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SCANNING FOR CORRECTIONAL FUTURES: A REPORT PREPARED FOR THE DEPARTMENT OF JUSTICE, VICTORIA. OFFICE OF THE CORRECTIONAL SERVICES COMMISSIONER

WORKING REPORT FOR COMMENT AND SCENARIO
DEVELOPMENT.

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EXECUTIVE SUMMARY

PURPOSE

This report has multiple purposes: (1) to survey perspectives on Corrections as well as the broader Criminal Justice System of which Corrections is an integral part; (2) to develop a knowledge base of current trends and emerging issues from which the Office of Corrections Services Commissioner can develop long-term strategic directions; and (3) to provide a knowledge base to be used to develop divergent scenarios and a shared vision of the future of Corrections for the Victoria Department of Justice. In effect, this document serves as a ‘State of the Futures of Corrections’ Report.

Scanning as a prerequisite for planning the future has a history of at least twenty years. The Hawaii Judiciary and the US Council of State Policy and Planning Agencies were leaders in this approach – commencing in the 1980s. The Virginia Courts followed in the 1990s and, by 2001, twenty-four American states had established Judicial Foresight Commissions, generally chaired by the Chief Justice, with broad based judiciary and public input. Further, the National Center for State Courts, also in the USA, is currently engaged in scanning the future, and the Singapore Subordinate Courts now engage regularly in Foresight activities and develop scenarios and action plans based on these scans. The United Kingdom has a national foresight commission that has prepared reports in a variety of areas including health systems as well as the futures of crime. Internationally, UNESCO – through its Futuresco project – engaged in cross-cultural scanning along a variety of topics, including education, ecology, communication and human rights. In Australia, The Department of Justice, Victoria, has conducted a scan of the Judicial System, and Brisbane City Council commissioned a scan of City Futures.

Nonetheless, no Corrections department nationally, in Australia or globally, has used environmental scanning to develop its strategic plan. This is partly because Corrections has only relatively recently – over the past decade or so – moved towards professionalization: coming to its organizational own, as it were. However, in 1998 the United States Department of Justice embarked on a futures of community corrections project. Through a participatory workshop futures process, five scenarios were developed for Corrections.

Executive branches of government have generally been less prone to engage in futures planning as pressures generally come through the political electoral process and short-term budgetary cycles. Longer-term interests are often lost sight of.

In this climate, scans are of utility as they provide the knowledge base for planning the future. They alert decision and policy-makers to the latest trends, to swings in citizen concerns. The scans prepared for this report help determine what strategies should be pursued to further the goals of the Victorian Correctional System.

PLANNING CONTEXT

Scans must be seen in the context of planning for the future. There are four main approaches:

Problem-oriented planning. In this approach, the problems facing the system are assembled and prioritized by the stakeholders. The utility of this approach is that the functional efficiency of the system increases; however, structural problems are often not noticed (meta-problems) and gains are often for the short-term. The system tends to remain in perpetual crisis in the problem oriented approach. This is especially so for Corrections, since it is the final stop for those who enter as offenders into the criminal justice system.

Mission-oriented planning. In this approach, the system's fundamental core missions are determined. For example, the Correctional system as a bureaucracy with a responsibility to be accountable and transparent, or Corrections as a public institution with the responsibility to anticipate and respond to the changing judicial needs of the public. The utility of this approach is that there is clarity of core competence and mission – individuals know why they are doing what they do. The weakness in this approach is that it is static, not accounting for technological or economic changes or for the changing needs of citizens. In Corrections, this planning perspective is difficult as stakeholders (government, media, the national public, the local community, professionals, criminologists) tend to have different perspectives on the mission of corrections – punishment versus rehabilitation versus what works as a professional ideology.

Vision-oriented planning. In this approach, strategic directions of the system are developed by discerning what stakeholders would prefer the system to move toward. While this approach moves the organization forward, it is often difficult to get buy-in from day-to-day managers who prefer the problem-oriented approach. Corrections in the USA and the UK are just now starting to move toward the visionary approach.

The Future-oriented approach. Strategic directions are determined by anticipating the short and long-term future. Environmental scanning aids in creating a map of the probable future. This map gives the tools to analyze how specific trends might impact core missions, which missions need to be emphasized, which directions need to become a focus of human and budgetary resources. The weakness of this approach is that it can be overwhelming, as well it is difficult to ascertain what is relevant versus what is merely interesting; what is urgent and indeed what is doable, given budget constraints and political pressures.

Table 1, below, sets out these four approaches and their utility.

TYPE OF PLANNING	PROBLEM	UTILITY
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Problem	Reactive Politicized Banal focus	Solves immediate concerns Recognized by managers Puts “runs on the board”
Mission	Static	Clarity of core competence
Vision	Can be too lofty Hard sell to some managers, often leaving them behind	Moves organization in desired direction Active
Future	Overwhelming Relevance versus just interesting	Proactive Clarity of operating environment System wide big picture

SCANNING

Scanning seeks to identify issues and trends as evidenced in published material. These may be, for example, speeches by experts, items in newspapers, scholarly journal articles, magazine editorial pieces, as well as interviews with leading thinkers. Scanning is both volume driven — seeking to focus on issues where frequency is high (for example, alternatives to incarceration) — as well as leading indicator driven — searching for new issues of which there is only marginal support in the literature (pharmaco-genomics, for example). Scanning also seeks to understand which issues are located in the current paradigm, which issues *challenge* the current paradigm, and which topics are outside current understandings of issues facing Corrections (outside the doxa). Scanning requires an understanding of the micro dimensions of a particular field *as well as* the macro ‘big picture’. Scanning needs to be conducted on a regular basis, so as to enable the tracking of issues from being “beyond the horizon” to “on the horizon” to “today’s problems”. Regular tracking can also help identify anomalous issues. Scanning is similar to the more academic literature review; however, the issues presented are more focused and news item driven.

However — and this is crucial — scanning is, as far as possible, an objective assessment of the social, political, economic and technological environment. It is important to note that given the politicized nature of discussion of Corrections, and highly publicized failures (as well as a lack of publicized success), the scans presented do not represent the social and political views of the researcher. While subjectivity is, of course, present in all forms of research, as much as possible this is an objective assessment of what is out there — not what should be out there or whether what is out there is good or bad. This report must be seen as part of an iterative action learning process.

The full utility of scans is their role in developing strategic long-term directions. From the scans, alternative futures of Corrections can be derived as well as a preferred vision of Corrections.

Scanning is generally less concerned with the search for specific information bits and more with gaining a thorough understanding of the future justice terrain. While individual scans are important, far more noteworthy are the trends and patterns — the themes — that emerge from environmental scanning. These themes define future action.

The Themes

The following themes have emerged from the scans:

1. The big picture on Corrections – trends and issues.
2. Public policy, media and public opinion.
3. The prison – design, transformations in, end of, and other trends and issues.
4. Ownership of prisons.
5. Interventions that work.
6. Restorative justice and community alternatives.
7. Technological alternatives: Electronic, artificial intelligence and biological advances.
8. Drugs.
9. Juvenile Justice issues and reforms.
10. New arenas and types of crime.
11. Explaining and predicting violence.
12. Forecasts of the futures of Corrections.
13. Scenarios and visions.

A summary of each of these thirteen themes is given in the following sections.

THEME 1 – THE BIG PICTURE

The current system of incarceration-at-all-costs is not working. Alternatives are possible but the political economy of corrections, public attitudes and rhetoric of politicians make reform difficult. If changes are not made now, crime will worsen, as released prisoners will be a threat to public safety.

Some Recommendations to Reduce Imprisoned Population

Growth rate of imprisonment per population is attributed by many experts to the belief that prison is preferable to alternatives:

- First of all, less use can be made of pre-trial (or remand) imprisonment.
- Second, when a person is held in pre-trial imprisonment the period should be as short as possible.
- Next, it is important to increase the availability of alternatives to prison sentences.
- Next, where prison sentences are unavoidable, they can be made as short as possible.
- Again, high prison populations can be reduced by increasing the use of early release procedures - parole and conditional release.
- If the above measures are ineffective in bringing prison populations down, or cannot be applied (e.g. because the necessary legislation is lacking), then consideration can be given to the use of amnesties for less serious offenders who are approaching the end of their sentences.
- Finally, one must consider a measure which can be an alternative not only to the use of imprisonment but to the use of the criminal justice system itself. Restorative justice is recognised increasingly as the way forward in a number of circumstances, not all of them involving minor offences.

Getting Measures Accepted

There is a requirement for criminal justice experts to:

- ensure that the key people are well-informed;
- provide information to, and stimulate discussion among, opinion formers, the media and the general public;
- challenge media misrepresentations;
- draw attention to how similar countries or jurisdictions cope differently;
- bring the key people together to promote policy discussions, leading to decisions as to the direction in which policy ought to move.

Reliance on penal measures is likely to harden race/ethnic divisions.

Emphasis on rehabilitation in prisons has continued to wane despite clear refutation of claims that rehabilitation does not work.

The history of juvenile justice has turned full circle: many of the progressive elements introduced at the beginning of the century have been undermined or reversed, as juvenile institutions come to resemble the adult prisons they were designed to replace.

On the other hand, creation of a number of smaller local "community prisons" in urban centers appears to be gaining considerable support among penal reformers, not only to accommodate different populations but for greater access by family and friends. Criminal justice system is badly out of balance, and should place more emphasis on preventing crime, just sentencing, rehabilitation, and community-oriented policing. Prevention must start early, focused on child abuse and neglect plus early intervention for children at risk, and investing in programs for vulnerable adolescents and youths. Move beyond prisons without compromising safety.

Educate Public.

Challenge the political-economic interests of the prison and criminal justice industry.

Crises brewing as we are warehousing mentally ill – when they get out, they will pose a threat to society.

Rise of Right throughout world will reinforce law and order perspectives.

Future Corrections Issues likely to be at the local level.

Prisons should be seen as a last resort.

Two models for the futures of corrections – a war model or a peace model.

Women and men offenders require different approaches to sentencing, rehabilitation.

Big money creates a prison-industrial complex, which holds back reform and the true costs of law and order policies.

Soft methods that stress alternative sentences and community involvement work better than harsher methods challenging broken window argument.

However, mass incarceration followed by mass release into subcitizenship will undermine the great democratic achievements of the past half century – the future is grim, and getting worse.

Education instead of incarceration rally (and movement?).

Drops in crime in the U.S.A. are due to:

- denying handgun purchase;
- incarceration;
- decline of adult violence;
- decay of crack markets;
- innovation in policing;
- economic opportunity; and
- demographic shifts.

Criminality best explained by dynamic markets not a sociology of deviance.

Risk management is the next wave of the future – it can be compatible with restorative justice and other alternatives.

US states reversing get tough sentencing and corrections reforms.

Sentencing laws are ineffective crime deterrents.

Sentencing alternatives are viable such as community service and electronic tagging.

Sentencing alternatives especially for non-violent women offenders recommended.

Mental health crises being created in jails and prisons – we are sitting on a time bomb.

Recommendations:

- upgrade mental health services;
- revitalize rehabilitation programs;
- end supermax security unity;

- upgrade public mental health system; and
- end prison-industrial complex.

National Guidelines for mentally ill in prisons required.

THEME 2 – PUBLIC POLICY, MEDIA AND PUBLIC OPINION

The public is generally misinformed on crime and the criminal justice system – this misinformation is fueled by the media and politicians. However, through education and political initiatives, changes are possible. The public embraces alternatives when offered.

1. Ordinary citizens in the USA assume that the criminal justice system works; however, the system is not working. For example, college enrollment while incarcerated leads to fewer management problems and better chance of success after prison; but there is strong public opinion against college education for inmates.
2. Media reports tend to be inaccurate.
3. Correctional courses can give students tools to better understand the crime problem – views shift pre- and post course.
4. Public embraces alternatives where education and political initiatives are present.
5. The American Society of Criminology has recommended impact analysis of get tough laws, informing the public of the true costs of mandatory sentences, more flexible and less arbitrary sentencing, alternative and less costly sentencing policies, and early youth intervention efforts.
6. Media bias found in reporting on youth crime – positive stories need to be told. Race bias is also present.
7. Prison populations respond, not to the real levels of crime, but to the same public perceptions that lead electorates to vote left or vote right.
8. Demographics, social and economic trends, and technology, along with the power play between interest groups such as the police and the media explain crime trends.

THEME 3 – THE PRISON

Prisons do not work, indeed, they are often schools for crime. What are the choices then? Transforming prisons – ensuring justice in prison, appropriate physical design, educational opportunities, counseling and other therapeutic services including restorative justice – and possibly in the long run eliminating the prison. These are the alternatives if decreased recidivism and community re-integration of offenders is desired.

Prisons are often schools for crime, off-setting any crime reductive effect.

Prison is used to prevent future crime through incarceration.

Prisons don't work – What is needed is: less building of prisons, more locally based corrections, better organizational management, and better education for prisoners.

Prisons don't work anywhere, in fact, they are very expensive, not a good solution to crime, often unjust and can lead to fundamental abuse of human rights.

There must be justice in prisons.
Prison space is decreasing rapidly.
Prisons can be designed in ways that decrease violence in the prison – design is crucial for an effective prison.
Offenders have higher probability to commit suicide in prison.
Prisons can become restorative – restorative justice in prisons.
Videoconferencing can be used successfully in prisons.
Doctors should apply professional standards in prisons – health is a major issue.
Prisons will disappear just as witchcraft and the inquisition did.

THEME FOUR – OWNERSHIP OF PRISONS

Privatization is increasingly questioned – in terms of the profit made and the quality of justice (treatment of the most vulnerable). Still, privatization continues. New forms of ownership are suggested – partnerships and community ownership.

1. Community owned jails is one possible future.
2. Privatization is being increasingly questioned – reviews are mixed, especially with regard to treatment of most vulnerable.
3. Some even suggest a moratorium on private jails.
4. Others argue that private jails are more efficient, and responsive, now entering the therapeutic restorative field, for example.
5. Privatization of policing creates a scenario of public policing for the poor and private policing for the rich.
6. Big growth is expected for privatization industry.

THEME 5 – INTERVENTIONS THAT WORK

There is an increasing amount of scientific research that gives evidence for what works and what does not work, and what is promising. This moves the debate between political or worldview positions.

1. “What works” is the new professional ideology in Corrections.
2. Multi-prong approaches to reduce recidivism – employment, therapy, restorative justice and partnerships – are recommended.
3. Work is essential to a good corrections program – gardening and other interventions that lead to purpose, community building, responsibility and self-worth should be encouraged.
4. Community policy with proactive alternative policies of restorative justice can reduce crime and rebuild communities.
5. Cognitive therapy is an effective intervention.
6. With respect to crime prevention the US National Institute of Justice asserts the following:
 - frequent home visits to infants by trained nurses to reduce child abuse;

- preschool attendance to reduce chances of later arrests;
 - family therapy and parent training;
 - school-wide initiatives for positive behavior;
 - life-skills training;
 - behavior modification for high-risk youth;
 - ex-offender job training;
 - extra police patrols in high-crime hot spots;
 - monitoring high-risk repeat offenders; and
 - in-prison drug treatment.
7. Supervision for offenders upon release reduces the chances of them re-offending.
 8. Corrections as an organization itself must transform, becoming a learning and healing organization.

THEME SIX – RESTORATIVE JUSTICE AND COMMUNITY ALTERNATIVES

A new trend in the criminal justice system is restorative justice. This can have many levels from simply restoring the victim, to community capacity building. It means moving from retributive (punishment) to restorative (healing for all) responses. It is future oriented since only the future can be shared. The past is full of blame, the present of conflict, while the future is still open. However, far more resources and research is needed to support restorative justice (and other community alternatives).

1. Restorative justice recommended as an alternative to prison.
2. Restorative justice is future oriented.
3. Restorative justice must seek to avoid domination.
4. Restorative justice has limits, for example, at times the rights discourse is more appropriate, as with children.
5. Restorative Justice is Good for the Victim, Good for the Offender and Good for the Community.
6. Restorative justice has better rehabilitation possibilities than traditional sanctions.
7. Restorative justice is also an appropriate crime prevention strategy (builds communities through increased motivation and empowerment).
8. Restorative justice is a grassroots community trend as well as active at the larger institutional level.
9. More research is needed into the efficacy of restorative justice so that it can become part of the criminal justice system (instead of as an alternative).
10. Indigenous practices of justice are focused on restorative justice.
11. Private correctional corporations are moving to restorative justice.
12. More budget monies are now provided for human services in corrections however far more resources are needed for community alternatives.
13. Just as the jail is now going into the community, the community should be brought into the jail. This will reduce negative media bias.
14. Family relationships of offender should be sustained since eventually he will be released into the community.
15. Restorative process can develop community social capital.

16. Restorative justice is far more appropriate for women offenders. It is therapeutic rather than punitive, and involves community members and service providers in both prison and community-based settings.
17. Community sentencing is increasing.
18. The emerging new demographic category, the cultural creatives, are likely to push for community and other soft alternatives to imprisonment.

THEME SEVEN – TECHNOLOGICAL ALTERNATIVES: ELECTRONIC, ARTIFICIAL INTELLIGENCE AND BIOLOGICAL ADVANCES

Advances in technology promise to dramatically change the prevention of crime, the nature of sentencing, the nature and shape of prisons, indeed, even doing away with the prison. Cyber, pharmacological, genetic, nano and even psychic technologies are likely to change the landscape of corrections. The key is to develop multi-therapeutic strategies – redesigning prisons, community corrections, chemical interventions, electronic monitoring, and dietary change – so that the offender can be reintegrated into the community.

1. Psychopharmacology promises to treat those with genetic disorders and chemical imbalances.
2. Pharmacies in the body will ensure that medication is taken regularly.
3. Electronic monitoring linked to GPS will allow real time tracking of offenders.
4. Corrections will need to transform its management practices to take advantage of these technologies.
5. Prison jobs may even disappear because of nano-implants to restrain convicts.
6. Diets will aid in reducing violence for offenders.
7. Loss of individual rights, what it means to be human, and a police state are all possibilities, for example, do we want a world where germ line intervention is used to weed out negative genes or a world in which those with positive genes are cloned. Will there be restrictions (reproductive, for example) for those with genes that predispose them toward criminal behavior?
8. Indeed, the futures of law, criminal justice and gene therapy is still being written. Most social commentators assert that a genetized view of crime is misleading, there is no simple gene to fix crime. It certainly is not in the “what works” column yet, or is it likely to be in the future.
9. However, in the USA all the states agree that DNA should be collected from persons convicted of violent sex offenses, on the grounds that these convicts are statistically disposed to recidivism. Risk management using the new technologies has already entered criminal justice practice.
10. Moreover, there appears to be evidence that biological rather than environmental factors are at the root of why men are historically 10 times more likely to commit violent crimes than women. However, the policy implication that is derived from this is: “this means stopping the glorification of violence and recognizing neglect and abuse as major risk factors to be addressed, especially in families where there is a history of violence. Because we often don't see men as having a predisposition to

violence we don't put enough time, effort and thought into how we, as a society, should respond to these unfortunate limitations".

11. Far less intrusive than genetic testing is telehypnosis, which could be used for inmates for behavior modification
12. Finally not only will technology be used to modify criminal behaviour but cyber-judges may be the one's handing out cyber-sentencing for virtual crimes.

THEME EIGHT – DRUGS

There appears to be some agreement in the literature that drugs need to be decriminalized. There are range of alternative approaches that are likely to work better. Wars on drugs create a policed state. Most important for any long term strategy is community building, healing, the capacity for the community to police itself, to discover its own creativity.

1. Australian national drug policy is considered a failure. There are alternatives:
 - the most important step is to redefine illicit drug use as primarily a health and social issue rather than a criminal justice problem;
 - set appropriate penalties, with more emphasis on non-custodial sentencing to divert selected offenders from the criminal justice system to drug treatment;
 - decriminalization of the cannabis industry: regulation and taxation of cannabis production and sale may be a long-term inevitability, but progress to this end will be incremental;
 - better allocation of drug response funding, with equal funds for law enforcement, prevention, and treatment;
 - adequately-funded, research-based drug education for schools and the community;
 - improving the range, capacity, and quality of drug treatment; and
 - evaluation of new treatment options.
2. War on drugs turns nations into police states.
3. Reduce damage of drugs not punish the users.
4. Strong communities are the best war on drugs. Communities' capacity to heal, police and take care of its members is essential in any strategy.
5. End prohibition, only education, moral persuasion and social pressure work.
6. 'Speed' is the most used 'serious' drug in Australia, and its distribution is being internationalized.

THEME NINE – JUVENILE JUSTICE ISSUES AND REFORMS

Youth offender numbers are likely to double as youth populations increase. Trying juveniles as adults has led to the deterioration of the criminal justice system. There appears to be a strong correlation between the family context of the individual and the

likelihood to offend. There are positive steps that can help – juvenile justice needs to move from ‘nothing works’ to what works.

1. Youth offender numbers are likely to double in the USA by 2010, if current trends continue.
2. Youth offenders are more likely to spend time in prison in the USA, largely because of changes in state laws.
3. Prevention programs are more likely to be successful than intervention programs.
4. However, intervention programs in the USA have produced 20-30% reductions in recidivism rates.
5. Fifteen per cent of serious, violent and chronic juvenile offenders account for 75% of all juvenile violent offenses.
6. Trying juveniles as adults has led to the deterioration of the criminal justice system.
7. Eighty-five per cent of all children with behavioral problems come from fatherless homes.
8. Some solutions include restorative justice, non-violent conflict resolution, peer counseling, community-school partnerships, and mentoring of all children.
9. Criminal justice system needs to address the child’s capacity for change.
10. Minority children are jailed more often.
11. Recidivism is closely related to custodial sentences according to a study of 52,935 juveniles from NSW. The more lightly the offenders were treated, the less likelihood of reoffending.

THEME TEN – NEW ARENAS AND TYPES OF CRIME

Globalization is both creating new institutions to battle crime – an international criminal court, for example – and new possibilities for transnational organized crime. New technologies such as cyber, genetic, and even nano are all or will be associated with new types of crime. The best responses are those that are both global and local – global in scope and institution building and local in terms of community building.

1. A Global Criminal Justice Neighborhood is being created, global criminal justice alliance must also be created.
2. Growth of cybercrimes such as cyberstalking.
3. All new technologies will be associated with new crimes.
4. New global institutions are needed to respond to cyber criminals
5. Global-local responses are best.
6. Decriminalization of drugs, gambling and prostitution.

THEME ELEVEN – EXPLAINING AND PREDICTING VIOLENCE

The study of violence has moved into the sciences and social sciences. It is seen as multi-causal – based on individuals’ development, community environments, situational dynamics.

1. An actuarial assessment instrument, the Violence Risk Appraisal Guide has been developed.
2. Risk management can be improved by combining what is already known about predicting violence, clinical decision making, and program evaluation.
3. Scientific knowledge about psychopathy increases the possibility that future interventions to reduce the likelihood of violent recidivism could be based on a causal explanation of psychopathy.
4. Training staff in interview, security, and physical management can reduce assaults and staff injury.
5. Teenagers who watch an hour or more a day of television are four times more likely to be violent as adults than those who spend less time staring at the set.
6. Violence can be explained by individual development (genes, parenting) combined with community environments (that condone or discourage violence) and situational dynamics (weapons entering a conflict).
7. Violence is pathological: normal aggression gone awry.
8. Brain chemical are implicated in violence as is as neglect and abuse in childhood, harsh and inconsistent discipline, and associating with anti-social peers.
9. Violence flourishes in vulnerable individuals in resource poor neighborhoods, like a virus.

THEME TWELVE – FORECASTS AND FUTURES OF CORRECTIONS

Changes are likely to be quite dramatic – increased aged, increased women, increased litigation, increased search for alternatives, increased technological solutions, increased multi-door approaches to offenders and the movement to limited risk management. But perhaps most important is Corrections itself becoming a learning, future-oriented organization, developing its own visions of desired futures and internal capacity building so that it can adapt successfully to change.

1. Increasing focus on community based corrections.
2. Increased focus on technological solutions to crime and criminal justice problems.
3. Influence of aging on the criminal justice system – elderly will be a new category of offenders as well having special needs in prisons.
4. Incarceration rates related to public policy.
5. Challenge of creating real community-based system.
6. Interpersonal skills, public relations training and change management programs are crucial for correctional officers.
7. Female offender population likely to increase.
8. Transition from institutional safety and security to community safety and security.
9. Varied approaches to handling growing prison population will be required – jail, reprogramming facilities, prisons, community-based programs, halfway houses, day reporting center, or electronic home centres. One such division of incarceration and rehabilitation is the following:
 - pretrial diversion programs – electronic home arrest, community service;
 - pretrial detention facilities – holding units during court proceedings;

- short-term sentenced facilities – programs based, direct supervision, regional;
 - intensive supervision programs – real time tracking, home arrest, supervision;
 - term reprogramming centers – shorter term, therapeutic rehabilitative units;
 - radical reprogramming centers – discretionary term brain wave altering centers;
 - and
 - prison – life sentence, no chance of parole.
10. Rapid rate of incarceration is unlikely to continue.
 11. Correctional managers will need to manage risk more wisely.
 12. Limited risk management is the appropriate professional strategy, that is, from treat/rehabilitation to punishment to risk management.
 13. Correctional facilities will be increasingly involved in litigation.
 14. Goals need to be proactive.
 15. Triple bottom line perspective likely to impact corrections.

THEME THIRTEEN – SCENARIOS AND VISIONS

Scenarios are possible, probable and preferred futures. Scenarios help manage uncertainty, increasing the choices that can be made today. Scenarios assume different drivers. Scenarios are created through uncertainties, for example, ‘muddling through’ assumes a low morale correctional field that is risk averse; community justice and public safety assume more asserting correctional communities. The Department of Justice Scenarios are based on the viewpoint of Corrections. Dator provides social scenarios focused on two variables – technology for High-Tech Surveillance, and Values shift for Green Equity Multicultural Justice. The preferred futures are the Canadian, and those of Rowen and Coleman– visions of desired future, from the viewpoint of those in Correctional management.

1. U.S. Department Of Justice:
 - Muddling Along.
 - Principled Minimalism.
 - Enforcing Court Orders.
 - Community Justice.
 - Advancing Public Safety.
2. James Dator, University Of Hawaii:
 - High-Tech Surveillance.
 - Green Equity Multicultural Justice.
3. Canadian Correctional Preferred Vision:
 - Justice.
 - Fairness.
 - Honesty.
 - Dignity of individuals.

- Training.
- Risk management.
- Public participation.
- Partnership with criminal justice system.
- Community justice.
- Anticipating the future.

4. Joseph Rowan¹, Preferred Scenario-Vision from the View point of Corrections:

- Direct supervision.
- Exercise.
- Extensive counseling.
- Training of correctional officers.
- Participatory management for Corrections.

5. Vision of Ray Coleman, former President of the American Jail Association:

- Jails and prisons will no longer be seen or act as isolated entities, but as collaborative members of the community, by providing for community safety and security, by reducing the number of victims both in the community and in correctional institutions, and by providing effective offender programs.

The core values are:

- Community safety and security, offender outcomes, and fewer victims.

¹ Joseph Rowan, former line jail officer, detention supervisor, institutional superintendent, commissioner of state detention and correctional systems, and administrator of four private correctional agencies - member, American Correctional Association.

PRELIMINARY ANALYSIS OF THEMES

Based on these Themes we can begin to analyse the data. The following methods will be used: the futures triangle, a two-by-two drivers chart, scenarios and causal layered analysis.

Figure 1: The Futures Triangle – Corrections Futures

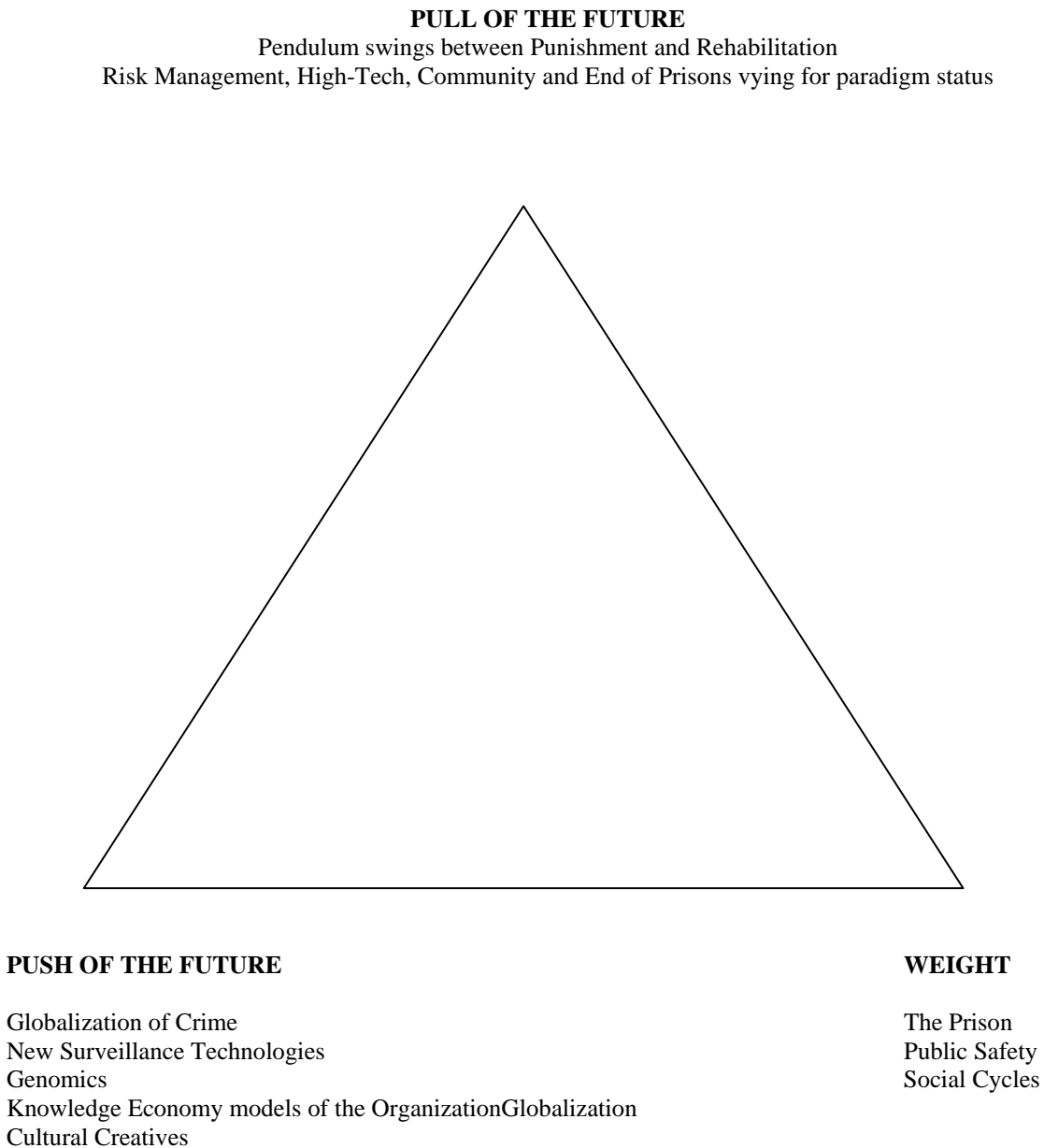
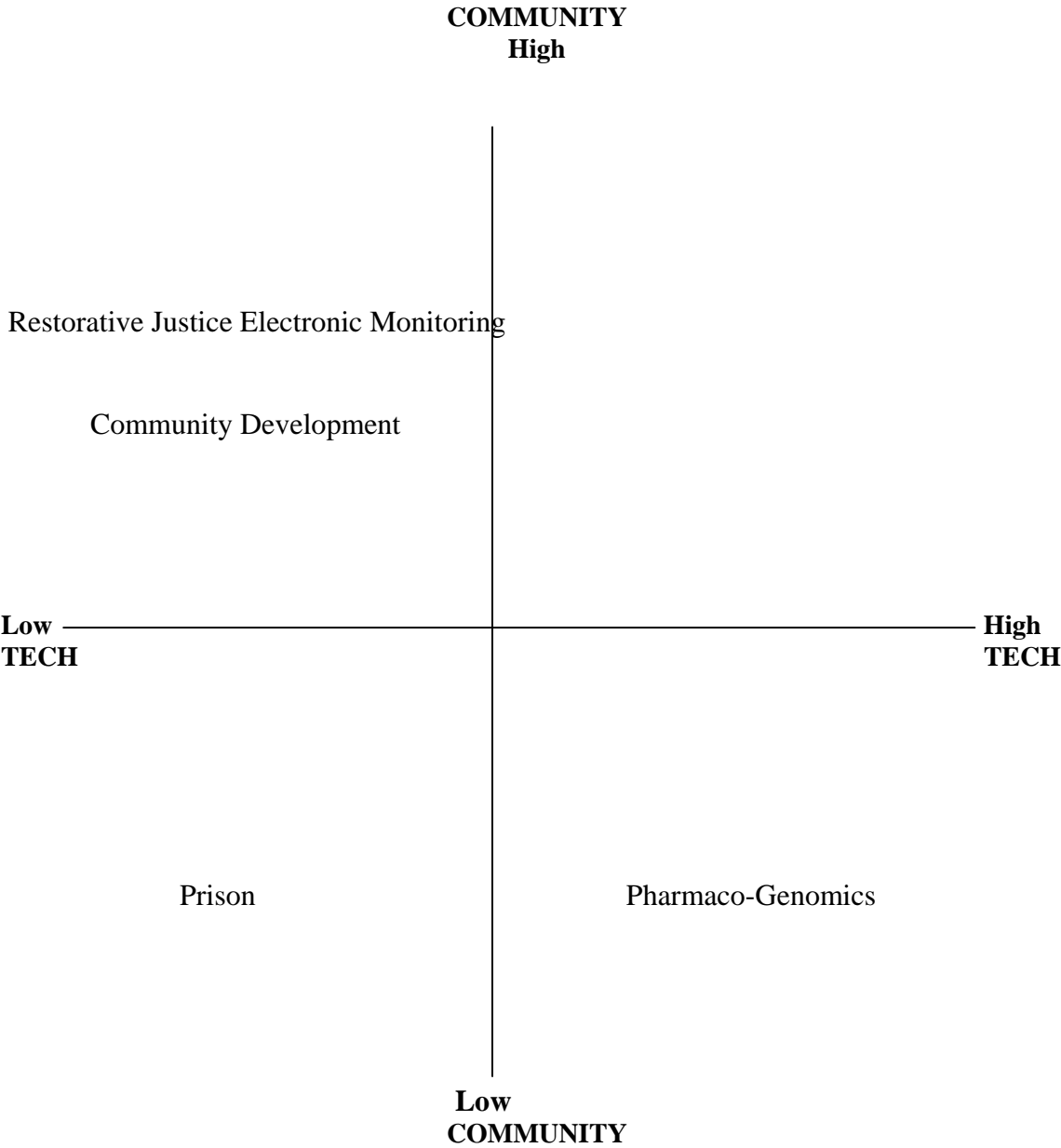


Figure 2: Mapping Correctional Futures across Two Variables –Technology and Community (Illustrative only – for discussion)



SCENARIOS

What scenarios can be derived from the themes? Four stand out.

PRISONS FOREVER

First is the Continued Growth scenario. This is more prisons, more overcrowding, more law and order, with occasional minor swings to rehabilitation but generally the focus is on the victim, crime prevention through increased policing, and incarceration. It is both low tech and low community. The end result is increased crime as offenders are not effectively rehabilitated. Only 25% of the variation of crime can be explained by increased incarceration.

Drivers: Law and Order discourse, punishment, prison-industrial complex, media, politicians and political rhetoric.

PRISONS TRANSFORMED

This second scenario does not focus on alternatives outside the prison per se but rather on achieving better outcomes within prisons. This could be through better prison design, cognitive therapy, health and human right needs of prisoners, education and other positive intervention.

Drivers: Overcrowding in prisons, violence in prisons, cost of prisons, globalization of human rights and human rights organizations, and what works as an ideology.

COMMUNITY ALTERNATIVES

The third scenario is focused on community alternatives, including restorative justice and community building. Electronic monitoring and other high-technologies that allow increased movement, and the possibility of community reintegration are commonplace. Surveillance comes from the neighborhood and new technologies. A small percentage of highly violent offenders still end up in prisons.

Drivers: Criminologists; professional ideology of ‘what works’; search for community in increasingly fragmented world; cost savings; demographic changes and cultural creatives and new technologies.

PREVENTION

This fourth scenario is focused on ensuring that societal conditions have changed so that individuals rarely must go to prison. Prevention has numerous dimensions, from keeping families together, counseling for abused adolescents, to better policing and surveillance (reducing the opportunities of crime) to creating a better more equitable society, to transforming prisons to bioscience intervention through identifying high risk individuals.

Drivers: A swing away from punishment, evidence based criminology, social welfare state, and the human genome project and other scientific breakthroughs in the life sciences.

CAUSAL LAYERED ANALYSIS

Finally, it is important to see scenarios not in flat space but as layered. The causal layered analysis method seeks to identify the systemic levels, the worldviews, and the myths/stories that underlie particular governmental policy. The following is an illustrative causal layered analysis.

Causal Layered Analysis and Corrections

LITANY (media reports and magazine representations)

- Parolee Escapes.
- Funding for Prisons to go up.
- Overcrowding impacting human rights of prisoners.
- Victims decry lenient sentencing.

SYSTEM

Causes are based on social, political, economic and societal factors.

- Resource poor neighborhoods, lack of income, income inequality.
- Hormonal imbalance or genetic or environmental conditions.
- Corrections not properly managed, or under budgeted.

Solutions are: Public education, privatization, public-private partnerships, professional management and training in corrections, more evidence based interventions in corrections, alternatives to prisons, including community prisons, restorative justice, electronic monitoring

WORLDVIEW

Often unexamined deeply held positions:

1. Rehabilitation (humanist).
2. Punishment (Right).
3. Bio-correction (right plus science).
4. AI surveillance (home rights but protect community).
5. Quaranteeing – fear of the other (postcolonial).
6. Inequity (left).
7. What works – pragmatism (action learning).

STORIES

Unconscious positions:

- Anyone can change.
- They deserve it.
- Technology can solve everything.
- Father needs to help those that can't help themselves.
- We project what we fear.
- The world is not fair.
- Just solve the problem.

Therefore, the best interventions is to be able to understand the level of analysis being discussed as well being able to move up and down levels, thus creating integrated long lasting change.

CONCLUSIONS

The futures tools used in this report offer us a map of how to understand what Corrections may look like in the future. While they point to the importance of myths and metaphors as well as worldviews that can often inhibit institutional change – the weight of history – the pull and push of the future point to a dynamic that is changing the face of Corrections. Scenarios help us understand the full range of the alternative futures of Corrections. Taken together, the futures approach leads us to one overwhelming fact: change is possible, individuals and institutions have the capacity to create their desired future(s).

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