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# Meeting Highlights

## Large Jail Network Meeting

**July 11-13, 1999**

**Longmont, Colorado**

These proceedings present highlights of a meeting of NIC's Large Jail Network held in Longmont, Colorado, on July 11-13, 1999. Approximately 60 administrators of the largest jails and jail systems in the country attended the meeting.

The meeting focused principally on topics related to recruiting, hiring, and retaining jail staff. The final session on Tuesday the 13th was a workshop on Controlling Sexually Transmitted Diseases in Jails.

- ◆ **Opening Address:** In the opening address, Linda Hawkins, Manager of the Recruitment and Background Unit of the Multnomah County Sheriff's Office in Portland described that agency's approach to recruiting staff. Multnomah uses a wide variety of successful recruiting tools, including a Web page and visits to job fairs throughout the Northwest and beyond.
- ◆ **Successful Recruitment--**Dean Carr, Salt Lake County, Utah, pointed to two steps in developing a successful recruitment program: identifying conditions that represent barriers to successful recruiting and then developing recruitment tools based on those identified conditions. Carr then described his agency's successful recruiting tools and pointed to the importance of using line officers to help with recruiting. Frank Mazzone, Atlantic County, New Jersey, described his agency's boot camp training program required for new corrections officers and an alternate route program, which enables the facility to bypass Civil Service requirements.
- ◆ **Staff Selection--**Carlos Jackson, Denver County Sheriff's Office, described the tools used by the Denver Sheriff's Department in screening potential correctional officers. David Parrish, Hillsborough County (Florida) Sheriff's Department, emphasized the need to maintain professional standards in hiring staff as well as the importance of maintaining a personal touch as part of an agency's retention efforts.
- ◆ **Staff Retention--**Savala Swanson, Tarrant County Sheriff's Department, in Fort Worth, Texas, described the Sheriff's Department retention program, which consists of three phases: research, planning, and application. These steps are used to develop a database of information that can be useful in guiding future decisions related to staffing and personnel issues.
- ◆ **NIC Jails Center/Information Center Study of Jail Staffing--**Barbara Krauth described the current study of jail staffing issues being conducted by the NIC Jails Center and Information Center and solicited additional participation in the project from Large Jail Network members.

- ◆ Controlling Sexually Transmitted Diseases in Jails—Presenters at this workshop were Mr. Norm Fikes, Center for Disease Control; Mr. John Miles, Center for Disease Control; Dr. Newton Kendig, Bureau of Prisons; Dr. John Clark, Los Angeles County Sheriff's Department; Dr. James McAuley, Cermak Health, Cook County Department of Corrections; Ms. Dawn Broussard, Center for Disease Control; and Sheriff Michael Ashe, Hampden County, Massachusetts. The workshop was designed to: provide jail officials with an understanding of the role they play in controlling infectious disease; provide an analysis of recent outbreaks of sexually transmitted disease; demonstrate that jails offer an opportunity for collaborating with public health and the community; and deliver guidelines on how to implement basic public health services in the jail environment.
- ◆ Future Meeting Issues—Richard Geather of the NIC Jails Center led a discussion of possible topics for the next Large Jail Network meeting. The topic selected was System Efficiencies, including a look at the role of the jail in the community as well as community-oriented policing and its relationship to the jail). There will also be a legal issues update.

## **Improving Opportunities for Successful Recruitment, Selection, and Retention of Staff**

***Linda Hawkins, Manager, Recruitment and Background Unit, Multnomah County Sheriff's Office, Portland, Oregon***

### **Multnomah County's Staffing Needs**

Multnomah County, Oregon, has decentralized human resources functions. The Sheriff's Office is currently the only county agency doing active recruiting, which is necessary, in part, because of a recent 200 additional beds. Because there is only a 2% unemployment rate in Portland, the Multnomah County Sheriff's Office recruits in a broad geographical area, especially along the West Coast but also elsewhere. Hawkins recruits not only for corrections officers, but also for the whole agency, including those in information technology and drug and alcohol counseling. Because of a 20% increase in inmates, the Sheriff's Office has been looking for a large number of staff.

### **Recruiting Team**

Multnomah County is currently seeking a recruiter to attend job fairs and assist with recruiting staff. The skills sought include someone who is non-judgmental and has strong logistical skills. However, every member of the organization functions as a recruiter, in effect, and must recognize the importance of their role in getting the best possible co-workers.

In Multnomah County, the Portland Police, the Oregon State Police, and the Multnomah Sheriff's Office work together at recruiting, which enables them to keep costs down. The Sheriff's Office requires two years of college or two years of experience, while law enforcement positions require a bachelor's degree. As each agency has a different entry-level minimum for staff, they are not directly in competition. They often share transportation, housing, and space at job fairs.

### **Countering the Stereotypes**

The general image of corrections officers is that they are "cop wannabes," and that working in the jail is a nasty job. Many potential applicants believe that officers will be exposed to sexual assault, that those in the jail are sadistic and are simply security guards. Such stereotypes can also make it difficult to hire minority staff because they are not interested in jobs that are not professional.

Some agencies perpetuate this negative image by using an assignment to the jail as punishment for those on patrol. However, if one treats the corrections staff as less than part of the whole team and gives them inadequate respect, it will be hard to recruit new officers.

Countering the stereotype requires education. We need to show the county commissioners and the public what it is really like to work in a corrections environment. They should tour the facility and hear presentations by staff. Recruiting for new staff means selling the agency to the community as a whole as well as to potential applicants.

## Recruitment Tools

- **Web site**--Multnomah County Sheriff's Office now receives 60% of its applications off the web. The site enables applicants to download applications and then to send them in. It also contains information on the job, benefits, and the agency's current hiring plans. It is important for large jails to have a web site for recruiting.
- **Law Enforcement Data System (LED)**--This system also generates a considerable number of applications for jobs.
- **Email**--Applicants are quite likely to have access to the Internet. The ability to do email inquiries give them the opportunity to ask questions they might not think of at a job fair.
- **Passive activities**--Hawkins intends to take advantage of passive activities such as a recruitment van similar to used by San Diego County. The van's exterior has information on how to get applications materials. Such an approach does not cost much and reminds everyone that the agency is looking for staff. Advertisements on buses can also be effective, and buses on certain routes can be targeted to carry ads.
- **Portland Area Visitors Association**--The Sheriff's Office tucks a recruitment flyer into a free booklet made available through this organization. This tactic facilitates recruitment outside the area.
- **Local colleges**--Involvement with local 2- and 4-year colleges helps increase students' understanding of the opportunities available in corrections careers. Many think that the Secret Service or the FBI are the places to go, without realizing how competitive such agencies are. It is helpful to have instructors from the local jail teaching community college courses in criminal justice, as they can provide time for a recruiter to speak to the class about opportunities in the agency. Practicums and internships for students can also enable them to see what the jail environment is really like.
- **The Military**--Most military personnel begin looking for a job from six months to a year before they leave the service. Military personnel come with a certain set of useful skills, and many have done Military Police work. In addition, the Armed Services will do free advertising, including putting announcements on the Internet for your agency.
- **Job Fairs**--Hawkins has attended 81 job fairs in the past two and a half years. College job fairs are useful only for planting seeds; they have no immediate recruiting results. At military job fairs, however, you can actually administer your personnel test. These fairs can result in a number of good staff. It is sometimes possible to defer hiring someone for six months until the candidate is out of the service. Taking the test with you gives you an edge on agencies competing with you for staff. It is also important to be sure you take sufficient staff with you to job fairs. Job fairs are usually free; however, a fair in California that is focused specifically on law enforcement positions costs \$500 to participate and is nevertheless worth it.
- **Local schools**--Some high school students are starting to look at careers, and this is a good time to introduce them to corrections careers.
- **Associations for minority groups.** Multnomah has a program in which command staff work with different minority groups. They serve as a steady contact within the agency and have the opportunity to make presentations at various meetings of the minority groups.
- **Other free opportunities**--Look for opportunities such as appearing on cable TV to talk about what it is like to work in the jail. It is also important to attend local events even if

there is not a strong applicant pool locally. Such activities educate the community and enhance recruiting efforts.

### **Plans for the Future**

The Multnomah Sheriff's Office may have neglected some possible avenues, which Hawkins intends to pursue in the future. One plan is to advertise the kinds of community services activities officers are involved in. It is important to sell what we do for our community. In addition, Hawkins has been speaking to CBS Radio about the possibility of doing a live disc jockey broadcast from the jail, which would be an on-air job fair and would reach a large audience. CBS Radio indicates they would be the first jail in the nation to do a job fair on the air.

She also plans to speak to current employees, to ask them what interested them about the agency, and to have them describe the strong and weak aspects of the way they were recruited.

### **What to Sell**

- Promotion paths.
- Training provided by the agency.
- Diversity in the workplace, including ethnic, gender, and job assignments, including specialized positions.
- The jail or, in Multnomah's case, the five jails, ranging from maximum security to a restitution center. This lets people know that they will have an opportunity to move within the organization.
- Salary. In Multnomah, thanks to the union and the sheriff, corrections staff are paid about the same as law enforcement staff, sometimes more.

*For additional information, contact Linda Hawkins, Manager, Recruitment & Background Unit, Multnomah County Sheriff's Office; 503/48-3568; linda.l.hawkins@co.multnomah.or.us*



## **Successful/Innovative Recruitment**

### ***Dean Carr, Salt Lake County Sheriff's Office, Salt Lake City, Utah***

Because of new jail construction, Salt Lake County is in the process of doubling the number of corrections officers it employs.

#### **Steps in Developing a Successful Recruitment Program**

1. Identify conditions that represent barriers to successful recruiting.
2. Develop recruiting tools based on the identified conditions.

#### **Barriers to Successful Recruiting**

It is important to involve your officers in identifying potential problems in recruiting. The Salt Lake County Sheriff's Office identified the following as conditions that might hinder recruitment of officers:

- A strong economy, with full employment--The Salt Lake area has very low employment and pay in the area is high.
- Low pay in comparison with law enforcement and other occupations.
- Poor or misunderstood benefits package--The agency may not have done a good job of explaining potential benefits to candidates. Many young applicants are not interested in retirement or don't believe it will exist when they reach retirement age. Therefore, it may make more sense to sell the idea of 20 years of guaranteed income, after which they can retire and do another job.
- Poor actual or perceived working conditions--The public perceives the corrections environment as TV portrays it. We need to counter this perception.
- Generation X candidate pool. Our generation does not really know how to deal effectively with Generation X candidates.
- Unqualified candidates. Even when a large number of people apply for positions, it may still be difficult to get qualified applicants. Salt Lake hires only 8% of those who apply. We need to do a better job of identifying good candidates.
- Other. The list of potential barriers may vary by jurisdiction; thus, other agencies may identify different or additional problems surrounding its approach to recruiting officers.

#### **Develop Recruiting Tools Based on the Identified Problems**

- Point out long-term advantages. This may involve recruiting those who don't know they want to be correctional officers.
- Develop a competitive pay package, as pay is important to potential employees. Although pay is not supposed to be at the top of the list of job motivators, in fact, low pay in the profession is one reason it is hard to attract people. The career ladder is also an excellent



way to attract candidates. Salt Lake County is now developing a performance-based career ladder, which has turned out to be a strong recruitment and retention tool.

- Improve your benefits package or do a better job at explaining its advantages. Salt Lake County has an educational incentive program, for example, which provides for a 75% reimbursement for the cost of education related to the job.
- Improve working conditions. Salt Lake, for example, developed a greater variety of job assignments, including electronic monitoring, courts, and a bailiff track. This is helping to attract candidates.
- Learn about Generation X candidates and how they think. It is important to understand what motivates this generation. Current line officers are very helpful in this task.
- Reach out! Use the Internet, appeal to Veterans, hold recruiting booths at county and state fairs, put ads in the papers, and promotional stories on TV. Recruit minority candidates through their advocacy groups. Develop attractive brochures, conduct tours of your facility, and hold question and answer sessions about the jail.

### **Involve Your Line Officers**

Line officers are the best recruiting tools you have. It is important to do an exit interview with all officers who leave. Ask "why are you leaving?" Determine if the job was seen from the beginning as a stepping stone to law enforcement. Hold recruitment and retention sessions with current officers and then use their ideas to improve your recruiting.

*For additional information, contact Dean Carr, Chief Deputy, Salt Lake County Sheriff's Office, 2001 S. State #S2700, Salt Lake City, UT 84190-1430; 801/468-3914.*

**Frank Mazzone, Atlantic County Gerard L. Gormley Justice Facility, Mays Landing, New Jersey**

**Barriers in Recruiting**

1. Civil Service Rules. Many people take the test and check all possible agencies. In addition, those we want to hire may not come out on top of the list, and those who do, may actually want to go into law enforcement rather than corrections.
2. Unqualified candidates. Half of the applicants for jobs belong in jail themselves. We may hire them in any case, though, because we are so anxious to get staff.
3. Our own barriers. We impose barriers ourselves, such as residency requirements, that limit our freedom to choose the best candidates.

**The "Satisfiers"**

- Salary
- Benefits
- Working conditions, including alternative assignments
- Collective bargaining

We need to retain those we have already hired. If 150 additional officers are needed, though, retention will not be sufficient. We will need to find ways to attract new applicants.

**Selection Process**

The background investigation must be sound, and we must be willing to rely on it. This means that if a candidate at the top of the list has a background that indicates he/she should not be hired, we should follow that indicator. We must find ways to reduce the number of officers we have to terminate.

**Boot Camp Training**

Atlantic County has developed a boot camp program for correctional officers. One impetus for the program was to attract those who value staying in shape. As corrections officers may be involved in hand-to-hand combat, they need to be in good condition. In Atlantic County, new recruits must go through correctional boot camp training in addition to the training academy. The program has contributed to a lower attrition rate among officers. Although initially skeptical, the union has now endorsed the program.

The boot camp program is modeled on one developed by the Maryland Department of Corrections. Officers must go through the 11-week program, which is the same program as the one for inmates. It involves strict discipline and physical fitness. They must also participate in a classroom-based program for five weeks.

The county has a payback program, which requires those who leave prior to serving three years to pay back all training costs. Only one officer has done so thus far.

## **Alternative Route Program**

Rather than hiring off the top of the Civil Service list, with the awareness that many on the list are really waiting for a job with a law enforcement, rather than corrections, agency, Atlantic County has developed an "alternative route program." This program enables them to bypass the Civil Service system. Results of the pilot program are not yet available.

Options under this program are:

- Interested persons may attend the training academy at their own expense. At the end of the training period, they will either be hired by Atlantic County or be recommended to other New Jersey counties. One advantage of this approach is that if someone is willing to pay for training, you know that the person is genuinely interested in a job in corrections.
- Temporary employee contracts may be used. Temporary contracts get around Civil Service requirements. The New Jersey Department of Corrections has had this program for nine years.

*For additional information, contact Frank Mazzone, Atlantic County Gerard L. Gormley Justice Facility, 5060 Atlantic Avenue, Mays Landing, NJ 08330; (609) 645-5877.*

## Large Jail Network Meeting Participants' Discussion of Recruitment Issues

Following are some recommendations made by meeting participants in a general discussion that followed the previous presentations:

- **Provide incentives for current staff to recruit others.** Current officers can be your best recruiting tool. Some agencies provide an extra day off for employees who successfully recruit someone. Salt Lake County pays \$50 as an incentive for those who bring in a successful applicant. When initiating an incentive program, it is important to have it reviewed by the agency's legal department.
- **Identify exactly what is happening in terms of recruitment.** In Palm Beach County, for example, the Director of Corrections discovered that it took four returns to the Human Resources Department to be a viable candidate. Time and money were being wasted in administering tests not required by the state of Florida. In addition, outsourcing the background checks has cut down on the time required to complete a hire.
- **Determine up front if a candidate is also seeking a law enforcement job.** Davidson County, Tennessee, asks candidates if they are on a list for a job in law enforcement. If so, they are eliminated from consideration for a corrections position. This eliminates the problem of candidates seeing a corrections job simply as a stepping stone to a job with law enforcement.
- **Use current officers to do background checks.** They understand the issues, can find out which applicants really want to be correctional officers, and know whom they want to work with.
- **Require new staff to sign a Willingness Survey (an example is provided in the Appendix to this document) and be sure they read it.** A Willingness Survey helps new recruits understand the demands of the position. If you use such a survey, have recruits initial all points to indicate their acceptance.
- **Allow officers to choose their shifts.** Choosing when they will work gives officers a sense of control over their lives, which helps recruit and retain staff. In addition, a recent conditions of confinement survey in one jurisdiction indicated that inmates like to have the same staff on a shift.

### Other Comments

- **Training academies developed by local community colleges can provide a good avenue for recruiting.** In Maryland, for example, a community college criminal justice program has developed a complete Police Academy as part of the curriculum. The 25-week program is fully accredited, and graduates are recruited and hired. Currently being developed is a certified Corrections Academy, which will function in the same way in the next six months to a year.
- **The biggest problem in some agencies is getting support staff.** Staff in health and food services, as well as corrections staff, are difficult to recruit. In a good economy, it is hard to attract qualified support staff. One technique is to hire temporary help through an agency and then try to entice them to become county employees. Sometimes it helps to

change the title of a position, for example, rather than "jail cook" one agency uses the title "chef." It also makes sense to give clerical staff additional responsibility to make serious decisions, which shows support for their ability. The category "correctional support officer" can be used to describe a general category of support staff and to create broader responsibilities.

- **Even those who believe they want law enforcement jobs may change their minds.** Initial applicants may see a corrections position as a way to get into law enforcement. However, if you ask them the same question after they go through the academy and then six months into the job, they have often changed their minds and become committed to a career in corrections.
- **Working conditions are crucial to attracting new officers.** People will often take a pay cut to move to an agency that has good working conditions.
- **Supervisors are often a major problem in terms of retention.** It is important to discover this through exit interviews in which people are asked why they are leaving.
- **Generation X applicants are not looking for self-actualization.** These young people tend to feel entitled already. It is difficult for baby boomers to understand their perspective, but many administrators who are baby boomers are retiring after 25 years. This means that experience is going out the door, which may be a problem for the future of the jail if we don't learn to deal with Generation X.

## **Improving Staff Selection Through the Use of Resources from Within and Outside the Criminal Justice System**

### ***Major Carlos Jackson, Denver Sheriff's Department, Denver, Colorado***

There are no universal standards that can be applied to the selection of correctional staff. State and local statutes can be a significant factor in determining the appropriate screening and selection processes for your agency. However, there are a variety of tools and measuring instruments that can be employed within the framework of a range of personnel systems and local statutory requirements.

Following is a description of tools used by the Denver Sheriff's Department in screening potential correctional officers.

- **Initial Screening/Entry Level Testing**--Initial screening includes a variety of tests, some off-the-shelf products, others designed by the Denver Sheriff's Department. The Personnel Selection Inventory includes a form of psychological test that looks for honesty and the ability to get along with others.
- **Background Investigations**--Most screening resources go into background investigations. The Sheriff's Department wants to get a good picture of the potential candidate. Three full-time staff members are involved in background investigations.
- **Polygraph Examinations**--Polygraphs are not commonly used. All Deputy Sheriffs are Class 1 Peace Officers, which means they may be tested through a psychological exam and polygraph. The polygraph works best at screening out unsuitable people. Sometimes, applicants are not candid regarding such things as drug use; the polygraph encourages them to provide much more honest information about themselves. Discovery of current drug use automatically disqualifies someone from further consideration.
- **Psychological Testing**--The Sheriff's Department saw a dramatic reduction in the use of force when candidates began to be screened through a psychological test. There was at first a tendency to discard the results, but it eventually became clear that the psychologists knew what they were doing. The Department's psychologist does not do the psychological testing; these exams are done by an external psychologist under contract.
- **Medical Examinations**--This initial medical exam is a common requirement for hiring in most jurisdictions.
- **Fitness or Physical Ability Testing.** In addition to a medical exam, the Denver Sheriff's Department also does testing for physical fitness. A physical fitness test has been developed specifically for the department based on a task analysis. It is job-based for the jail environment and includes simulation of tasks a candidate would have to perform if hired.
- **Drug Screens.** Candidates are also given a urinalysis, with results sent to the state's Department of Health for analysis. Although hundreds of applicants are screened via urinalysis every year, the Department has almost never had a candidate with a positive urinalysis.

- **Final Interview.** A final face-to-face interview is conducted with every candidate.

The city attorney laid out the order of the steps in this process and recommended that the department conduct the background investigation prior to the polygraph. A conditional offer of employment is made after a candidate passes the background investigation. The offer is conditional on the candidate's completing the other steps successfully.

*For additional information, contact Major Carlos Jackson or John Simonet, Undersheriff, Denver Sheriff's Department, P.O. Box 1108, Denver, CO 80201; (303)375-5690*

## **David Parrish, Hillsborough County Sheriff's Office, Tampa, Florida**

### **Don't Retreat from Professionalism**

Faced with the difficulty of recruiting adequate numbers of qualified staff, some jurisdictions have lowered their standards. This is a mistake. We should not retreat from professionalism.

In the Hillsborough County Sheriff's Office, the same testing is required for law enforcement and detention deputies. The psychological exam is the exception, because the profiles for the two positions are very different. Twenty-five percent of law enforcement deputies come out of the jail system. It helps to maintain morale for detention deputies to have hopes of moving to law enforcement. Law enforcement salaries are 10% higher, and deputies get to take their cars home.

### **Hire Those With Prior Academy Certification**

Hire those who have already graduated from the training academy and passed the state test. It used to take Hillsborough County five months to hire someone, counting three months in the Academy and two months of Field Officer Training. Being able to hire those who are pre-certified has been very helpful, as it saves a great deal of time.

Competition among agencies for those who put themselves through the Academy is fierce. This competition has changed the job of recruitment and screening, as representatives of law enforcement and detention now go all over the state to recruit those enrolled in the Academy.

Parrish met with all Academy directors in the state to attempt to get permission to send a letter to the home address of enrolled students, but he was unable to do this. However, he has had the opportunity to speak at Academy sessions, to hand out the complete recruiting package, and to introduce Hillsborough's recruiter.

### **Recruitment and Screening**

- **Responsibility**--Two deputies are responsible for recruiting and screening. Detention officers are under the Sheriff, not Parrish, but he personally screens the paperwork for all applicants. When they come to work the first time, they meet personally with Parrish.
- **Civilian Support Positions**--Civilian Support Officer (CSO) positions get around Civil Service limitations. There are currently over 150 in the jail, including the head of landscaping. The CSO category is a generic position, and about 30 are held in a pool that is ready at all times. This means that when a vacancy occurs, it can be filled immediately. This quick turnaround is impossible with deputy positions.
- **Positions outside Civil Service**--The sheriff has created top-ranking positions outside the Civil Service structure, including the classification manager, medical services manager, and technical services manager. Majors and Colonels have their salaries set by the sheriff. People may see these positions as something to aspire to in their own careers.

### **Retention**

The quality of the work environment is crucial in retaining staff. Hillsborough's information brochures all announce the department's missions and values. It is hard to keep a personal touch when an agency gets big, but that is what makes people want to come to work. Examples of the personal touch in Hillsborough County Sheriff's Office include a major who calls every employee on his or her birthday and a speech of congratulations Parrish gives whenever someone is promoted. In addition, whenever



there is a birth, death, marriage, or hospital stay, Parrish sends a handwritten note on his personal stationery. Grateful employees frequently comment on this practice.

### **Participants' Discussion Related to Parrish's Remarks**

- Lowering standards really is a mistake, according to Bud Gardner of the Rhode Island Department of Corrections. That department did so in the mid-'80s and is still suffering from the effects. Most recent staff disciplines and terminations were the result of staff hired during that period, a time when a heavy building effort created the need for a large number of staff.
- The 33 criminal justice academies in Florida all seem to be headed by retired policemen or those from law enforcement. They have no real understanding of corrections and are not interested in learning about it. They need to be educated about the corrections profession.
- Taping interviews with candidates enables you to catch people's misperceptions and find ways to correct them. Final candidates should also tour the facility to ensure that they are familiar with what the job entails.
- Do exit interviews with all employees who quit to find out why they are leaving. The interview should be done not by a manager but by another officer. Review results of these exit interviews and try to determine how to adjust operations to retain staff. It is also helpful to do an interview when changes in assignment are made. Question the person leaving position about what they liked and what they did not like. Stay current with responses to make assignments more attractive.

*For additional information, contact David Parrish, Colonel, Hillsborough County Sheriff's Office, P.O. Box 3371, Tampa, FL 33601; (813) 247-8310.*

## Issues of Interest to Large Jail Network Participants

During this open discussion period, meeting participants were invited to open the floor to discussions or questions of concern to their jurisdictions. Following are the issues discussed during this period:

- **Staffing Analysis.** Dorothy Williams, Administrator of the Baltimore County Bureau of Corrections, asked for assistance in identifying a zero-based staffing analysis tool, which is a tool in which nothing is given and every post must be justified. She was looking for an example of a finished product that works this way. Several meeting participants offered assistance in helping her jurisdiction develop such a staffing analysis, as NIC no longer funds staffing analyses as part of its Technical Assistance Program.
- **Problem with Stainless Steel Fixtures**--Dolores Messick, El Paso County Jail Annex, asked if anyone else was having problems with stainless steel fixtures, such as commodes, in the jail. The manufacturer is not accepting responsibility, and is blaming the staining problems on local water and the cleaning products being used. No other meeting participants indicated that they were having a similar problem.
- **Position Announcement**--Daron Hall of Davidson County, Tennessee, announced that the Sheriff's Office in that county is seeking a Director of Human Resources. He asked for referrals of possible candidates from Large Jail Network Members.



## Factors that Contribute to Staff Retention

**Savala Swanson, Tarrant County Sheriff's Department, Fort Worth, Texas**

### What is Important to Employees?

A survey of 5,500 new college graduates by the National Association of Colleges and Employers reported in *Personnel Journal* found that these young people said that "enjoying what they do" was most important to them in a job. Next in importance, according to the survey results, was an "opportunity to use skills/abilities" and then "opportunity for personal development." Ranked number 5 were benefits; "lots of money" was ranked 9th.

### Tarrant County's Personnel Retention Program

Tarrant County's retention program consists of three phases: research, planning, and application. All are necessary to develop a database of information that can be useful in guiding future decisions related to staffing and personnel issues. These phases help to identify trends in the profession and encourage a proactive approach to dealing with personnel.

With 2% unemployment in the area, the Tarrant County Sheriff's Department had to find a way to retain staff. In a healthy economy where jobs are plentiful, anyone who wants to work is working. An important way to make corrections more competitive in such a job market is to retain our staff. Following are recommendations based on Tarrant County's three-phase approach to retention.

#### 1. Research

- **Conduct internal surveys.** Identify issues important to employees. (These might include child care, education, or the promotion/career ladder.)
- **Review your recruiting and hiring procedures.** Management needs to be involved in hiring. We know the kind of person we are looking for. We need to review the statistics and identify trends to understand how the process is working.
- **Do exit interviews and review the results.** It is important to determine why you are losing personnel. You need to find out if they are leaving because of working conditions, for better pay, or to join law enforcement. The exit interviews can help identify trouble spots. The final question should be, "What can we do to make you stay?"
- **Remember the Internet as a source of information.** The Internet can provide information on labor statistics, unemployment numbers, benefits, and so forth, by region. It is helpful to learn how to access this information.
- **Network.** Learn from surrounding agencies if they are experiencing the same problems. Discover what techniques they are using to hire for hard-to-fill positions. Get information on their employee programs. Steal their ideas.
- **Scan newspapers.** Track job availability, fields, and which local companies are hiring.

- **Do research on private business.** Discover how private businesses are retaining their employees. Network with them.
- **Identify proactive employee incentive programs.**

## **2. Planning**

This phase should include managers, supervisors, employee representatives, and representatives of the funding body or board (although this group may be optional in some jurisdictions).

Remember that the goal is to retain employees. The standard planning approach usually will not work. Think outside the box!

Using data from the research you have conducted and input from all participants, start to develop a program that will help in meeting your goal. A good place to begin is with a plan for hiring procedures.

The plan you develop must address the needs of a new workforce; we must integrate Generation X into our workplaces. We must market our jobs differently to this group. Labor statistics indicate that by the age of 25 most adults have worked three full-time jobs. Longevity on the job is therefore not a priority. Instead, we must make it clear that employees will have the opportunity to display their skills and talents.

## **3. Application**

The phase of application involves putting to work what you have planned. A strong plan will help you achieve your goals. The application phase requires the entire department to make it successful. The top of the chain of command to the bottom must all be headed in the same direction.

Following are some steps to ensure that the plan works:

- Ensure good communications at all levels of operation. You need to be available to staff to help them resolve problems.
- Provide training for middle managers and line supervisors.
- Get feedback from the workforce. Give employees a way to talk to you without going through the chain of command. Do random interviews to evaluate the plan and see if it is working.
- Look at personnel performance evaluation records. Review attendance books to help identify problems.

In short, get input into the new policies and analyze how successful the policies seem to be.

*For additional information, contact Savala Swanson, Chief Deputy, Tarrant County Sheriff's Department, 100 N. Lamar, Fort Worth, TX 76196; (817) 884-3162.*

## **Roundtable Discussion of NIC Jails Division/Information Center on Recruiting, Hiring, and Retaining Qualified Detention Staff**

### ***Barbara Krauth, Consultant, Boulder, Colorado***

The NIC Jails Division and Information Center are currently conducting a study of effective recruiting, hiring, and retention practices. Krauth is interviewing by phone about 40 administrators of large, medium, and small jails to identify successful approaches to these important human resources issues. Some jail administrators have chosen to provide information via email instead of through a phone interview. Copies of effective recruitment, hiring, and retention tools are also being collected for inclusion in the information packet being developed as a result of this study.

Meeting participants were asked about their use of Web pages for recruiting; approximately three-quarters use the Web in this way. Participants also clarified issues related to the advantages and disadvantages of dealing with unionized corrections officers.

Participants who had previously volunteered to participate were identified, and additional participants volunteered to contribute information for the study. Results will be available by October.

*For additional information about the NIC jail staffing study or to request a copy when it is completed, contact Barbara Krauth, 3570 19th Street, Boulder, CO; (303) 443-6138; bkrauth@wiche.edu*



## **Controlling Sexually Transmitted Diseases in Jails: Opportunity for Collaboration with the Public Health Community**

***Norm Fikes, Center for Disease Control, Moderator; Participants: John Miles, Center for Disease Control; Dr. Newton Kendig, U.S. Bureau of Prisons; Dr. John Clark, Los Angeles County Sheriff's Department; Dr. James McAuley, Cook County Jail; Michael Ashe, Sheriff, Hampden County Sheriff's Office***

Controlling the spread of sexually transmitted diseases (STDs) is a public health care priority for the United States government. The Center for Disease Control and Prevention (CDC) recognizes the critical role of correctional systems, particularly jail and detention facilities, in diagnosing and treating STDs among the mobile and high-risk populations they manage.

The Bureau of Prisons and the Center for Disease Control and Prevention, with the cooperation of the National Institute of Corrections, joined together for this presentation. Its objectives are to:

- Provide jail officials with an understanding of the role they play in controlling infectious diseases.
- Provide an analysis of recent outbreaks in Chicago, Baltimore, and Alabama.
- Demonstrate that jails are an opportunity for collaboration with the public health community and that collaborative efforts can bring additional resources.
- Deliver guidance on how to implement basic public health services in the jail environment.

### **Why Public Health Should Go to Jail**

***John Miles, Center for Disease Control***

#### **Incarceration**

- In 1998, approximately 1.8 million people were in jails or prisons in the U.S.
- Approximately 12 million are arrested and released each year, mostly from city/county jails.
- Each system is unique and most data is not standardized; it is especially difficult to track data on TB and HIV.
- The typical inmate is a Black male aged 25-29.

#### **Health Status of the Incarcerated Population**

The health status of the incarcerated population is characterized by:

- Poor access to health care services prior to being incarcerated.



- A history of trauma (physical abuse and violence).
- Chronic illnesses (seizures, hypertension, diabetes, smoking).
- Infectious diseases (TB, HIV/AIDS, STDS, Hepatitis).
- Mental health disorders.
- Substance abuse (alcohol, drugs, tobacco).
- Women's health issues, which include the need for preventive care, reproductive concerns, and a history of physical, emotional, and sexual abuse.

### **Relationships between Incarceration and Disease**

A large number of people have been incarcerated for, or have a history of, prostitution. Many have traded sex for drugs, and 25% have been incarcerated as a result of drug law violations. In addition, there are more intravenous drug users in prison than there are in treatment programs. All these behaviors create a high risk for HIV/STDs.

### **A Recent Snapshot: Infectious Disease Among Inmates**

- The AIDS case rate is six times higher among those incarcerated.
- In some facilities, 14-15% of inmates are infected with TB.
- STD rates for females range between 5.4%-35% in some jails.
- 80% of inmates are involved in some aspect of substance use and abuse.

### **Mission for CDC**

- Improve community health through better access to health care and prevention services for the incarcerated population via:
  - ◊ disease surveillance
  - ◊ disease testing, treatment and management
  - ◊ behavioral intervention
  - ◊ discharge planning and continuity of care
  - ◊ technical assistance and cross-training

### **National Plan for the Elimination of Syphilis in the U.S.**

The CDC has five key strategies for eliminating syphilis:

- Cross-cutting strategies include:
  - ◊ Enhanced surveillance

- ◇ Strengthened community involvement and partnerships
- Intervention strategies include:
  - ◇ Rapid outbreak response
  - ◇ Expanded clinical and laboratory services
  - ◇ Enhanced health promotion

### **STD Screening in Jails: A Public Health Opportunity**

- The jail population is transient, and most inmates return to the community.
- Many STDs are asymptomatic.
- There is a high prevalence of STDs among incarcerated women (35% have syphilis, 27% have chlamydia, and 8% have gonorrhea).
- Rapid testing and treatment are necessary.

### **Syphilis Outbreak at Easterling, Alabama**

A good example of collaboration between public health and corrections was a 1998 outbreak of syphilis in Easterling, Alabama. Nineteen cases of syphilis were found through screening on entry and partner notification within the facility. This prompted collaboration between corrections and public health to screen the entire inmate population of 1,188. The screening identified 31 new cases (2.6% of the total inmate population); inmates were treated within the facility.

### **Public Health Model of Care**

The public health model of care is characterized by:

- Early detection (vs. an ostrich approach)
- Early treatment (vs. Band-Aid approach)
- Prevention
- Education
- Continuity of care (case management)

### **Conclusion**

We cannot allow corrections to become a public health crisis.

## Bureau of Prison's Infectious Disease Program

### ***Dr. Newton Kendig, U.S. Bureau of Prisons***

Of the 110,000-120,000 federal inmates, only 6,000 are in Bureau of Prisons detention centers. The BOP does health and mental health screening of all incoming inmates, which includes PPD test for TB, a Rapid Plasma Reagent test, and, sometimes, chest x-rays. Other testing is done when it is indicated.

The BOP anticipates that higher-risk populations will be entering facilities, including more deportable aliens and District of Columbia inmates sentenced to the BOP. The Bureau is therefore anticipating a greater need to reexamine its infectious disease program because many inmates have not previously been screened.

The 1998 Correctional Officer Safety Act was designed to safeguard BOP officers. It created mandatory HIV testing and allowed the Bureau to forcibly test inmates for HIV after an altercation. The Bureau of Prisons has developed Infectious Disease Guidelines, which will be updated every year. The guidelines do not constitute a mandate but are intended to assist institutions in health care delivery.

### **Role of Jails Regarding Sexually Transmitted Diseases**

- The priority is a safe and secure correctional setting.
- Tuberculosis can affect the morale of an entire jail.
- Sexually transmitted diseases are related; having one makes one more vulnerable to another disease.
- There is an important public health role for jails.
- Although there are various models for responding, it is important to link the jail to local community health resources.
- The best models are characterized by a bilateral commitment of the institution and the community.

## Screening for STDs in a Large Urban Jail

### ***Dr. John Clark, Los Angeles County Sheriff's Department***

#### **Overview: Los Angeles County Jail Medical Services Operations**

The average daily population is 22,000; there are 600 to 1,000 daily bookings, and annual bookings of 225,000. The Medical Services budget is \$40 million, and the annual cost per inmate for medical care is \$1818.00, or \$4.98 per day.

Annually, there are 6,338 inpatient admissions, and 2,059,245 outpatient clinic visits. More than 1 million prescriptions are filled every year, and over 90,000 medical records are opened.

#### **Changing Face of the Inmate Population**

Inmates today tend to be more violent, sicker, older, and to stay longer than in the past. The Los Angeles County Jail has seen an increase in Hepatitis C cases recently, and 33 cases of early syphilis

have just been identified. For the next three months, Medical Services will screen all female inmates for syphilis.

In 1998, 366 inmates were diagnosed with AIDS. Out of a total of 4154 HIV tests, 18.5% were positive in 1997, and 18.9% in 1998 were positive. There have been 56 deaths since 1987 related to HIV disease. Since 1985, there have been 348 reports of employee exposure to HIV. What is important to realize is that you do not know who is positive for HIV, so staff must take general precautions with everyone.

## **Custody Operations**

Custody operations contribute to the problem of screening and dealing with STDs. Operations are characterized by:

- High volume
- High turnover
- High mobility
- MCSPP (Multi Channeled Simultaneous Production Process)
- Conflict of choices
- Custody career ladder

It can be difficult to collect blood and urine at booking. In the chaotic booking setting it is also difficult to do optional public health interviews. Issues such as privacy and confidentiality as well as employee safety in drawing blood on some 600 inmates are also impediments.

## **Public Health Issues**

Problems in working closely with public health agencies include the following:

- Turf conflicts
- Definitions of role and responsibility (e.g., Jail Physician vs. Public Health Officer)
- Lack of resources
- Conflict of funding responsibility

## **What Works**

- **A written Communicable Disease Plan developed by a responsible physician, jail administrator, local health officer for how the jail will screen for and respond to a variety of infectious diseases.** Because staff may not stay in their jobs, it is important to develop a plan that others can follow. The plan should cover TB, HIV/AIDS, sexually transmitted diseases, hepatitis, and other communicable diseases, and should adhere to National Commission on Correctional Health Care and Center for Disease Control standards and guidelines.
- **Medical management staff participation in custody management meetings.**
- **Provision of on-site access and office space for health department staff.**
- **Proactive continuity of care and community linkage.**

- **Cooperation with advocacy groups such as HIV/AIDS organizations.**
- **Annual review of the Communicable Disease Management Plan.**
- **Proactive surveillance of clinical morbidity and mortality.**
- **Aggressive assessment of training and continuing medical and nursing education.**
- **Annual or semi-annual screening to establish and/or affirm STD incidence and prevalence.**
- **Monitoring of communicable disease activity in other jurisdictions for evidence of trends.**
- **Networking of medical staff with other correctional health professionals.**

Public Health at Cermak Health Services, Cook County Department of Corrections

***Dawn Broussard, Senior Public Health Advisor, CDC, and Dr. James B. McAuley, Medical Director, Cermak Health Services***

### **Definition of Public Health**

Public health is "the process of mobilizing local, state, national, and international resources to solve the major health problems affecting communities." (Source *Oxford Textbook of Public Health*)

Public health issues in the jail include HIV/AIDS, TB, Hepatitis B & C, STDs, other communicable diseases, mental health problems, violence prevention, substance abuse, and other "chronic diseases."

### **Screening at Cermak Health Services**

Cermak uses a universal screening approach. Men and women are given a mental health screening and general medical screening on intake, and they are screened for TB through a mini chest x-ray and TB skin test, and for gonorrhea and syphilis. In addition, females are tested for chlamydia and given a rapid RPR test.

### **Diseases Detected**

- TB--In 1997, 50 cases of TB were detected; in 1998, 29 cases were detected.
- HIV--In 1997, 4.8% of 5,821 tested were positive; in 1998, 5.5% of 6,6279 tests were positive. Women have a higher rate of positivity than men.
- STDs--More than 12 million new cases of STDs are found each year (they are among 5 of the top 10 reported diseases).
- Adolescents are at greatest risk, and women suffer the worst consequences (cervical cancer, etc.).

- STDs cost more than \$40 billion a year.
- Drug use and sexual abuse/violence are known risks.
- There is an association between STD & HIV transmission.

### **The Role of Jails in STD Control**

- Identification of infected persons leads to:
  - ◊ treatment of the individual
  - ◊ identification & treatment of partners
  - ◊ education regarding prevention
  - ◊ interruption of transmission
- Potentially less illness in detainees
- Only source of contact with health care

### **Current Collaborative Projects**

- Daily STD Clinic (Initial Collaboration)
  - Individuals who tested positive for STDs are promptly evaluated and treated.
  - Examination and treatment are provided by Cermak Health Services of Cook County (CHSCC).
  - STD history assessment and STD counseling are provided by the Chicago Department of Public Health (CDPH).
  - HIV counseling and testing are provided by CDPH for those testing positive for STDs.
- Stat RPR Project for Females
  - All females arriving during the evening shift are tested for syphilis by CDPH staff within a few hours of their arrival at the facility.
  - CDPH staff refer those females who test positive and have indications for treatment to CHSCC staff for examination and treatment.
  - The project ensures that females with syphilis receive immediate treatment prior to being released to the community.
- Urine Screening Project for Females

- The project is exploring the feasibility of using new, non-invasive urine-based technology to test for gonorrhea and chlamydia.
- A sample of women 18 - 30 are tested each evening using LCR.
- CDPH staff collect urines and information about risk factors and health-seeking behaviors.
- The project is designed to increase the ability to identify women with infections.

### **Obstacles to Collaboration: The Public Health Perspective**

- Differing priorities: Security vs. health care
- Correctional staff buy-in
- Commitment of resources
- Space/confidentiality issues
- Disruptions to a very regimented system
- Fear of a “fair-weather” project that will disappear when funding runs out
- Institutional Review Board (IRB) approval

### **Navigating the Obstacles**

- Include both medical and security in planning stages.
- Invest significant time in training and orienting public health staff to corrections.
- Work out flow issues beforehand; do test run if possible.
- Provide an overview of project and project’s impact on the detainees and the community to correctional line staff.
- Public health can tap into numerous resources for funding.
- Look for ways to build infrastructure and to sustain screening in the absence of short-term grant funding.
- Learn from other successful collaborations.
- Know the rules and regulations; be meticulous and patient.

## An Innovative Public Health Model of Correctional Health Care

### ***Sheriff Michael Ashe, Hampden County Sheriff's Office***

It is difficult to talk about health care for offenders, given the large number of Americans who are not covered by medical insurance. There is anger among the public against offenders, but it is important for administrators to gain public acceptance.

### **Collaboration with Public Health**

Dr. Tom Coughlin has headed the collaborative health care model in Hampden County since 1992, when there was a move to a new facility. He has provided a steady focus on a single philosophy and on developing a way to implement that philosophy. The philosophy is to be firm and be fair, to strike a sense of balance. The idea is to bring a common sense approach to corrections.

The Hampden County Sheriff's Office wants to be part of the community of Springfield, Massachusetts. In the entire state, there are only 13,000 inmates in county facilities. However, the state has all the same problems in miniature as Los Angeles. Eighty percent of inmates are from urban areas.

### **Community Care Model**

The community care model is concerned about the responsibility of returning offenders to the community. Corrections is not isolated from the community, so we must bring out the best in both corrections and the community. Given the typical profile of an inmate, we know what the consequences will be if we do nothing.

Under the community care model, we challenge inmates through education, sex offender, and substance abuse programs that address body, mind, and spirit. They are designed to treat the whole person and to prepare them for integration into the community.

- Behind the public model is the need to interact with the community because that is where inmates come from. A study of reintegration found that of 266 inmates who left the facility in 1996, only 9 were reincarcerated.
- Neighborhood health clinics formed the linkage to the jail. Inmates are identified via their zip codes and referred to clinics in their neighborhood.
- A part-time physician from the clinics comes into the jail to treat inmates and then continues to treat them when they return to the community.
- The goal is early detection and then treatment.





## **Topics for Next Large Jail Network Meeting**

### ***Richard Geather, NIC Jails Division***

Richard Geather led a discussion of meeting participants on topics proposed to be addressed at the next meeting of the Large Jail Network. Proposed topics included:

- Strategic planning (how to do it and why)
- Internal affairs (internal investigations, ethical conduct)
- Update on private vs. public jail operation
- Contracting for services
- Gen X employees
- The role of the jail in the community
- Restorative justice
- System efficiencies
- ADA and a legal update
- First line supervisors
- Gangs
- Collective bargaining

Topics to be covered in the January 2000 meeting will be System Efficiencies, including a look at the role of the jail in the community as well as community-oriented policing and its relationship to the jail. There will also be a legal issues update, which may include information on the ADA.