



Environmental Scan

**Reviewing Issues and Forces
that will Influence Strategic Planning
of the National Institute of Corrections**

Fall 2002

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**NIC Information Center
Longmont, Colorado**

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Introduction

To provide vision and direction, and define agency goals and objectives, the National Institute of Corrections has engaged in strategic planning in recent years. *The NIC Strategic Management Plan for 2000 to 2004* has been described by the NIC Director as “an evolving document,” a process and product that will be modified to address the changing environment of corrections and NIC.

The NIC Information Center has been requested by agency management to provide information to support that planning process. In 1998, the Information Center completed the *Environmental Scan: Factors Potentially Affecting the Management and Operation of Corrections Agencies*. That report was a summary of statistical information, trends, and developments to assist NIC staff and management in their planning efforts. This report is an updated scan, intended to provide more analysis of changes and forces that may affect NIC programming and activities during the next 2 to 6 years.

This report documents significant changes that have occurred since completion of the last scan only four years ago. Crime rates, public opinion, and public policy priorities are among several key areas affecting corrections that have shifted dramatically. The report is an attempt to cover key areas that may influence NIC planning over the next few years, but cannot cover all topics or information sources. Like the planning process itself, environmental scanning is an ongoing and dynamic process. The data presented in this report come from reviews of literature, searches of the Internet, and interviews with selected experts and practitioners.

Societal and Demographic Trends

Major international trends include increasing economic networking among countries that reduces potential of political conflict among developed countries but isolates some developing nations and cultures. The “global economy” and technology advances in the next few years could present opportunities to improve living conditions for many around the world, but could also result in regional differences or internal conflicts among nations experiencing changes in their economic and political structures. Also, many Western countries are experiencing a demographic shift as their populations’ life expectancy increases and birthrates decline. Most of the increase in the world’s population will come in developing countries. The United States is unique among many Western countries with a birthrate and immigration rate that is sustaining population expansion, even though some workforce pressures are expected as more workers enter retirement years. Because of immigration and higher birthrates of minority populations, the ethnic balance of Americans will shift with higher ratios of Hispanics, Asians, and Blacks.

Global Trends

(Summaries from “Global Trends 2015,” prepared under direction of the National Intelligence Council, under authority of the Director of Central Intelligence.)

- The world’s population, estimated at 6.1 billion in 2000, will increase to 7.2 billion by 2015 with almost all of the increase in rapidly expanding urban areas of developing countries. Declining birthrates and aging will increase health and pension costs in nations with advanced economies, resulting in workforce shortages and pressures in providing social services.
“Global Trends 2015: A Dialog About the Future With Nongovernment Experts,” National Intelligence Council, National Foreign Intelligence Board, under the authority of the Director of Central Intelligence, Washington, DC, December, 2000.
- The globalized economy will contribute to increased political stability in the world by 2015. “In contrast to the Industrial Revolution, the process of globalization is more compressed. Its evolution will be rocky, marked by chronic financial volatility and a widening economic divide.” The global economy in the next 10 to 12 years could reach high levels of growth, unless there are sustained financial crises or disruptions in energy supplies.
Ibid.
- In regions not benefitting from economic growth or feeling culturally alienated, political, ethnic, and religious extremism will foster violent reactions. “The U.S. and other developed nations will be ... leading a fast-paced technological revolution while, at the same time, maintaining military, diplomatic, and intelligence capabilities to deal with traditional problems and threats from low-technology countries and groups.”
Ibid.
- Political instability in some developing countries will result in more health problems and food shortages. AIDS and other infectious diseases will greatly reduce life expectancies and further destabilize such areas.
Ibid.

- By 2015, nearly half of the world’s population will live in areas experiencing water shortages.
Ibid.
- The growing global economy will generate more demand for fossil fuels and increase concerns regarding global warming. Growing urbanization will decrease arable land and shrink tropical forests, with environmental policies emerging as mainstream issues in some developed nations. Environmental pressures will decrease with expansion of less energy-dependent economic development and new energy technologies.
Ibid.
- Global economic expansion increases the potential for wide-spread economic growth, at the same time it increases risks of periods of economic instability resulting from economic interdependence.
Ibid.
- In February 2001, the United Nations Population Division released projections for population shifts in 190 countries through the year 2050. Projections include:
 - Lower mortality and fertility rates will result in declining populations in many Western countries, with higher proportions of elderly citizens.
 - The U.S. is an exception among Western countries, where fertility rates of more than 2 births per women per lifetime compare to 1.4 births per woman in the rest of Western countries grouping.
 - “Enhancing the potential of older citizens to contribute economically will almost surely be a key to material progress in the decades ahead.”

Nicholas Eberstadt, “World Population Prospects: The Shape of Things to Come,” *AEI on the Issues*, American Enterprise Institute for Public Policy Research, Washington, DC, April, 2001, <http://www.aei.org>.

National Trends

- According to the 2000 Census, the population in the U.S. grew by 281.4 million (13.2%) from 1990, the largest census-to-census increase in history. The highest growth was in the West (19.7%) and South (17.3%). The Midwest grew by 7.9% and the Northeast by 5.5%.
“Population Change and Distribution: 1990 to 2000,” U.S. Census Bureau, U.S. Department of Commerce, Washington, DC, April, 2001.
- The states with the highest percentage increases in population between 1990 and 2000 were Nevada, Arizona, Colorado, Utah, and Idaho. States with the highest population increases during that time were California, Texas, Florida, Georgia, and Arizona.
Ibid.
- In 2000, 80.3% of the U.S. population lived in metropolitan areas.
Ibid.

- Between 1990 and 2000, the U.S. population grew by 13.2%. Growth rates by ethnic groups were:
 Hispanic – 57.9% Black – 15.6 to 21.5% White – 5.9 to 8.6 %
 (Precise measures were complicated by some respondents identifying themselves as more than one race.)
 Ibid.
- Over one-half of the U.S. population lives in 10 states (California, Texas, New York, Florida, Illinois, Pennsylvania, Ohio, Michigan, New Jersey, and Georgia).
 Ibid.
- Other findings from the 2000 Census:
 - 2.8% of residents live in institutional settings;
 - 68% of households were family households, an increase of 11% from 1990, while 31.9% of households were non-family, an increase of 23%;
 - 50.9% of the population was female, 49.1% male;
 - 74.3% of the population was 18 years or older.
 Ibid.
- The Census Bureau projects the U.S. population to increase from 281.4 million in 2000 to 292.6 million in 2007, when 10.9% of the U.S. population will be foreign born. Population breakdowns in 2007 are projected to be:

	<i>Percent of Total Pop.</i>	<i>Percent of Group Foreign-Born</i>
White, Non-Hispanic:	68.5%	3.7%
Black	13.2%	8.7%
Asian/Pacific Islander	4.8%	59.1%
Hispanic	13.8%	34.6%

“Projections of the Resident Population by Race, Hispanic Origin, and Nativity: Middle Series, 2006 to 2010,” U.S. Census Bureau, Washington, DC, January 13, 2001.

Implications for Corrections

International developments and societal change have not historically appeared to have immediate implications for corrections. However, events in recent years indicate that these forces now need to be watched more closely because their “ripple effects” arrive much faster and with more impact. For example, the terrorist attacks of September 11, 2001 immediately refocused public attention and policy priorities. The increasingly interdependent global economy means that economic shifts or political events outside the U.S. could have immediate consequences for government spending. The pace and scope of change will be faster and broader, and it will be affected by forces and trends that can be seen and expected (such as an aging population with more ethnic diversity) as well as those that are not.

Economic and Business Developments

The expanding global economy provided several decades of economic growth for the U.S. and some countries around the world. The 2001 recession in the U.S. also triggered an economic slowdown for U.S. trading partners, but a slow recovery is expected through the mid 2000s. The global economy provides opportunities for business expansion and more political stability for most countries of the world. But it also may result in periods of economic “bumps” as countries and businesses become more inter-dependent. Increased violence from extremists in countries not benefitting from global economic activity may also have short-term or regional influences.

International Developments

- According to a United Nations report, the global economy and global trade expanded for almost two decades until a U.S. economic downturn in 2001 triggered a global economic slowdown.
“Economic recovery in 2002 slower than the downturn of 2001,” *The World Economy in 2002*, United Nations report to the UN Economic and Social Council, United Nations, June 26, 2002, <http://www.un.org>.
- World trade plummeted from 12% growth in 2000 to -1% in 2001 and -2.7% in developing nations.
Ibid.
- Many developing nations, dependent on U.S. markets, were hit by the U.S. recession. “The shift in growth of over 13% in US imports in 2000 to a decline of 3% in 2001 was a major factor in the global slowdown.”
Ibid.
- The rate of the U.S. economic recovery in 2002 is expected to be modest and the stimulus it provides to the rest of the world through imports will also be limited.
“World Economic Outlook,” International Monetary Fund, Washington, DC, December 2001, <http://imf.org>.
- U.S. consumers and businesses are crucial to the world economy since the \$10 trillion U.S. economy is one-fourth of the world’s economic output.
Steve Schifferes, “Will the World Fall Into Recession?” BBC News Online, BBC News, London, England, December 31, 2001, <http://bbc.co.uk>.
- Following attacks of September 11, the World Monetary Fund downgraded their estimates of economic growth in the world by 1%. “Growth in the advance economies is now expected to be only 0.8% in 2002, down from a weak 1.1% in 2001.”
“World Economic Outlook,” International Monetary Fund, Washington, DC, December 2001, <http://imf.org>.
- Nations such as China and India, less dependent on U.S. trade, were not expected to be affected as drastically by the worldwide economic downturn of 2001.
Ibid.

- World financial leaders proposed a “breakthrough” arrangement to allow countries with unsustainable debt burdens to renegotiate for more lenient payments. The strategy is intended to improve prospects for a global economic recovery and provide more balance between rich and poor nations (15% of the world’s population controls 80% of the income).
Martin Crutsinger, “Breakthrough: Bankruptcy Discussion moved forward,” Associated Press, September 30, 2002.
- There has been a worldwide trend toward privatization of previously state-owned or state-controlled enterprises in the past two decades. The trend has been most prominent in Europe. In a study of privatization between 1994 and 1996, most privatization activity involved telecommunications, utilities, chemicals/refining, financial services, and metals.
“The Whole World is Privatizing,” *1997 Ten-Year Forecast*, Institute for the Future, Menlo Park, CA, 2002.
- Privatization is projected to continue to grow during 2000 to 2004, but at a slower rate than peak years of 1995 through 1999.
Ibid.
- Factors that have driven the trend toward privatization include: new technologies, consumer choice, benefits of competition, squeeze on public budgets, global economy, and more sophisticated capital markets.
Ibid.

National Developments

- The economic boom of the 1990s raised the income of poorest Americans, held the size of the middle class steady, and swelled the ranks of those with six-figure incomes.
“’90s Boom Had Broad Impact,” Washington Post, Washington, DC, June 5, 2002.
- The Northeast and Southern California, areas where economic progress was weakest during the 1990s, could face a “very challenging decade” as a result of the economic downturn since 2000.
Ibid.
- The downturn of the U.S. economy resulted from (1) collapse of the information and communication technologies sector, and (2) the drop in values of the U.S. stock market. The September 11 terrorist attacks exacerbated the situation, but did not stop the economic recovery which slowly began before the end of 2001.
Thalif Deen, “Global Slump Hits Developing Nations Hardest,” Asia Times Online, Hong Kong, June 28, 2002, <http://atimes.com>.
- The U.S. economic recovery which began in 2001 will continue into 2002, but confidence and activity in the U.S. may pick up more slowly than currently expected.
“World Economic Outlook,” International Monetary Fund, Washington, DC, December 2001, <http://imf.org>.

- National leaders remain optimistic regarding the U.S. economy. “The fundamentals of our economy are strong,” stated Secretary of Commerce Don Evans. “We have virtually all the fundamentals that an economist or entrepreneur would hope for. We have low inflation, low interest rates, increasing productivity, a highly innovative culture and a ready labor force.”
“Minority Enterprise is Key to Economic Security,” U.S. Department of Commerce Newsroom, Washington, DC, September 26, 2002, <http://www.commerce.gov> .
- A rebound of state government revenues is not expected until 12 to 18 months after the U.S. economy recovers from the recent recession. That “lag time” is based on experience from the last national recession in 1991.
“Quick Rebound? State Fiscal Recovery Could Be Gradual, Lag National Economy by 12-18 Months,” National Association of State Budget Officers, Washington, DC, March 12, 2002.
- Shortfalls for state governments in Fiscal Year 2002 were estimated at \$40 billion, 7.8% of estimated total general fund revenues.
Ibid.
- Approximately 50-55% of revenues for county governments are from stable property taxes. But approximately one-third of county revenues are from volatile sales taxes and state sources that will likely decline in Fiscal Years 2002 and 2003, forcing fiscal problems on counties that are similar to state governments.
Jacqueline Byers, Director of Research, National Association of Counties, Washington, DC, interviewed September, 2002 by NIC Information Center staff.
- “In January 2001, the Congressional Budget Office projected a surplus for the 10-year period 2002 through 2011 of \$5.6 trillion. Some 20 months later, on August 27, 2002, CBO issued its latest 10-year forecast. CBO now projects substantial deficits in the near term and a net surplus over the same 10-year period of only \$336 billion.” The economic downturn, reduced revenues due to the tax cut, and increased defense and security spending were major factors in the change.
Richard Kogan and Robert Greenstein, “The New Congressional Budget Office Forecast and the Remarkable Deterioration of the Surplus,” Center on Budget and Policy Priorities, Washington, DC, September 3, 2002, <http://cbpp.org>.

Corrections Developments

- Federal, state, and local governments spent \$9.57 billion on corrections in 1982. Corrections spending increased to \$53.86 billion in 1999, an increase that surpassed the growth rate of police and judicial functions. From 1982 to 1999, state corrections spending increased by 476.1% and local corrections spending increased by 401.4%.
Sidra Lea Gifford, "Justice Expenditures and Employment in the United States, 1999," Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, February 2002.
- Among all state and local government spending in 1999, 2.8% went to corrections. In 1999, state government accounted for 62.8% of corrections spending.
Ibid.
- From 1977 to 1999, corrections spending by state and local governments increased by 946%. By comparison, education spending increased by 370%, hospital/healthcare spending increased by 418%, and interest on the national debt increased by 490%.
Ibid.
- Financial problems for many correctional agencies continued to escalate in the fall of 2002. Agencies were continuing to explore ways to cut spending and increase revenues. Example: one state agency mandated three unpaid furlough days per month for staff; a state community corrections division doubled supervision fees and based 89% of their operating budget (except salaries and fringes) on those revenues.
NIC Information Center listserv postings and field contacts, Longmont, CO, September, 2002.
- Due to state government budget problems in 2001-2002, many correctional agencies experienced budget cuts. In April 2002, 26 state correctional agencies reported their budgets had been reduced from previous years' appropriations, or from levels set when their fiscal years began. Most common responses were to freeze hiring, delay purchases, eliminate some staff positions, reduce travel, close housing units or facilities, reduce inmate programs/services, delay bed expansion, reduce training, and increase double/triple bunking of inmates.
Larry Linke and Patricia Scholes, "Funding Reductions to State Corrections" (draft report), NIC Information Center, LIS, Inc., Longmont, CO, April 2002.
- Many states with budget increases in 2002 reported that the increases were not sufficient to keep pace with escalating costs, requiring many of the cost-cutting measures of states with budget cuts.
Ibid.

- At year-end 2001, private correctional facilities held 91,828 state and federal inmates, an increase of 4,459 inmates from the end of 2000. The% of state inmates remained at 5.8% both years, while the proportion of federal inmates in private facilities increased from 10.7 to 12.3% during the year.
 “Prisoners in 2000,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, August, 2001. “Prisoners in 2001,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, July, 2002.
- In 1997, industry analysts predicted that private corrections capacity might expand to 400,000 beds by 2006. In September 2001, the rated capacity of private facilities was 142,521 beds, a decline of more than 2,600 beds from 1999. The slowing growth rate of private corrections, combined with the state and local corrections budget cuts, indicates limited expansion opportunities for private corrections through at least the mid 2000s.
 “Continued Growth Expected in Privatization,” *Corrections Alert*, Aspen Publishers, Inc., Gaithersburg, MD, June 16, 1997.
 “Prisoners in 2001,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, July, 2002. Charles W. Thomas, “Private Adult Correctional Facility Census,” University of Florida, Tallahassee, FL, September 4, 2001, <http://web.crim.ufl.edu>.

Implications for Corrections

Since 2000, nothing has affected corrections more than the funding problems triggered by the 2001 recession. Funding problems came at a time when the growth of offender populations had slowed for many agencies, but costs continue to increase for items such as labor, staff benefits (particularly health insurance), and for inmate health care. Financial problems should be the dominant issue for correctional managers for at least the next 2 to 3 years. Budget cuts have led to reduced staffing levels, cuts in offender services and programs, increased use of double- and triple-celling of inmates, and other measures that may increase the risks of litigation and reduce staff and inmate safety. The tight financial situation is forcing many managers to review correctional agency priorities and has led organizations such as the American Bar Association to call for systemwide reviews of policies and statutes to identify more cost-effective correctional approaches.

Workforce Issues

In the next 2 to 10 years, the general workforce in America is expected to experience two significant shifts. One is a change in the demographics of workers, the other is a tightening of the labor market, especially for skilled workers. These two factors will touch corrections to varying degrees, as will a third development that had not affected most corrections agencies for the past decade—funding problems that may result in hiring freezes or downsizing of staff.

Other factors and developments related to the workforce include:

- The slower pace of growth in the workforce;
- Multi-generational differences in attitudes and values of workers; and
- A “churning” affect as individuals change jobs more frequently.

Faced with these changes, successful organizations in the future will need to develop new approaches to human resource management and organizational leadership.

Employment Projections

- In the decade from 2000 to 2010, total employment is projected to increase by 15%, slightly less than the 17% growth in the previous decade, 1990-2000. The civilian workforce is projected to increase by 17 million (12%) during the 2000-2010 period, compared to an increase of 15 million (11.9%) during the previous decade. The civilian workforce will number 158 million in 2010.
“BLS Releases 2000-2001 Employment Projections,” Bureau of Labor Statistics, U.S. Department of Labor, Washington, DC, December 3, 2001, <http://www.bls.gov/emp>.
- The service-producing sector (health services, business services, social services, and engineering) will generate most of the new jobs during the decade 2000-2010, expanding by 19% and adding 20.5 million jobs. Due to advances in technology and automation, manufacturing is projected to increase by only 3% and office and administrative support occupations are projected to grow slower than average.
Ibid.

Workforce Demographics

- The workforce will see a growth in the share of workers in younger and older age categories, with declines in the share of middle-age workers, a sharp reversal of past decades.

	<u>1986</u>	<u>1996</u>	<u>2006</u>
Total Labor Force	117,834	133,943	148,847
% Age 16-24	19.8%	15.8%	16.4%
% Age 25-44	52.5%	52.6%	44.5%
% 45 or older	27.8%	31.7%	39.0%

Howard Fullerton, "Labor Force 2006: Slowing Down and Changing Composition," *Monthly Labor Review*, November, 1997.

- The median age of the U.S. workforce was 34.8 years in 1978 and is projected to reach 40.7 years by 2008.
 "Working in the 21st Century" slideshow, Bureau of Labor Statistics, U.S. Department of Labor, Washington, DC, <http://www.bls.gov/opub/working/home.htm>.
- By 2005, workers 55 or older are projected to make up 20% of the workforce, compared to 12.5% in 1990. Minnesota is concerned that retirements will cause a labor shortage and expects 60% of managers in the state to retire in the near future. Some units of state and local government have high proportions of older workers.
 - In 2000, 50.9% of Washington state employees were 45 years old or older. 15.1% were 55 or older.
 - In 1998, the average age of New York state employees was 44.4 years.
 - Cities such as Atlanta, Austin, Denver, and Minneapolis have undertaken workforce planning efforts to meet challenges of impending retirements.
Impact of Aging Trends on the State Government Workforce, Washington State Department of Personnel, June, 2000.
- Sixty-five percent (65%) of the Federal government's senior executive service will be eligible to retire by 2004.
 Ibid.
- Seventy percent (70%) of the nation's 78 million baby boomers plan to continue working part-time after retirement.
 Ibid.
- "The labor force participation rates of women in nearly all age groups are expected to increase. The women's labor force will grow more rapidly than the men's, and the women's share of the labor force will increase sharply from 47% in 2000 to 48% in 2010."
 "BLS Releases 2000-2001 Employment Projections," Bureau of Labor Statistics, U.S. Department of Labor, Washington, DC, December 3, 2001, <http://www.bls.gov/emp>.
- Asian and Hispanic workers are expected to increase by 44% and 36, respectively, by 2010

due to high net immigration and higher than average fertility. The black labor force is expected to grow by 21%, more than twice the 9% growth rate projected for the white labor force.

Ibid.

- “The share of the labor force will increase from 5% to 6% for Asian and other groups, and from 11% to 13% for Hispanics. White non-Hispanics accounted for 73% of the labor force in 2000. Their share of the labor force in 2010 will decrease to 69%.”

Ibid.

Tight Labor Market

- “With 76 million baby boomers retiring over the next three decades, and only 46 million Generation Xers waiting in the wings...,” by 2010 there may be a shortage of 4 to 6 million qualified workers.

Daniel Eisenberg, “The Coming Job Boom,” *Time*, New York, NY, May 6, 2002.

- With the tightening labor market, employers are initiating new measures to attract and retain skilled employees, or respond to shortages, including:

- Targeted recruiting strategies;
- Reduction of education and other requirements of new hires;
- Restructured work schedules and locations;
- Increased use of overtime and temporary workers;
- Expanded training to develop qualified workers;
- Improved working conditions, and
- Increased wages, benefits, and other non-wage compensation.

Robert I. Lerman, Stephanie R. Schmidt, “An Overview of Economic, Social, and Demographic Trends Affecting the U.S. Labor Market,” The Urban Institute, Washington, DC, August 1999.

- Examples of specific strategies adopted by private sector firms to deal with the tightening job market include:

Weyerhaeuser – improving exit interviewing to document factors contributing to attrition, modifying work schedules and allowing telecommuting, rehiring retirees as part-time staff.

Wells Fargo & Co. – provides for flextime, job sharing, telecommuting, compressed work weeks, and paid time off for “Personal Growth Leave,” a sabbatical that requires workers to provide a written report on the benefits derived from a personal project, some preparing for a second career.

Polaroid Corp. – provides for educational opportunities, flexible scheduling, optional membership to a retiree temp pool, and rehearsal retirement program that provides options for returning to full-time employment.

Bell Atlantic – provides opportunities for 2-year degree program with focus on telecommunications.

Impact of Aging Trends on the State Government Workforce, Washington State Department of Personnel, June, 2000.

General Work Force Trends

- There is a “churning effect” in the work force as the average person holds around nine different jobs between ages 18 and 34. The median years of service for men between the ages of 50 and 54 with their current employer has dropped from 14.2 years in 1983 to 9.9 years in 2000.
“Working in the 21st Century” slideshow, Bureau of Labor Statistics, U.S. Department of Labor, Washington, DC, <http://www.bls.gov/opub/working/home.htm>.
- Employer-provided health care declined sharply in the past decade. In 1988, 67% of the population had coverage, compared to 61% in 1993. About 20% of firms require employees to share the cost of their own coverage, and 30% require employee contributions to share cost of dependent coverage.
Robert I. Lerman, Stephanie R. Schmidt, “An Overview of Economic, Social, and Demographic Trends Affecting the U.S. Labor Market,” The Urban Institute, Washington, DC, August 1999.
- Pension systems are shifting more to plans that require workers to accumulate assets for their retirement.
Ibid.
- Technology applications, particularly computers, have expanded in the work place increasing demand for workers with good math, communication, and teamwork skills. In 1996, half of Americans were using computers at work compared to one-fourth in 1987.
Ibid.
- As the number of women in the work force increases, the demand for child care has grown. A 1998 survey by the Women’s Bureau, U.S. Department of Labor reported that 56% of working mothers with children under age five have a “serious problem” finding affordable child care.
Ibid.
- The “bubble” of more workers from younger and older generations combines workers with differing values and backgrounds.
 - Baby boomers’ environment has provided more direction and fostered broad skill building. They have often experienced different areas or positions within a few organizations, providing insight and skill that are beneficial in analyzing results and strategic planning. They generally place high value on building relationships, loyalty, patience, and stability.
 - Generation Xers grew up with more affluence and are generally better educated. They are driven more to develop themselves rather than remain loyal to organizations.

They tend to change jobs to develop sets of skills, some with as many as eight careers in their lives. They value training, challenging roles, and constant feedback.

Cathy Greenberg-Walt and Alastair G. Robinson, "The Evolving Role of Executive Leadership," *The Future of Leadership: Today's Top Leadership Thinkers Speak to Tomorrow's Leaders*, Jossey-Bass, San Francisco, CA, 2001.

- According to the 2000 Census, 124 million commuters were driving an average of 25.5 minutes one way to work, while 4 million people worked at home.
"90s Boom Had Broad Impact," Washington Post, Washington, DC, June 5, 2002.
- One in every four Americans age 25 or older holds a college degree, up from one in five in 1990.
Ibid.

Corrections Work Force

- With expanding numbers of offenders and a healthy economy, correctional agency employment and expenditures expanded significantly in the late 1980s and 1990s. The number of correctional employees expanded from 394,677 in 1985 to 716,573 in 1999. Most correctional employees (63.7%) worked for state governments.
"Justice Expenditure and Employment, 1985," Bureau of Justice Statistics, U.S. Department of Justice, Washington DC, March 1987.
"Justice Expenditure and Employment in the United States, 1999," Bureau of Justice Statistics, U.S. Department of Justice, Washington DC, February 2002.
- As correctional populations leveled off and state governments experienced revenue shortfalls in Fiscal Year 2001, 26 state corrections departments reported funding reductions. Twenty-one (21) of those state agencies froze or delayed hiring, and 12 states made permanent staffing reductions. One state reduced correctional staffing levels by 19%. Eight of the 26 states also reported reductions in staff training levels due to budget problems.
Larry Linke and Patricia Scholes, "Funding Reductions to State Corrections" (draft report), NIC Information Center, LIS, Inc., Longmont, CO, April 2002.

Implications for Corrections

Corrections's labor force should experience many of the same trends as other public and private sectors. Retirements will increase, resulting in high turnover rates in management positions. Some of those positions will be filled by other senior staff who may also be close to retirement, resulting in periods of continuing management changes in some organizations. Budget problems, especially for state governments, will force hiring freezes and cuts in some agencies. Retirements should reduce the need for layoffs, but by 2005 some organizations could be competing for qualified workers. Correctional agencies may need to improve recruiting methods or modify eligibility criteria. The new hires will include higher numbers of women and minorities, particularly Hispanics and Asians. Keeping skilled and experienced workers will be a problem with some agencies, requiring agencies to develop retention strategies. High turnover rates, a more diverse workforce, inter-generational differences, and budget pressures will present new challenges for training and supervision of staff.

Public Opinion

An ABC news poll has been quoted as finding that 76% of Americans form their opinions about crime from what they see or read in the news. Crime stories are prominent in both national and local news, especially television. During the mid-990s, there were more crime-related stories on the network evening news than any other subject, in part due to the O. J. Simpson case and Oklahoma City bombing. One study also characterized crime coverage by local TV news as “institutionalized.” But since the mid-1990s when crime was identified in polls as the nation’s most pressing problem, public concerns regarding crime and violence have dramatically shifted. Polls indicate that crime is no longer the main concern of U.S. citizens. Public attitudes also indicate support for treatment alternatives for some types of offenders and support for rehabilitation as a goal of corrections.

Media and Crime

- Crime stories are frequent on ABC, CBS, and NBC evening news. The summary below shows the number of crime-related stories on evening news during the 1990s, compared to the other top categories each year. The number of crime-related stories on network evening news decreased significantly in 2000, but increased to over 1,000 stories in 2001.

<i>Most News Stories During Year</i>	
1990	Gulf Crisis (2,344 stories) Crime ranked fifth (542 stories)
1991	Gulf War (2,460 stories) Crime ranked sixth (571 stories)
1992	Elections (2,427 stories) Crime ranked third (830 stories)
1993	Crime (1,698 stories) Economy ranked second (1,457 stories)
1994	Crime (1,949 stories) Health Issues ranked second (1,224 stories)
1995	Crime (2,574 stories) Bosnian Conflict ranked second (1,101 stories)
1996	Political Campaign (1,865 stories) Crime ranked second (1,227 stories)
1997	Crime (1,617 stories) Health Issues ranked second (859 stories)
1998	Clinton Scandal (1,917 stories) Crime ranked third (1,392 stories)
1999	Kosovo (1,615 stories) Crime ranked second (1,613 stories)
2000*	Elections (2,420 stories) Crime ranked third (986 stories)
2001	Terrorism (2,228 stories) Crime ranked third (1,244 stories)

* January through August

“Media Monitor: Factoids,” Center for Media and Public Affairs, Washington, DC, <http://www.cmpa.com/factoid/facindex.htm>. Phone interview with Matthew Felling, Center for Media and Public affairs, Washington, DC, September, 2002.

- A 1995 study by the Rocky Mountain Media Watch organization of 100 local TV stations in 35 states found that 30% of local news was devoted to crime. Coverage of government was second at 11%.

Jeff Cohen and Norman Solomon, “On Local TV News, If It Bleeds It (Still) Leads,” *Media Beat*, FAIR, New York, NY, December 13, 1995, <http://www.fair.org/media-beat/951213.htm>.

- A 1996 study of local television news broadcasts over three months in 13 markets across the U.S. reported that 20% of stories were crime-related, followed by weather stories at 11%. The study analyzed more than 17,000 local new stories. According to the report, a typical 30-minute newscast consists of 8 minutes of commercials, 4 minutes of crime stories, and 4 minutes of sports that combined take up more than half of the airtime.

Assessing Local Television News Coverage of Health Issues, Kaiser Family Foundation, Menlo Park, CA, 1997.

Public Opinion

- Since 1982, the Gallup Polls have asked a sample of Americans to identify the most important problem facing the country. From 1982 through 1992, “Crime; violence” was named by 2 to 6% of respondents. From 1994 through 1998, “Crime; violence” was the top rated problem of respondents, as reflected below:

1994 - 37% 1995 - 27% 1996 - 25% 1997 - 23 % 1998 - 20%

Sourcebook of Criminal Justice Statistics Online, State University of New York, Albany, NY, 2002, <http://www.albany.edu/sourcebook/1995/pdf/t21.pdf>. By permission of George Gallup, *The Gallup Report, The Gallup Poll, The Gallup Poll Monthly*, Princeton, N.J.

- In March 2002, only 1% of respondents to the Gallup Poll identified “Crime; violence” as the country’s most important problem. Issues rated more important included:

Terrorism	(22%)	National Security	(6%)
Economy	(18%)	Dissatisfaction with	
International Tensions	(12%)	Government	(4%)
Unemployment	(8%)	Poverty	(4%)
Ethics, Moral Decline	(7%)	Drugs	(3%)
Education	(7%)	Cost of Living	(2%)
Health Care	(6%)	Foreign Affairs	(2%)
Trade Deficit	(6%)	Environment	(2%)

Ibid.

- Twenty-nine percent (29%) of respondents to a poll in 1994 identified “crime/gangs/justice system/violence” as the most important problem facing their local community, outranking all other problems. The results of a similar poll in 2001 were:

14% Education
 12% Crime/gangs/criminal justice/violence
 11% Drugs/alcohol
 9% Unemployment

NEWSRelease, The Pew Research Center for The People & The Press, Washington, DC, 2001.

- In an annual Harris poll, respondents were asked to identify the most important issues for government to address. The top five responses in 1994 are compared to 2002 responses below.

	<u>1994</u>		<u>2002</u>
45%	Health Care	23%	Terrorism
36%	Crime/Violence	15%	Economy
14%	Employment/Jobs	12%	Education
12%	Economy	8%	(tie) Health Care; Taxes
8%	(tie) Poverty; Federal Budget	5%	(tie) Crime/Violence; Social Security

Sourcebook of Criminal Justice Statistics Online, State University of New York, Albany, NY, 2002, <http://www.albany.edu/sourcebook/1995/pdf/t22.pdf>. By permission of *The Harris Poll, The Gallup Poll, The Gallup Poll Monthly*, Creators Syndicate, Inc., Los Angeles, CA, April 24, 2002.

- A Gallup Poll asked for ratings of the U.S. prison system regarding security, rehabilitation, and inmate safety. Response options were excellent, good, only fair, and poor. Most respondents rated security to prevent escapes as “good” (49%); rehabilitation of inmates as “poor” (48%); and safety for inmates as “only fair” (37%).
George Gallup, Jr. and Alec Gallup, *The Gallup Monthly*, No. 420, Princeton, NJ, September, 2000.
- According to a recent ABC News Poll, Americans support “three strikes” laws that mandate life in prison for third-time violent offenders (82% support, 14% oppose). However, 76% oppose and 17% favor such laws for third-time non-violent offenders. Eighty-nine percent (89%) of respondents favored treatment over jail for first-time drug offenders.
Gary Langer, “Crime and Punishment,” ABC News, New York, NY, March 7, 2002, <http://abcnews.go.com>.
- A survey in Florida indicated that the public does not have an accurate understanding of corrections issues. Florida prisons have no shortage of beds, yet 28.5% of the general public and 40.1% of news media polled thought that prison overcrowding was the department’s most pressing problem. Likewise, respondents mistakenly thought that inmates were being released from prison early due to crowding and that inmates were serving less than half of their sentences.
“Corrections in Florida: 1998 Survey,” Florida Department of Corrections, Tallahassee, FL, <http://dc.state.fl.us/pub/survey/exec.htm>.
- A recent review of public opinion on punishment and corrections reached the following conclusions:
 1. While not “mindlessly or uniformly punitive, the public “prefers, or at very least, accepts policies that ‘get tough’ with offenders.”
 2. Public punitiveness toward crime is not rigid. Attitudes soften when citizens are given more information regarding offenders and alternative sanctions, but harden when given more information about victims or crime-related problems.

3. The public tends to be utilitarian and willing to accept moderate punishment options that make sense (to reduce costs, increase restitution to victims, provide legitimate opportunities for offender reforms, etc.)
4. Violence, although not precisely defined, is the key factor in public acceptance of community alternatives. The public is accepting of a wide range of alternatives for non-violent offenders, but strong justification is needed to approve community-based options for violent offenders.
5. Despite several decades of debate and criticism of offender treatment programs, the public still supports rehabilitation as a goal of the correctional system.
6. The public supports “saving children,” including programs that prevent delinquency with at-risk children and efforts to reform delinquents. Violent youth “forfeit” their status as children and should be dealt with as adults.
7. The central tendency identified in public opinion is to be punitive and progressive. The public expects correctional systems to “do justice, protect society, and reform offenders.”

Francis T. Cullen, Bonnie S. Fisher, and Brandon K. Applegate, “Public Opinion about Punishment and Corrections,” *Crime and Justice, A Review of Research*, The University of Chicago Press, Chicago, IL, 2000.

Implications for Corrections

In the last 4 years, polls indicate that the public’s concerns regarding crime and violence significantly declined. That development occurred even as relatively high levels of media stories, which influence public opinion, have focused on crime. Factors contributing to this shift included emergence of terrorist attacks within the U.S., economic problems, and the decline in the crime rate. The elevated levels of public concern for issues other than crime coincide with public sector budget cuts and reassessment of public policy priorities. Corrections must now compete for shrinking public resources at a time when policy makers see public concerns for national security, health care, and education surpassing fear of crime. Public expectations for corrections continues to include incapacitating and rehabilitating offenders. Corrections also has opportunities for using the news media and other forms of communication to influence more accurate public perceptions of corrections issues.

NOTE: For additional information on international trends, see Christopher Spencer’s “Global Issues of the Twenty-First Century, United Nations Challenges: An Annotated Bibliography.” Online at <http://global-challenges.org/>.

Crime and Justice Trends

After crime rates dropped in the early 1980s, rates climbed steadily to a record high in 1991. Then, crime rates dropped significantly for the next 9 years, to the lowest levels in more than 2 decades. The FBI reported in June 2002 that crime rates for 2001 rose by 2.0%. Violent crime rates remained relatively unchanged (0.3% increase), while property crime rose 2.2% during the year.

Throughout the 1980s and 1990s, correctional populations rose to record levels. Correctional populations tripled during the last 2 decades. The figures below compare offender populations in 1982 to populations in 2001.

	1982	2001
Jail inmates in the U.S.	209,582	631,240
Prison inmates in the U.S.	412,303	1,330,980
Adults on Probation	1,335,359	3,932,751
Adult on Parole	243,880	731,147
Total under Corrections Supervision	2,201,100	6,592,800
*		

(*Totals adjusted to multiple status of some offenders.)

Bureau of Justice Statistics.

At the end of 2001, 3.1% of the nation's adult population, or 1 in every 32 adult residents, were under correctional supervision. However, during the 12-month period ending June 30, 2001, the annual growth rate of state prison inmates (0.4%) was the lowest in 28 years.

Crime Statistics

- Transnational crimes emerged as a leading international justice issue in the 1990s. They include illicit trafficking in arms, drugs, children, women, immigrants, body organs, cultural artifacts, nuclear materials, and automobiles; terrorism, bribery, fraud, and money laundering. While on the increase, there is no systematic, international method for tracking these crimes.
Global Report on Crime and Justice, United Nations Office for Drug Control and Crime Prevention, New York, NY, 1999.
- “In a 2001 study, the British Home Office found violent and property crime increased in the late 1900s in every wealthy country except the United States.” One observer attributed to the decline in the U.S. to community policing and increased use of prison.
Eli Lehrer, “America the Safe: Why Europe’s Crime Rates Have Surpassed Ours,” *Weekly Standard*, News America, Inc, Washington, DC, May 27, 2002.
- From 1991 to 2000, violent crime rates in the U.S. dropped by 33.2% (758 per 100,000 to 506 per 100,000). During that period, property crime rates dropped 29.6% (5,140 per 100,000 to 3,618 per 100,000).
Crime in the United States 2000, Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, October 2001.

- The crime index rose 2% in 2001, compared to 2000. The volume of violent crime remained relatively unchanged during the year, but the volume of property crime rose by 2.2%. Robberies increased by 3.9% and murders increased 3.1%. Crime rates rose most in the West (4.5%), but decreased in the Northeast (1.2%).
 “Crime Trends, 2002 Preliminary Figures,” Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, June 24, 2002, <http://www.fbi.gov>.
- Some justice officials and criminologists explain that the 2001 reversal in the crime rate decline was due to increasing numbers of youth in their crime-prone years, increasing number of inmates being released from prison, and the economic downturn.
 Dan Eggen, “Major Crimes in U.S. Increase,” Washington Post, Washington, DC, June 23, 2002, <http://www.washingtonpost.com>.
- In the year 2000:
 - Younger people (age 12 to 24) were victims of violent crimes more than any other age group.
 - Per 1,000 persons in each racial group, 35 blacks, 27 whites, and 21 persons of other races were victims of violent crime.
 - Males were victimized at rates 42% higher than females (rape and sexual assault were the exception to the gender pattern).
 - Victims of violent crime tended to be in lower income groups and were never married.
 “Victim Characteristics,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/cvict-v.htm>.
- Excluding traffic violations, arrests in the U.S. in 2000 decreased by 2.2% from 1999. During that period, adult arrests dropped by 1.7% and juvenile arrests dropped by 4.8%. During the 5-year period from 1996 to 2000, adult arrests dropped by 2.7% and juvenile arrests decreased by 15.3%.
Crime in the United States 2000, Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, October 2001.
- In 2000, 27.5% of all arrestees were under age 18, 43.1% were under age 21, and 55.1% were under age 25. The most common offense for which juveniles were arrested was larceny/theft. The common offenses for which adults were arrested were drug related.
 Ibid.
- The majority of arrestees in 2000 were male (77.8%). Drug abuse and driving under the influence, the offenses for which men were arrested most often, totaled 22.9% of all male arrests. Females were most often arrested for larceny-theft, totaling 13.9% of all female arrests. Ten-year trends indicated that total arrests for males declined 3.8% from 1991 to 2000, while arrests for females increased 17.6%. During that period, male arrests for violent crime fell 17.1%, while female arrests for violent crime increased 32.7%.
 Ibid.
- In 2000, 69.7% of all arrestees were white, 27.9% were black
 Ibid.
- In 1999, most of the 32 sites in the Arrestees Drug Abuse Monitoring (ADAM) program

reported that about two-thirds of adult arrestees and more than half of juvenile arrestees tested positive for at least one drug. For adult males, marijuana and cocaine were most frequently detected. Cocaine, marijuana, and methamphetamine were most frequently detected for adult females.

1999 Annual Report on Drug Use Among Adult and Juvenile Arrestees,” ADAM Program, National Institute of Justice, U.S. Department of Justice, Washington, DC, June 2000.

Corrections

- Based on statistics available between 1997 and 2001, the U.S. had the highest incarceration rate in the world with approximately 700 prisoners per 100,000 population. Following the U.S. was Russia (665 per 100,000), the Cayman Islands (600 per 100,000), Belarus (555 per 100,000), U.S. Virgin Islands, (550 per 100,000), and Kazakhstan (520 per 100,000).
Roy Walmsley, “World Prison Population List (third edition), Home Office, United Kingdom, London, England, 2002, <http://homeoffice.gov.uk/rds/> .
- At year-end 2001, nearly 3.1% of the adult population in the U.S. (1 in every 32 adults) was under some form of correctional supervision. Growth of correctional populations is slowing, with prison and jail population growth leveling off more rapidly than probation or parole growth. Probation populations are growing faster than parole, jail, or prison populations.

	Probation	Parole	Jail	Prison
Percent Change in Population, 2000 to 2001	+ 2.8%	+ 1.0%	+ 1.6%	+ 1.1%
Average Annual Growth, 1995 to 2001	+ 3.6%	0.012	+ 3.7%	+ 3.6%

“Probation and Parole in the United States, 2001,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, August, 2002.

- Prison populations grew rapidly during the mid 1990s. Peak growth was from 1994 to 1995 when the prison inmate population grew by 9.0%. Growth rates then steadily declined and the annual average increase of prison inmates was 5.8% during 1990 to 2001.
“Prison and Jail Inmates at Midyear 2001,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, April, 2002.
- Most growth of prison inmates during the 12-month period ending June 30, 2001 was from the Federal prison system, which grew by 7.2%. The state prison inmate population expanded by only 0.4% during that period. Prison populations in 12 states dropped during that period, including large states of California, Texas, and New York.
Ibid.
- Between 1990 and 2001, the average annual growth rate of women prison inmates was 7.5%, compared to 5.7% for male inmates. On June 30, 2001, the prison incarceration rate for women was 59 per 100,000, the prison incarceration rate for men was 900, per 100,000.
Ibid.

- At midyear 2001, jail authorities were supervising approximately 10% of offenders assigned to jails in alternative programs outside the jail facilities. Also at that time, approximately 90% of total jail capacity was occupied. Nineteen of the 50 largest jail systems were operating above their rated capacity.

Ibid.

- The numbers below reflect the racial breakdown of inmates in U.S. prisons and jails on June 30, 2001.

	<i>Total</i>	<i>Black</i>	<i>White</i>	<i>Hispanic</i>
Males	1,800,300	803,400	684,800	283,000
	(100%)	(44.6%)	(38.0%)	(15.7%)
Females	161,200	69,500	67,700	19,900
	(100%)	(43.1%)	(41.9%)	(12.3%)

Ibid.

- The proportion of Hispanic inmates in prison and jail did not change much from 1995 to 2001. On June 30, 2001, 15.4% of prison and jail inmates in the U.S. were Hispanic. In 1995, 15.5% of prison inmates and 14.7% of jail inmates were Hispanic. In 1985, Hispanics accounted for only 10.9% of prison inmates; the percentage of Hispanics in jail that year was not available.

“Prison and Jail Inmates at Midyear 2001,” “Prison and Jail Inmates, 1995,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC.

- The proportion of Hispanic adults on probation dropped from 18% of all probationers in 1990 to 12% in 2001. The percentage of Hispanics in the adult parole population increased slightly from 18% to 19% during that period.

“Probation and Parole in the United States, 2001,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, August, 2002.

- The percentage of women in the adult probation population increased from 18% in 1990 to 22% in 2001. The percentage of women on parole increased from 8% to 12% during that time.

Ibid.

- At least 95% of all state prison inmates will be released from prison at some point, nearly 80% will be under parole supervision. In 2000, 571,000 state inmates were released to the community. Sixteen states had abolished discretionary release of inmates by a parole board.

Timothy Hughes and Doris James Wilson, “Reentry Trends in the United States,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, 2002, <http://www.ojp.usdoj.gov/bjs/>.

- Between 1990 and 1998, the number of discretionary parole releases from prison dropped from 159,731 to 128,708, while the number of mandatory parole releases nearly doubled from 116,857 to 223,342. The number of state parolees remained stable from 1992 through 2000.

Timothy Hughes and Doris James Wilson, “Trends in State Parole, 1990-2000,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, October 2001, <http://www.ojp.usdoj.gov/bjs/>.

- A recidivism study of 272,111 inmates released from prisons in 15 states in 1994 found that within 3 years:
 - 67.5% were rearrested for a new offense;
 - 46.9% were convicted of a new crime;
 - 25.4% were serving time in prison for a new conviction; and
 - 51.8% were back in prison for either a new conviction or violation of their parole or post release supervision.

Patrick A. Langan and David J. Levin, “Recidivism of Prisoners Released in 1994,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, June 2002, <http://www.ojp.usdoj.gov/bjs/>.
- The “Serious and Violent Offender Reentry Initiative” is providing \$100 million in federal grant funds to 68 state and local agencies to improve reintegration of adult and juvenile offenders returning to the community.

“Serious and Violent Offender Reentry Initiative” Webpage, Office of Justice Programs, U.S. Department of Justice, Washington, DC, 2002, <http://www.ojp.usdoj.gov/reentry/>.

Special Offender Populations

Elderly

- As with the general population, an increasing proportion of offenders are over the age of 55. A study found that the number of inmates over the age of 55 in state or federal prisons increased from 6,500 in 1979 to nearly 50,000 in 1998. Because of their health care needs, incarceration costs for elderly inmates are three times the cost of incarcerating younger inmates.

“Elderly Prisoner Initiative National Survey,” National Center on Institutions and Alternatives, Alexandria, VA, 1998, <http://igc.org/sent/exec.pdf>.
- Florida expects that by 2010, 8.2% of its prison population will be elderly inmates. It is among a growing number of states planning for special facilities or community-based services to manage that population.

“Incarcerating Elderly and Aging Inmates: Medical and Mental Health Implications,” Correctional Medical Authority, Florida Department of Health, Tallahassee, FL, 2001, <http://www.doh.state.fl.us/cma/reports>.
- In a survey in 2000, 16 states reported that separate housing units were provided for some elderly inmates.

“Elderly Inmates,” *Corrections Compendium*, American Correctional Association, Lanham, MD, May 2001.
- A survey in 2000 found that 5.3% of the inmate population in 48 U.S. correctional systems and four Canadian systems were considered elderly (55 years of age or older).

“Inmate Health Care—Part 2,” *Corrections Compendium*, American Correctional Association, Lanham, MD, November 2001.

Substance Abusers

- Jail inmate profiles, based on inmate interviews in 1996, indicated that drug use by that population had increased since similar studies in 1989. In 1996, 82% of jail inmates reported they had used illegal drugs, compared to 78% in 1989. Thirty-six percent (36%) of convicted jail inmates in 1996 admitted using drugs at the time of their offense, up from 27% in 1989.
“Profile of Jail Inmates 1996,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, April 1998.
- In 1998, it was estimated that 7 in 10 of local jail inmates had used drugs regularly or committed a drug offense. The drugs most commonly used were marijuana/hashish and cocaine/crack. Fourteen (14)% of jail inmates reported they had participated in a program or treatment since being admitted to the jail.
“Drug Use, Testing, and Treatment in Jails,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, May 2000.
- Based on a 1997 survey of state and federal prison inmates, it was estimated that 51% were using drugs or alcohol while committing their crimes. One in three state inmates used drugs at the time of their offense and 37% were drinking at the time of their offense. Over 80% of state inmates said they had used illegal drugs at some time in the past and 57% had used drugs in the month prior to their crime. Almost one-third of state inmates participated in some type of program or treatment since being admitted to prison.
“Substance Abuse and Treatment, State and Federal Prisoners, 1997,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, January 1999.
- Through the Residential Substance Abuse Treatment (RSAT) Program for State Prisoners, the Justice Department awarded more than \$64 million in 2002 to states and territories for inmate programs. The President was requesting \$77 million for RSAT for FY 2003.
“Justice Department Awards More Than \$64 Million to States for Prison-Based Drug Treatment,” News Release, Office of Justice Programs, U.S. Department of Justice, Washington, DC, May 17, 2002.
- In the first national survey of adult probationers in 1995, nearly 70% reported past drug use. Fourteen percent (14%) said they were using drugs at the time of their offense and (excluding probationers convicted of DUIs) 25% had been drinking at the time of their offense. Nearly half of all probationers reported having been tested for drug use while on their current sentence. However, a substantial percentage of probationers with severe drug use histories had not been tested or received treatment. Seventeen percent (17%) of all probationers reported participation in drug treatment during their current period of supervision.
“Substance Abuse Treatment of Adults on Probation, 1995,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, March, 1998.

Women Offenders

- While females make up 51.6% of the U.S. population, they account for:
 - 14% of violent offenders,
 - 22% of arrestees,
 - 16% of convicted felons, and
 - 16% of the correctional population.
- About 85% of the female correctional population are supervised in the community.
“Women Offenders,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, December, 1999.
- Women account for 21% of all probationers, 11% of jail inmates, 6% of prison inmates, and 12% of parolees. From 1990 to 1998, the number of women involved in corrections grew by 48% compared to a 27% increase of men.
Ibid.
- Approximately 7 in 10 women under correctional supervision have minor children (an average of 2.11 minor children per woman). Five percent (5%) of women were pregnant when received to prison, and 23% were receiving medication for emotional disorders. In 1997, 3.5% of the female inmate population (2,200) were HIV-positive and 44% had been sexually or physically abused during their lives.
Ibid.

Sex Offenders

- In 1994, nearly 234,000 sex offenders were under correctional supervision, with 60% under community supervision. It was estimated that 4% of probationers and 10% of those serving time in state prisons were offenders convicted of rape or sexual assault.
“Sex Offenses and Offenders,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, Revised February 6, 1997.
- The number of sex offenders in state prisons grew from 20,500 in 1980 to 88,000 in 1994. About 14% of the imprisoned sex offenders reported that their sentence included a special condition that they receive treatment.
Ibid.
- In 2000, 43 states and the District of Columbia responded to a survey dealing with sex offender treatment. Formal sex offender treatment programs existed in over 90% of responding jurisdictions, with most focusing on relapse prevention through cognitive-behavioral group therapy.
Paula Wenger, “State Sex Offender Treatment Programs: 50-State Survey,” Colorado Department of Corrections, Colorado Springs, CO, 2000.

Technological Developments

Advances in science and technology present enormous potential to improve the quality of life around the world. Recent developments in information technology alone have been characterized as the most significant global transformation since the Industrial Revolution of the mid-1700s to mid-1800s. Dramatic advances are expected in the next 10 years in agriculture, health care, and in new disciplines that integrate technologies. But there are questions regarding the economic, cultural, environmental, and moral impact of the changes being driven by these accelerated technological developments.

Global Trends

- “The integration of information technology, biotechnology, materials sciences, and nanotechnology will generate a dramatic increase in innovation. The effects will be profound on business and commerce, public health, and safety.”
“Global Trends 2015: A Dialog About the Future With Nongovernment Experts,” National Intelligence Council, National Foreign Intelligence Board, under the authority of the Director of Central Intelligence, Washington, DC, December, 2000.
- “Older established technologies will continue “sidewise” development into new markets and applications, for example, developing innovative applications for ‘old’ computer chips.”
Ibid.
- Time between discovery and implementation of new technologies is shortening, leading to increased technology investment levels.
Ibid.
- China and India will be leaders of developing countries in the use of information technologies. Internet markets will grow rapidly in Latin American, along with Mexico, Brazil, and Argentina.
Ibid.
- By 2015, the biotechnology revolution will be in full swing in areas such as genomic profiling, biomedical engineering, therapy and drug developments, and genetic modification. Initially the benefits will be available to Western countries or wealthy segments of other societies, but will offer significant improvements in controlling diseases, increasing food production, and improving quality of life.
Ibid.
- Breakthroughs are also expected in 1) developing materials that are more durable, multi-functional, and environmentally compatible; and 2) nanotechnology (the understanding and control of building blocks of physical matter) that will influence future design and production of many products.
Ibid.

- Technological advances in the next two decades will come from four disciplines:
 - 1) Energy — mobile power, next-generation conventional fuels, biofuels;
 - 2) Infotech — wireless computing, sensors, advanced analytics, quantum computing, cognitive computing;
 - 3) Bioscience — genomics, pathway biology, life extension, agribiotech, bioenvironmental management, biomanufacturing; and
 - 4) Materials science — nanotech, smart materials, high-performance materials.

Bob Parks, “Headlines From Tomorrow: 2002-2020,” *Business 2.0*, Time, Inc., New York, NY, June, 2002.
- Integration of these disciplines will spawn new fields of knowledge. Examples: Cognitive computing, smart materials, and genomics intersect resulting in the field of *biointeractive materials* worn on the body and able to sense and react to changes in vital signs. Sensors, mobile power, and biomanufacturing intersect resulting in *bionics* producing prosthetic limbs or artificial organs.

Brad Wieners, “8 Technologies That Will Change the World,” *Business 2.0*, Time, Inc., New York, NY, June, 2002.
- The Internet is expanding so quickly, it is difficult to determine how many people are online worldwide. One source reports that the number of Internet users worldwide grew from 26 million in 1995 to 580.78 million in May 2002.

“How Many Online?” Nua Internet Surveys, Scope Communications Group, Dublin, Ireland, 2002, <http://www.nua.net>.
- In 2003, it is estimated that 270 million English-speaking people and 510 million non-English speaking people will be online.

“Global Internet Statistics,” Global Reach, San Francisco, CA, March 2002, <http://www.glreach.com>.
- The rate of growth of Internet use in the U.S. is 2 million new users per month. In September 2001, 174 million people in the U.S. (66 % of the population) were using computers. Ninety percent (90%) of children between ages 5 and 17 use computers. Forty-five percent (45%) of the population now uses e-mail.

A Nation Online: How Americans Are Expanding Their Use of the Internet, U.S. Department of Commerce, National Telecommunications and Information Administration, Washington, DC, February 2002, <http://ntia.doc.gov>.
- Eighty-four percent (84%) of U.S. Internet users have contacted online groups, according to new research from the Pew Internet & American Life Project.

“Online Communities: Networks that nurture long-distance relationships and local ties,” Pew Internet & American Life Project, Washington, DC, October 31, 2001, <http://pewinternet.org>.
- Recent studies by Nielsen//NetRatings indicate that in August, 2002, 46 million American workers logged onto the Internet from their place of work, an increase of 17% from the 2001.

“Online Usage at Work Jumps 17% Year-Over-Year, Driven by Female Office Workers,” Nielsen//NetRatings, NetRatings Inc, Milpitas, CA, September 2002, <http://www.nielsen-netratings.com>.

Corrections Technology

- A representative of the National Institute of Justice cited the following technologies available or under development for correctional applications.

Staff safety and protection:

- Improvements in bullet-proof and stab proof vests;
- Methods and tools to detect biological or chemical threats;
- Interoperable radios that integrate networks during emergencies; and
- Personal duress alarm systems.

Less than lethal weapons:

- Blunt impact force approaches that incapacitate but minimize trauma.

Investigative and security tools:

- Improved infrared vision and imaging systems;
- Telephone screening devices that trigger recordings with key words, terms, or use of certain languages;
- Improved and integrated information networks;
- Biometric recognition systems based on face or eye measures, voice recognition, fingerprints, or hand geometry;
- Improved x-ray and metal detection equipment to identify weapons or contraband; and
- More sensitive listening devices.

Larry Meachum, U.S. Department of Justice, National Institute of Justice, Washington, DC, August, 2002 interview.

- The Deputy Director of the National Law Enforcement and Corrections Technology Center commented that technology innovations will influence the architectural approaches of new corrections facilities and provide more efficiency and cost-saving opportunities for correctional agencies.
Peg Ritchie, National Law Enforcement and Corrections Technology Center, San Diego, CA, August, 2002 interview.
- “Smart Cards” for inmates, identification with computer chips, are being introduced into U.S. prisons. They provide information about the inmate through readers or scanners and track activities such as dispensing of medications.
Peg Ritchie-Matsumoto, “Smart Cards Equal Smart Solutions,” *Corrections Today*, American Correctional Association, Lanham, MD, July, 1998.
- Non-invasive methods of drug and alcohol testing for offenders are receiving increasing interest for correctional populations. They include hair analysis, pupillometry, saliva analysis, and transdermal analysis.
Joe Russo interview, National Law Enforcement and Technology Center, Denver, CO, September 9, 2002.
- Most federal and state jurisdictions are now collecting DNA samples from certain offender groups. The Combined DNA Index System (CODIS), operated by the FBI, allows federal,

state, and local law enforcement authorities to electronically share and compare DNA profiles. In August 2002, the system had DNA profiles for 1,119,127 convicted offenders.

CODIS Webpage, Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, <http://fbi.gov/hq/lab/codis/index1.htm>.

- Prisons in California and Michigan have installed electronic monitoring systems that track inmate and staff locations within 20 feet throughout the facilities. Inmates wear a tamper resistant, waterproof bracelet, and staff wear a pager-like device that transmits signals to a network of receivers. Location data show up as color-coded dots on a computerized map and provide realtime locations as well as stored information useful for investigating incidents.
May Wong, Associated Press, *Rocky Mountain News*, Denver, CO, September 16, 2002.
- Probation and parole agencies are now using mobile communication systems with computers, wireless technology, and GPS systems that allow officers to work in the field or in their homes to complete investigations and reports with less hours in the office. The systems allow for quicker reporting (including offender violations), tracking of staff, improved workload analysis and accountability, more frequent home contacts and field visits.
Postings on “CC-Net,” Community Corrections Network Listserv, National Institute of Corrections Information Center, October, 2002, <http://www.nicic.org/services/networks/default.htm>.
- “Technocorrections” of the future could involve technologies that better track offenders, eliminating problems of urban tracking with existing technology. Implants could signal alarms to monitor bodily functions associated with unwanted behaviors. Pharmacological breakthroughs could improve treatment of mental illness, substance abuse, violent behavior, and impulsivity. Genetic and neurobiological risk assessment technologies could improve classification and combine with gene-related technologies to improve treatment interventions. Policymakers will need to consider ethical and constitutional implications related to the use of some or all of these possible applications.
Tony Fabelo, “Technocorrections’: The Promises, the Uncertain Threats,” U.S. Department of Justice, National Institute of Justice, Washington, DC, May, 2000.
- The California Department of Corrections established a Technology Transfer Committee. The 35-member group reviews potential technologies for engineering quality, potential uses within the department, and make recommendations to the director for adaptation.
TECHbeat, National Law Enforcement and Corrections Technology Center, U.S. Department of Justice, Rockville, MD, Winter 2001.
- In a 2002 survey of correctional practitioners by the NIC Information Center, 92% of 1,016 respondents indicated that Web-based training is or would be supported by the correctional agency where respondents were employed. Over 55% indicated they would participate in such training from a computer at work.
“Web-Based Training for Corrections Survey,” NIC Information Center, LIS, Inc., Longmont, CO, 2002.

Implications for Corrections

New technologies will provide opportunities for corrections to perform current activities more effectively and efficiently, and will also enable corrections to introduce new services. In the short term, institutional operations will benefit from technologies that improve security and safety of staff and inmates. Community-based programs will increasingly use communication and information technology to provide more opportunities for staff to be in the field and integrate newer approaches for offender substance abuse testing. With budget problems expected to continue for the next several years, there will be an emphasis on implementing technologies that reduce costs, including those that allow operations of prisons with less staffing. Improvements in offender monitoring could result in some jurisdictions expanding community placements of offenders and reducing or shortening institutional placements. Developing technologies regarding the use of behavior-controlling drugs, gene therapy, or new methods of monitoring offender activity will present correctional administrators and policy-makers with legal and ethical questions regarding how far the state should go in sanctioning or attempting to control behaviors and minimizing risk of criminal behavior to society.

Health and Mental Health

Some futurists predict that developments in biotechnology in the next 2 decades may rival the advances seen in information and communication technology in recent years. Research related to the human genome, genetic engineering, and pharmaceuticals should result in dramatic changes in the diagnosis and treatment of disease in the near future. Despite these prospects, many developing countries will be suffering from infectious diseases that reduce quality of life and life expectancy. While the quality of health care improves in the U.S., lifestyles are responsible for many health problems. Observers indicate continuation of quality health care and of medical research is threatened by the recent acceleration of health care costs.

Health Care Overview

- The biotechnology revolution is expected to result in major accomplishments in the next 10 to 12 years in the areas of:
 - Genomic profiling that will improve mechanisms for diagnosis and treatment of diseases;
 - Biomedical engineering that will produce new surgical procedures and systems, better organic and artificial body parts replacements, and stem cell applications;
 - Therapy and drug developments to cure enduring diseases and counter antibiotic resistance; and
 - Genetic engineering to cure certain genetic diseases.

“Global Trends 2015: A Dialog About the Future With Nongovernment Experts,” National Intelligence Council, National Foreign Intelligence Board, under the authority of the Director of Central Intelligence, Washington, DC, December, 2000.
- Health care costs for privately insured Americans jumped 10% in 2001, the first double-digit increase in more than a decade. Rapidly rising health costs fueled a 15% average increase in the cost of employer-sponsored health insurance in 2002. Drug spending increased by 13.8%. Rising costs are expected to increase the number of uninsured Americans, estimated at 38.7 million in 2000.

Bradley Strunk, Paul B. Ginsburg, Jon R. Gabel, “Tracking Health Care Costs,” Center for Study Health System Change, Washington, DC, September 2002, <http://www.hschange.org> .
- For the third year in a row, health care costs are expected to surge by double-digit percentages. The expected average increase for workers is about 30%.

Gregory Weaver, “Health Care Hikes Steepest in Decade,” *Indianapolis Star*, Indianapolis, IN, November 17, 2002, <http://indystar.com> .
- Continuation of basic medical research is beginning to be threatened by influences of managed health care, efforts to balance the federal budget, and shrinking public and private revenue streams into medical schools and teaching hospitals.

“The Current Challenge: Need for a Sustained, National Commitment to Medical Research,” Lasker Foundation, New York, NY, 2002, <http://www.laskerfoundation.org> .
- New statistics reveal that 64.5% of American adults (about 120 million people) are overweight or obese. Experts predict an explosion of diabetes and heart disease.

Nancy Hellmich, “Obesity in America is Worse Than Ever,” *USA Today*, McLean, VA, October 9, 2002.

- Since 1975, the number of hospitals, the number of hospital beds, and occupancy rates of hospital beds have all decreased.

	<i>Hospitals</i>	<i>Beds</i>	<i>Occupancy Rate</i>
1975	7,156	1,465,828	76.7
2000	5,810	983,628	66.1

“Hospital Statistics,” American Hospital Association, Chicago, IL, 1975 and 2002 Editions.

- According to the 1999 Surgeon General’s Report on Mental Health, 54 million Americans have a mental disorder in any given year, but fewer than 8 million seek treatment. Approximately 15% of all adults who have a mental illness also experience a co-occurring substance abuse disorder that complicates treatment.

“Mental Health Statistics,” Mental Health Information Center, National Mental Health Association, Alexandria, VA, 2002, <http://nmha.org>.

- One percent of the population (more than 2.5 million Americans) has schizophrenia, according to the *Schizophrenia Bulletin*, 1998.

Ibid.

- In 2000, the National Institute of Mental Health reported that more than 2 million Americans were affected by bipolar disorder, also known as manic depressive illness.

Ibid.

- In 1959, nearly 559,000 mentally ill patients were housed in state mental hospitals.¹ A shift to “deinstitutionalize” the mentally ill resulted in a decrease to approximately 70,000 persons housed in public psychiatric hospitals in the late 1990s.²

1. H. Richard Lamb, M.D., and Linda E. Weinberger, Ph.D., "Persons with Severe Mental Illness in Jails and Prisons: A Review," *Psychiatric Services* 49(4), 1998.

2. National Commission on Correctional Health Care, *CorrectCare* 13(3), 1999, p. 1.

Corrections and Health Care

- In 1999, 2.3% of state prison inmates and 1.7% of jail inmates were known to be infected with HIV. In 1999, correctional authorities reported that 24,607 state prison inmates and 8,615 jail inmates were HIV-positive.

Laura M. Maruschak, “HIV in Prisons and Jails, 1999,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, July 2001.

- Seventeen percent (17%) of the estimated 229,000 persons living with AIDS in the U.S. in 1996 passed through a correctional facility. AIDS is five times more prevalent among inmates than in the general population.

“The Health Status of Soon-To-Be-Released Inmates,” National Commission on Correctional Health Care, Chicago, IL, March 2002.

- About 12,000 people who had active TB disease during 1996 served time in a correctional facility. In 1997, 36,000 prison and jail inmates had current or chronic hepatitis B infections, and between 303,000 and 332,000 inmates were infected with hepatitis C. There were an estimated 107,000 to 137,000 cases of sexually transmitted diseases among inmates in 1997.
Ibid.
- Some state prison systems are experiencing dramatic increases for health care expenses. In California, annual inmate health care expenses increased to \$663 million (for 157,000 inmates) in FY 2002 compared to \$282 million 4 years ago. Expenses for a heart transplant for one inmate are expected to eventually cost California taxpayers \$1 million.
James Sterngold, "Inmate's Transplant Prompts Questions of Costs and Ethics," *New York Times*, New York, NY, January 31, 2002, <http://www.nytimes.com>.
- In a survey of 49 American correctional systems and four Canadian correctional systems in FY 2001, agencies reported \$2.8 billion spent for inmate health care. The total translates to roughly 9.15% of total budgets.
"Inmate Health Care—Part 1," *Corrections Compendium*, American Correctional Association, Lanham, MD, October 2001.
- A recent report by the National Commission on Correctional Health Care concludes that many correctional agencies are doing little to address communicable disease, chronic, disease, and mental illness. The report identifies lack of leadership, logistical barriers, resource limitation, and inadequate policies as barriers for better screening and treatment by correctional agencies. The steering committee and expert panel involved with the report calls for a multitude of federal agencies involved with inmate health care issues to improve funding, coordination, and direction for correctional health services.
"The Health Status of Soon-To-Be-Released Inmates," National Commission on Correctional Health Care, Chicago, IL, March 2002.

Also see Crime and Justice Trends: Special Offender Populations: Elderly, page 24.

Corrections and Mental Health

- On June 30, 2000, 1,394 of the nation's 1,558 state public and private correctional facilities reported they were providing mental health services to inmates. One in every eight inmates (151,500 inmates) was receiving therapy or counseling on that date, and nearly 10% (114,200 inmates) were receiving psychotropic medications.

Allen J. Beck and Laura M. Mauschak, "Mental Health Treatment in State Prisons, 2000," Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, July 2001.

- It was estimated that 191,000 state prison inmates were mentally ill at mid-year 2000. In self-reported surveys, 10.1% of state inmates reported a mental or emotional condition, and 10.7% said they had stayed overnight in a mental hospital or program.

Ibid.

- About one-fourth of jail inmates surveyed in 1996 reported treatment at some time for a mental or emotional problem. After admission to jail, 10% of male inmates and 20% of female inmates in jails had received mental health services.

Caroline Wolf Harlow, "Profile of Jail Inmates 1996," Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, April 1998.

- At midyear 1998, an estimated 283,800 mentally ill offenders were incarcerated in U.S. prisons and jails. The estimates of mentally ill inmates by type of facility were:

	<i>State Prison</i>	<i>Federal Prison</i>	<i>Local Jail</i>
Estimated to be mentally ill	16.2%	7.4%	16.3%

Sixteen percent (16%) of the probation population in 1998 was estimated to be mentally ill.

Paula Ditton, "Mental Health and Treatment of Inmates and Probationers," Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, July 1999.

- About 53% of mentally ill inmates were in prison for a violent offense, compared to 46% of other inmates. Mentally ill inmates were less likely to be incarcerated for a drug-related offense (13% versus 22%).

Ibid.

- Just over half of mentally ill probationers had received treatment since being placed under community supervision in a 1998 study. An estimated 13% of all probationers were required to seek mental health treatment as a condition of probation, but only 53% of those with such conditions had complied at the time of the survey.

Ibid.

Implications for Corrections

Delivery or coordination of health and mental health services has become a major responsibility of corrections in America. Nearly 2 million adults are incarcerated in prisons and jails, a population that on average has higher rates of infectious disease, substance abuse problems, mental illness, and reflects the nation's aging trends. As a result of the strategy to deinstitutionalize mentally ill persons, increasing numbers are being managed within the criminal justice system. These added pressures for corrections come at a time when health care costs are accelerating and corrections budgets are being cut. Corrections in the next 5 years will be seeking ways to make better use of emerging medical technology, prioritize services within the Constitutional mandates for providing medical care, increase the use of specialize facilities to serve special needs populations, make optimum use of private sector services, and partner with other service delivery agencies where possible.