

**CORRECTIONS, MENTAL HEALTH,  
AND SOCIAL POLICY:  
INTERNATIONAL PERSPECTIVES**



# CORRECTIONS, MENTAL HEALTH, AND SOCIAL POLICY

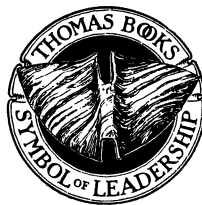
**International Perspectives**

*Edited by*

**ROBERT K. AX, PH.D.**

*and*

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Dr. Dammer has professional experience as a probation officer and served as a consultant for the National Institute of Justice, the National Institute of Corrections, the American Correctional Association, the National Conference of Christians and Jews, and private law firms. He has made numerous presentations at professional conferences in the United States and has lectured in Canada, South Korea, Hungary, Greece, Switzerland, Germany, England, Poland, and China. He is the former Chair of the International Section of the Academy of Criminal Justice Sciences (March 2003 to March 2004). He received his Ph.D. from The Rutgers University School of Criminal Justice (NJ).

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retired from the Ontario Government and subsequently was appointed University Research Professor of Psychology at UNB, Saint John. He also worked in Australia as a Visiting Research Fellow at Edith Cowan University and Visiting Professor at Griffith University.

He retired in 2006 from the University of New Brunswick. Presently, he is Professor Emeritus at UNB and Visiting Scholar, Division of Criminal Justice, University of Cincinnati.

Dr. Gendreau is a former President of the Canadian Psychological Association having served on the Board of Directors of CPA from 1983–1991. He has received awards from CPA for Distinguished Contributions to Applied Psychology and the Career Contribution award from the CPA Section on Criminal Justice. He has also been recognized by the APA's Division 18 for his contributions to Public Service Psychology and was the recipient of the Margaret Mead Award for "contributions to social justice" from the International Community & Corrections Association.

In 2007, he was appointed an Officer of the Order of Canada "for achievement and merit of a high degree, especially service to Canada or to humanity at large."

He has published extensively on "what works" in the assessment and treatment of offenders, the effects of prison life, and has recently written about the use of statistics for the purposes of knowledge cumulation.

**Claire Goggin, M.A.**, is a lecturer in the Department of Criminology and Criminal Justice, St. Thomas University, Fredericton, New Brunswick, Canada and is currently completing a Ph.D. in psychology at the University of New Brunswick at Fredericton. She is a member of a research team that has contributed a number of reports and articles on applied quantitative research methods and statistics in criminal justice, offender risk assessment and risk prediction, and correctional program effectiveness evaluation. Among her recent publications are chapters (with Drs. Paul Gendreau, Paula Smith, and Sheila French) in *The Handbook of Forensic Psychology* (3rd Edition), and (with Dr. Gendreau) in *Offending Behaviour Programmes: Applications and Controversies*, both published by John Wiley and Sons in 2006.

**Annie Kensey, Ph.D.**, is responsible for research and statistics for the French Prison Administration. She specializes in prison demography. She is the author of *Les À-coups, étude statistique des agressions contre le personnel de surveillance*, (DAP) 1998, *Prisonniers du passé*, CNRS/DAP, 2003, *Arithmétique de l'exécution des peines* with Pierre Tournier, CESDIP/DAP, 2002. She has also published or co-authored numerous articles and professional reports on a variety of criminal justice topics. She was a member of the Scientific Council of the National Institute of Demographic Research (INED) from 2000 to 2005.

Dr. Kensey has consulted as an expert on correctional and criminal justice matters for the Council of Europe and the United Nations. She has made numerous presentations at professional and academic conferences in France and lectured in the United States (American Society of Criminology), Canada, South Korea, Mexico, Switzerland, Germany, England, Romania, and Turkey. She received her Ph.D. from the University Paris I- Panthéon-Sorbonne. Dr. Kensey's new book, *Prison and Recidivism* (Armand Colin Edition), will be published in 2007.

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***This book is dedicated to our mothers:***

***Laura MacCorkle Ax (1912-1967)***

***and***

***Frances M. Fagan (1927 - )***



## PREFACE

In Section One, U.S. correctional mental health care is illuminated in its historical and international context, providing a framework from which its past and present can be understood and a more desirable future can be planned. The current state of affairs in U.S. prison systems is then described. The final chapter in this section views correctional mental health care from a public health perspective.

Section Two shifts the focus to mental health systems and services provided to those under the care, custody, and control of foreign governments. Our choices in this section represent Western democracies with whom we share much of our cultural, intellectual and institutional heritage. Authors emphasize innovative and data-based policies and interventions, discussing them in terms of the politics and policies of their respective countries.

In Section Three, the contributors consider special topics with national and international implications and consequences. Topics in this section include the benefit of empirical data in treating mentally disordered offenders, the death penalty, mental health care in nonwestern prison systems, prison gangs, imprisoned terrorists, and roles for non-governmental organizations. It is perhaps here that conventional concepts of *prison*, *treatment*, *crime*, and *inmate* will be disturbed and ultimately transformed for many readers.

Section Four consists of a final chapter which summarizes the lessons that have been learned, and those that still need to be, integrates and synthesizes the central ideas and concepts of the previous contributions, and offers an optimistic proposal for the international future of U.S. correctional mental health care and policy.

To care genuinely about the well-being and recovery of persons with serious mental illness is to be concerned about correctional mental health care. As we hope the reader will see, the history of corrections is replete with instances of failed policy and retrenchment. It is hoped that the pooling of ideas in this book will promote fresh thinking and new, effective treatment strategies. Those who work directly or otherwise concern themselves with incarcerated persons in the United States confront great obstacles associated with improving the lot of a devalued population in times when resources for the poor and

marginalized are already scarce. That they should continue to do so is vital if we are to call ours a compassionate society.

Robert K. Ax  
Thomas J. Fagan

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## INTRODUCTION

The justification for this book rests on three facts and one prediction. Here are the facts. First, the United States incarcerated more than 2,100,000 persons in its various prisons and jails in 2005 (Harrison & Beck, 2006) with more than an additional 5 million individuals under criminal justice supervision (Glaze & Pella, 2005). Second, at the time this project was getting underway, the U.S. incarceration rate was 6 times that of Canada, 5 times that of England and Wales, and 8 times that of France (Mauer, 2003). Third, more than 16% percent of the U.S. prison population is considered seriously mentally ill (Ditton, 1999) and according to some researchers, this may be an underestimate (James & Glaze, 2006).

Now for the prediction: current domestic and foreign policies, including those predicated on the necessity of confronting terrorism in the post 9/11 era, virtually guarantee that the United States will attain greater and greater oversight in the coming years for an ever increasing number of foreign-born prisoners. This process has already begun and includes many individuals who committed their crimes outside the United States, particularly those held as unlawful combatants or prisoners of war in Iraq, at the U.S. Naval Station in Guantanamo, Cuba, in secret CIA prisons in Europe, and in domestic facilities. The coming decade could see the United States become the world's jailer.

Given these circumstances, the task of providing adequate mental health care to the burgeoning U.S. prison population, including those thousands with serious mental illnesses who have defaulted from the nation's disjointed mental health systems, increasingly compels a consideration of approaches and ideas beyond those generated in the domestic academic-practitioner community. Beyond this, the government of the U.S. is increasingly confronted with mental health concerns that transcend borders and national sovereignty. In this category are the treatment and management of terrorists, immigrants, political prisoners, transnational gang members and drug traffickers, and those who have been victimized by imprisonment. These are matters which mental health professionals have chosen or been forced to confront for many years. Certainly, as the United States faces the social and political consequences of

globalization, its correctional mental health professionals can benefit from the experiences of their foreign colleagues.

An earlier effort of ours (Fagan & Ax, 2003) was a survey of contemporary mental health theory, research, and practice in the United States. It was a guide to best practices, but also the delineation of an ultimately orthodox body of knowledge, written by U.S. academic and correctional mental health professionals. Accordingly, this book is intended as a complement to the *Correctional Mental Health Handbook*. It purposely takes a heterodox approach intended to challenge intellectual complacency, to leave readers with fresh perspectives regarding previously familiar concepts, and to propose new ideas and goals for correctional practice, research, teaching, advocacy, and social policy development.

Toward this end, we have invited several distinguished authors, many of them foreign mental health professionals or academics with a specialty in correctional mental health research and practice, to contribute to this volume, knowing that we will not agree with everything they say—and perhaps disagree vehemently in some instances—and that some of their comments may challenge the ways in which we approach correctional mental health issues. However, we have done so in the belief that their comments and insights can better inform and guide our own work here in “the States” as theorists, scientists, practitioners, and advocates.

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**CORRECTIONS, MENTAL HEALTH,  
AND SOCIAL POLICY:  
INTERNATIONAL PERSPECTIVES**



**PART I**

**CORRECTIONS AND MENTAL  
HEALTH IN THE UNITED STATES**





## **Chapter 1**

# **AN INTERNATIONAL HISTORY OF AMERICAN CORRECTIONAL MENTAL HEALTH: THE ENLIGHTENMENT TO 1976\***

ROBERT K. AX

### **INTRODUCTION**

**T**his first chapter outlines the influence of several nations on the development of contemporary correctional mental health theory and practice in the United States, as well as the reciprocal impact of America on other Western democracies. Here, seemingly disparate themes and issues, several to be discussed in greater detail in subsequent chapters, are identified and integrated in order to show their impact on contemporary prison systems within and across these countries. The final product is a broader, more protean conceptualization of mental health in correctional systems, perhaps one that is at variance with the notions held by many readers. It necessarily involves considering all parties involved: citizen activists, governments, nongovernmental organizations (NGOs), health care providers, and particularly the individuals under the custody and control of their criminal justice systems, as active agents in shaping mental health missions and practice. With this shared heritage, it would seem reasonable that American policymakers and practitioners should look to these other countries' correctional systems and policies as they consider the ideas that will define domestic correctional mental health practice in the coming decades.

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\* Author's Note: For the general concepts on which the chapter is based, the author is particularly indebted to the work of Roy Porter and David Rothman.