Justice, including research on residential burglary, gangs, and sex crimes. Dr. Leip has worked with several southeast Florida government agencies on evaluating programs for juvenile offenders. She is currently examining diversion and probation outcomes of juvenile offenders. Her most recent publications appear in *Notre Dame Journal of Law, Ethics and Public Policy, Justice Quarterly, Western Criminology Review, The Journal for Juvenile Justice and Detention Services, Criminal Justice Policy Review, The Justice System Journal, and Criminologie'*. Dr. Leip holds a Masters of Public Policy Administration and Ph.D. in Political Science from the University of Missouri – St. Louis. She can be reached at lleip@fau.edu.