



## Library Services to Correctional Facilities in Other Countries

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CORRECTIONAL FACILITIES in countries outside the United States have been established and have continued to exist for many reasons. Some of these reasons appear to be in conflict: they generally follow the pattern of punishment for the offense, punishment as a deterrent to crime, and confinement for the protection of society. In some instances, however, they include well-developed programs for rehabilitation and education, with the strong motivation for returning the offender to society as a productive member of the community.

Library services in these facilities also follow several patterns, because library programs reflect the aims and purposes of the facilities served. The status of these differing programs of library services to correctional facilities in other countries was determined by a survey of the people in the countries themselves—both in the field of librarianship and in the correctional field. The survey encompassed both a discussion of significant conditions, practices, and movements in other countries with people who have firsthand knowledge, and a review of the literature concerned with library services to correctional facilities in other countries. Library services provided from state, public and institutional libraries were considered. Significant information concerning the activities of library services in correctional facilities in other countries was also provided by international organizations and agencies. The publications of the United Nations relating to criminal justice were informative. The embassies of the countries provided referrals and were a source for facts and materials. An overview of library services to correctional institutions in several countries was provided by the International Federation of Library Associations, Sub-Section of Libraries in Hospitals.

The United Nations has long been concerned about the treatment

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of persons in correctional institutions (which in the traditional sense are prisons), as well as about such institutions in less traditional settings. In 1955 the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders adopted the current "Standard Minimum Rules for the Treatment of Prisoners"; these rules were approved by the UN Economic and Social Council in 1957. The council invited the governments to give positive consideration to adopting and applying the rules to the administration and operation of their correctional institutions.

Although libraries are specifically included in these rules under Rule 40 (Books), they are also a part of Rules 37-39 (Contact with the Outside World). Both newspapers and periodicals for use by prisoners are included in these rules. Rules 77-78 (Education and Recreation) have implications for libraries, because of the recreational aspects of libraries and because of the need for libraries to support educational programs in general and programs for illiterates in particular. Library services are also influenced by other rules, such as Rules 79-81 (Social Relations and After Care).

A survey was made by the United Nations in 1974 to determine the extent to which UN members were implementing these rules.<sup>1</sup> Part II of this survey (Rules Applicable to Specific Categories) was designed to provide an assessment of the extent to which rules are actually implemented. The responses in this summary report are as follows:

1. forty-two member countries indicated that they had implemented Rule 40 (Books), eight had implemented it partially, and five had recognized it in principle;
2. forty-nine member countries had implemented Rules 37-39 (Contact with the Outside World), and six had implemented them partially (in two countries, however, newspapers and periodicals are allowed only by special permission or under supervision);
3. thirty-nine member countries had implemented Rules 77-78 (Education and Recreation), thirteen had implemented them partially, two recognized them in principle, and one had not implemented these specific rules; and
4. thirty-seven member countries had implemented Rules 79-81 (Social Relations and After Care), ten had implemented them partially, seven recognized these rules in principle, and one had not implemented these specific rules.

The total prison population in 1974 in the member countries outside the United States was reported to range from 688 in Fiji to 206,100 in

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India. These minimum standards for the treatment of prisoners are very important, and they constitute the UN's major recognized effort for setting standards in criminal justice administration. Two decades after the establishment of these standards, the evidence of progress toward their full implementation into active penal practice is partially reflected in this most recent survey.<sup>2</sup> A survey made in 1967 concerning the implementation of the "Standard Minimum Rules for the Treatment of Prisoners" yielded similar results.<sup>3</sup>

Prison library service is costly to establish and to maintain at an effective level in any country. As the number of prisoners and the number of institutions or community-based facilities increase, so does the need for services from libraries in order to meet the requirements of the institutions. In some countries, the basic philosophy concerning the goal of correctional institutions is the rehabilitation of the offender, to be achieved through classification, treatment and research. Although the chief aim of the penal system may be to deter the potential law breaker, there is frequently an effort made to reform the convicted offender as well. The element of deterrence primarily involves the fear of detection, an aversion to publicity, and the possibility of punishment, rather than the severity of the punishment itself. The accepted concept in these instances is to return the offender to society as a law-abiding citizen.

In other countries, the element of rehabilitation is not evident for a variety of reasons. In these countries, the chief effort made is to remove the convicted offenders from society. This imprisonment may also include a strong element of punishment for the offense. The aims and philosophies of the prisons are indeed reflected in the library service, and in its very existence; they also affect the size and makeup of the collection of books and other materials, the types of services made available, and the access to the library itself.

Prison libraries are not new; Ireland's first prison library was established in 1827 at Richmond General Penitentiary for the purpose of rehabilitation. It has been possible to identify, with a fair degree of certainty, all but one of the twenty-one items comprising the original library.<sup>4</sup> The history of prison libraries in Sweden also covers a long period, dating back to the 1840s.<sup>5</sup> Various plans of library services have evolved in correctional institutions since the beginning of prison library service. The patterns differ from country to country, as well as from one political jurisdiction to another within a country. Regardless of the organization of the service in relation to the institution or the pattern adopted, however, the public library

provides a distinct influence on the library service in correctional institutions. The delivery of library service in correctional institutions is often provided by public libraries, with methods ranging from complete service with support from the central government itself, to supplemental service to the central government provided by book-mobiles, book vans or deposit collections. A few examples of public library services indicate the variety of the patterns of that service.

Until about 1960, contacts between Danish prison libraries and local public libraries were limited for the most part to the provision by the public libraries of fairly specialized literature at the request of the prisons. A Danish investigating committee on prison libraries presented a report in 1970 on prison library organization. One aspect of this report proposed that prison libraries should be established as departments of the local public library or central library. As a result, pilot experiments were planned and are being implemented.<sup>6</sup> The present aim of the Danish prison authorities and public librarians is for the libraries in all thirteen prisons in Denmark to become branches of the local public libraries served by a librarian from each public library involved. The plan developed was to establish such a branch in one prison each year. This plan has been carried out so far in the prisons in Horsens, Nyborg, Elsinor and Ringe; the present financial situation is very restrictive of the plan, however. The results within the prisons where the branches have been established are most satisfactory. In each case an agreement or contract is set up between the community and the prison authorities. In Denmark, library service to correctional institutions is not obligatory for the community; when such services are established, the community should be compensated for the services provided.<sup>7</sup> The modern Danish public library recognizes that certain groups of the population are prevented from using libraries in a normal manner. The residents of institutions are included in this population.<sup>8</sup>

Full-scale library service is available to all prisoners in custody in prison and places of detention in Ireland. The service consists of that provided either by special libraries which have been established at some centers or by mobile libraries which visit the centers once a week. The books in both instances are provided by the Public Library Service and are changed at regular intervals during the year.<sup>9</sup>

The prison library service in Sweden is another example of library service to prisons by public libraries with positive results. Experimental library work at the prisons of Kumla and Hall/Håga, sup-

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ported by the Swedish National Board of Education and the Prisons Board, proved the importance of full-scale library service in prisons. This experimentation led to formulation of a five-year plan to develop library service in prisons. The National Prisons Board employs a consultant librarian to supervise and develop library services in prisons. The services themselves are provided by the public library in the community where the prison is located.<sup>10</sup>

A system of library services has been in operation for some time in the correctional facilities of the Republic of Guyana. These services vary from place to place even though the concept and the goals are the same—that is, to provide prisoners with regular information on developments in Guyana and, in a few cases, to assist them in the pursuit of their individual educational interests.<sup>11</sup> The Red Cross Society established the prison libraries in Guyana in 1955 at the request of the Superintendent of Prisons. In 1965 the Red Cross recommended to the Committee of the Public Library that the public libraries take over the operation of the prison libraries. The committee approved the transfer of administration to the Public Free Library; the actual transfer was effected in December 1966. At the present time, the prison libraries are staffed by trained prison officers and are managed as branches of the national library.<sup>12</sup>

Many other organizational patterns are followed in providing library services to the populations of correctional facilities. While they may vary in effectiveness, all organized libraries have one element in common—the resident populations in each country receive library service to some degree. A description of a few of the patterns indicates clearly that no one organizational setup is followed to achieve that result. Included in the following examples are only those programs which are specifically organized services in contrast to volunteer programs.

In the Netherlands, library services to prisons are under the aegis of the Ministry of Justice and operate separately from public libraries. The prison personnel run the library as an additional assignment. Each prison has its own book collection and a small budget. In some instances there is contact with the local library but mainly for special requests.<sup>13</sup>

The prison libraries in Belgium are also run by the Ministry of Justice. All Belgian prisons are required to provide a library for their prisoners. These libraries are usually stocked with fiction, e.g., novels and detective stories. The prison of Nivelles has a much larger library

than other prisons, however, and has both recreational and educational books. This prison library serves as a central loan library for all other prison libraries in Belgium.<sup>14</sup>

The prison department in the Republic of South Africa has the responsibility of developing or instituting prison libraries, an important and integral part of its total rehabilitation program. The department organizes and operates the library services in collaboration with the library consultant of the National Education Section for Library Services. Library services to prisons, provided by the municipal or provincial libraries, include those of supplying books and consultant services. The aim of the department is to ensure that all libraries in prisons conform to the rehabilitative requirements of the inmates.<sup>15</sup>

The only service provided by the State Library of Queensland (Australia) to inmates of correctional institutions is the facility for enrollment in the extension services which are operated by the state library. Inmates can borrow books for use in study courses and for recreational needs. According to regular procedure, an officer of the Prison Department returns material previously borrowed and collects the requested items. For subject requests, the library staff makes the selections. This service relies primarily on the initiative of departmental officers. The service is available to all correctional institutions in the Brisbane region, but only one institution makes use of it.<sup>16</sup>

New South Wales is the only state in Australia which has totally separate library service for its inmates. Each institution is different from the others, and an attempt is made to unify the system as much as possible, although this is not feasible for all situations. The Library Services Section of the Department of Corrective Services is divided into two separate areas: (1) the Staff Development Library, and (2) the MacKay Library, which provides both textbooks for inmates studying recognized courses, and recreational reading material to all institutions throughout the state.<sup>17</sup>

In Switzerland the prisons are not centrally organized but are regionally independent; prison libraries are consequently individually organized also. The libraries are usually served by the personnel of the prison. An exception to this pattern is found in Geneva where the service is provided by a librarian from the public library. The trend is toward cooperation between prison libraries and public libraries.<sup>18</sup>

The Canadian Penitentiary Service also provides services on a regional basis. The service itself is conducted by one of three agencies in the Department of the Solicitor General. Services in each of the five regions—Pacific, Prairies, Ontario, Quebec and Atlantic—are super-

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vised by a regional librarian. Each regional librarian has the responsibility for library service to the correctional institutions in the assigned region. The institutional librarians are responsible for the prison library in general. Within each region is an institutional library board, composed of the head of social development, the regional librarian (ex officio), the head of the living unit, the institutional librarian, the supervisor of education, and a representative from the inmate committee. These boards have approximately the same duties as public library boards. The responsibilities of the regional librarian in the Canadian Penitentiary Service include the development of improved methods and the achievement of social development objectives through library service.<sup>19</sup>

While many other organizational patterns for library services to correctional facilities can be reviewed, the true test of organized library service in prisons is whether the program of service which has been developed is effective. Are the people who are denied voluntary availability of public library service now receiving comparable service in correctional institutions? Such a question is difficult to answer, but a few examples of services and use show something of the effectiveness of the services within the correctional facilities.

In Ontario (Canada), library services in prisons have been provided on an organized basis since 1958. Now, both professional and paraprofessional staff are available to provide the service. In the approximately 70 institutions, over 130,000 books are available to the residents.<sup>20</sup>

The Country Library Service, a division of the National Library of New Zealand, provides the only library service available to prisoners. This program includes a deposit collection of books based on the prison population. Three times a year, each institution is visited by a book van holding about 2,000 titles, and books no longer required can be exchanged. The collection is available to both staff and prisoners, and is usually administered by an inmate under supervision. All users of the library may use the request service, in which a request card may be sent for a particular book or for information about a particular topic to the Country Library System. If this library cannot provide what is required, the request is automatically sent to the National Library in Wellington. Those prisoners who do read take good advantage and appreciate the service.<sup>21</sup>

In the prison library system in Tasmania, Australia, an effective and well-used request system operates within the library network. Requests are frequently made for specific materials. Often educational

material is requested by inmates for use in correspondence courses and debates. The service is both prompt and comprehensive. Because of the many years of cooperation between the State Library of Tasmania and the Prison Department, this program of library service has had satisfactory results. It is well organized and within the requirements of security. Such cooperation and ease of interaction are conducive to the development of effective and well-used library and information service.<sup>22</sup>

Within some of the library programs, law library service is specifically included as a part of the availability of library service to people in correctional facilities. In the Pacific and Prairies regions of Canada, all of the prison libraries have the minimum compulsory amount of legal material. The library of the British Columbia Penitentiary, however, has accumulated an extensive legal material reference collection which is heavily used.<sup>23</sup> A list of the minimum compulsory legal materials has been compiled by the office of the Canadian Ministry of the Solicitor General.<sup>24</sup> While no extensive provision is made for supplying law books and materials to prisoners appealing their sentences or defending their cases in New South Wales, legal assistance is available. In most cases these prisoners are assisted by Legal Aid. If this help is not required or available, the University of New South Wales Law Library is able to provide limited access to a certain amount of legal material.<sup>25</sup>

The total collection of material in organized prison library service varies from extensive holdings in hardcover and paperback books, to newspapers, and magazines, to a minimum collection of hardcover books only. There appears to be little audiovisual material available with some exceptions. A few examples of prison library service illustrate the variety of the prison library collections.

The correctional system in Japan is centralized into one organization. The administrative problems which relate to control and to securing coordination have been resolved by dividing Japan into eight regions, each with its regional correction headquarters.<sup>26</sup> Library service is an important means of correctional education in Japan. Special consideration has been given to the selection and acquisition of books for use by inmates. One manifestation of this concern is the establishment in 1951 of the Advisory Council on Selection of Books for Inmates.<sup>27</sup> As of May 31, 1976, the prisons in Japan held a total of 490,607 books in their libraries, with the largest number in the Tokyo section. The individual prison with the largest collection was in Fuchû. The subjects covered include: general works, philosophy,



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history, social science, natural science, engineering, industry, arts, language and literature, with the largest number of books in literature, and the second largest number in philosophy.<sup>28</sup> Approximately 3,000 prisoners are studying in educational and technical training sections within the correctional facilities in Iran. These inmates are mostly between the ages of eighteen and twenty-five. A central library with 9,400 volumes is located in the central prison and small collections of 300, 500, and 1,500 volumes are available in 3 other correctional institutions.<sup>29</sup>

The Service central des bibliothèques de l'Administration pénitentiaire of the Ministère de la Justice in France serves 170 prisons. The individual book collections of these prisons range from 500 to 15,000. Approximately 20,000 books are added annually with 90 percent of the prisoners using their libraries. The variety of materials and their uses are similar to any public library, except that there is a greater use of paperbacks. The security-risk inmates can choose from descriptive catalogs or from the weekly mobile service.<sup>30</sup>

The Department of Corrections in Thailand has its own central library attached to the Correctional Staff Training Centre which is responsible for training correctional personnel at all levels throughout Thailand. This library is described as adequate in the number of books and methods of operation. Every prison throughout the country has its own library for both prisoners and prison staff. Books are available in Thai and in English; the book collections of most libraries are made up of Thai fiction, nonfiction, and textbooks concerning vocational training.<sup>31</sup>

The Helsinki Central Prison in Finland has about 500 prisoners, whose average age is twenty-eight and whose average stay is six months. The library has 12,000 books, one-half of which are fiction. A collection of foreign-language literature is composed of 2,000 volumes. The library is open one hour each day and prisoners are allowed to use it once a week. In 1973, 10,000 books were borrowed. Prisoners who look after the library and the prison teacher select the books. All prisoner-librarians receive a short course in librarianship.<sup>32</sup>

Library service programs instituted for young offenders are similar in nature to those in the adult correctional institutions. The greatest difference is that in the correctional institutions for the younger offender, more emphasis is placed on educational programs.

The Canoone Eslahe Tarbiat Correctional Institute in Iran houses approximately 230 teenagers between the ages of twelve and seventeen, who receive both educational and vocational training. To assist

in this education and training is a library of more than 4,000 volumes. This library is a branch of the Institute for the Intellectual Development of Children and Young Adults.<sup>33</sup>

The reading plan in the borstals in New Zealand has a goal and a guiding philosophy. The philosophy is the consideration of the trainee primarily as a young adult who needs extended reading and education, and only secondarily as a criminal in need of reform. The goal of the library service is to extend to trainees, as individuals, every type of reading which experience or sound reasoning indicates may be of benefit or interest to them. The hope is that the trainees may thereby develop the ability to live more competently, satisfyingly and cooperatively as members of society.<sup>34</sup>

In the correctional schools for children in Norway, normal public school education is provided. The institutions for children contain school libraries which receive grants from both local and central authorities, as do school libraries in general. The grants are made on a per pupil basis with a basic minimum grant allotted to small schools.<sup>35</sup>

Programs of library service for jails in other countries also have their identifying characteristics in comparison with other correctional institutions. In the fifty-one jails in Denmark, a nationwide agreement between the state directory for the prisons and the communities' organization was set up in 1975, assisted by the State Inspection of Public Libraries. The agreement states how many books the local library should place in each jail, how often the books should be exchanged, and the duties the librarians should perform in their field of work. Forty-nine jails have joined the agreement to date. The agreement does not stipulate that the direct lending service be done by the qualified librarian from the local library; this kind of service has been established in only three jails. Presently, financial difficulties prevent the local public librarian from performing this service. This all will be reconsidered when the agreement is revised in a few years. Library service to jails is not obligatory for the community. The community should be paid for the service.<sup>36</sup>

While correctional institutions in Kuwait do not provide library services, a new library is now being established in the Kuwait Central Jail. This library is scheduled to open in 1977.<sup>37</sup>

There is wide variation in programs, books per capita and staffing in countries where organized library service makes libraries available to the prisoners. These variations are highlighted in the following examples.

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While the Justice Department of Government in New Zealand controls prisons, the National Library makes books available to prisoners on a quota basis through the Country Library Service branches. These books are available to both inmates and staff. The superintendent of the prison usually delegates responsibility for the library to a member of the staff, who is generally assisted by one or more inmates. If prisoners or members of the staff wish to read books on a particular subject, or if a particular title is requested, the Country Library postal request service is used. This service provides a channel through which books are available for permanent libraries to be built up in New Zealand prisons. There are financial problems, however, so there are no qualified librarians exclusively in charge of library service in prisons. In 1976, there were 4,535 books from the Country Library Service in 21 New Zealand prisons and borstals. They had been exchanged three times during the year.<sup>38</sup>

For many years the Hamburg Public Libraries in West Germany have provided a service to the thirteen prisons in the Hamburg district. Apart from the limitations on certain use of books, the libraries are administered along conventional lines.<sup>39</sup>

The three main correctional facilities in the Atlantic region in Canada have library services provided by the institutions. The two prerelease centers utilize the public libraries located in their own areas.<sup>40</sup>

In the USSR the libraries of correctional institutions operate with a centralized book collection of social and political literature. Other materials are supplied as required at the place where the library is located. The holdings of the libraries amount to five books per capita. The libraries function as voluntary libraries.<sup>41</sup>

While varied types of organized library services are provided in many countries, other countries, some of which are among the developing nations, do not yet have organized prison library service. Political unrest has often been a problem in library service development, and severe funding difficulties represent another problem. Literacy programs may take priority over library service, although in some instances the two are combined, as they are in Botswana. Botswana is a country where a high proportion of the prisoners are illiterate; as a result, the provision of language classes takes priority over library services. The Prison Department is small, and the prisons, which are widely dispersed, have an average population of 1,200. Books are available, however, in the seventeen small prison libraries; books can also be borrowed from the Botswana National Library

Service, which has branches in most of the towns where the prisons are located. The officer in charge obtains the material requested from the national library; prisoners also have access to the *Botswana Daily News* and the monthly magazine *Kutlwano*, which has articles of national interest.<sup>42</sup>

Some countries have little or no public library service, and few—if any—schools in these countries have libraries; those schools which do have libraries have few librarians to provide service. Library service for correctional facilities does not exist in these countries, nor is it a future plan or priority. Other problems which stand in the way of public library service and library services in correctional institutions include the fact that there are several languages spoken by only small groups of people. Illiteracy and hence lower readership has made library service difficult. In some instances, a kind of service to prisons has developed in proportion to the donation of books and the availability of interested volunteers and organizations.

Problems also exist in the libraries which provide an organized and developed library service to correctional facilities. Problems which presently exist in prison libraries include: outdated book collections or collections unsuitable to the service, lack of qualified staff, inadequate physical facilities, and overall financial difficulties. The results are reflected in the program of services available. Many programs illustrate the problems which exist in organized library service to prisons.

Although there are libraries in prisons in Venezuela, they are hampered in their activities by a lack of human and financial resources.<sup>43</sup> In many instances the space occupied by libraries was not constructed for library services. Serious recruiting problems exist in securing librarians for prison libraries and high levels of indifference often exist concerning the prison library program.<sup>44</sup>

The goal in Denmark is for the prison libraries to function as ordinary public library branches and for the collections to be an integral part of the collections of the local public libraries. Such a relationship means that the collection is selected according to the rules of Denmark's Library Act, without censorship or restriction, apart from limitations imposed by the quality criteria. In too many prisons, however, and especially in jails, the collections are not sufficiently up to date.<sup>45</sup>

The Finnish prison libraries presently have about 100,000 books, but two-thirds of them should be replaced. About two-thirds of the prisoners use the library. The library law in relation to prison library

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service urgently requires reform.<sup>46</sup> The many problems of providing library services to prisoners in Australia include: lack of adequate finance, mobility of inmates, supply of educational material, and lack of staff.<sup>47</sup>

Many encouraging trends in the provision of library services to correctional facilities are evident in other countries. In Norway, for example, a main characteristic of the prisons is that they are small. This fact, of course, has a certain impact on the size of the libraries and on the solution to the problems related to providing inmates with library service. Currently, experts in public library service are examining the present system and working with prison authorities to find methods and practices to improve library services to inmates.<sup>48</sup>

A doctoral dissertation is in progress in Poland which is concerned with reading in prisons.<sup>49</sup> Early findings indicate that 90 percent of the inmates read newspapers, 75 percent read books, and 25 percent of the respondents read no books at all. On the basis of the early findings, the study has moved on with a view to ascertaining the role of books in the rehabilitation of inmates.<sup>50</sup>

The library committee of the Department of Justice in New Zealand agreed in principle in 1974 that there should be established a separate post of prison librarian. It was envisioned that the person employed would be a professional librarian who would travel around the institutions regularly and coordinate the efforts to get the libraries established on a better basis. The prison librarian would cooperate with the national library, whose book-van loan collection and request service would still be vital in the provision of library service to prisons and borstals. This plan has had to be deferred for the present because of economic difficulties.<sup>51</sup>

The Public Libraries Act, which went into effect in 1962, was an important turning point in the development of the Finnish public library system. The Prison Library Committee, appointed by the Finnish Library Association, completed its report in 1969. The committee proposed that prison libraries, which operate at present on a very restricted scale, should be placed under the control of municipal libraries, as are other institutional libraries in social welfare agencies and hospitals. The change requires a revision of the Public Libraries Act in Finland.<sup>52</sup>

In Victoria, Australia, there is the hope that in the foreseeable future, one of the major local public libraries will provide library service to correctional institutions on a contract basis with the State Library of Victoria.<sup>53</sup> In Denmark, the prison authorities themselves

issued a report in 1970, in which they stated that the aim of the prison libraries in the future will be their establishment as an integral part of the public library network. The plan is to integrate one prison each year into the network.<sup>54</sup>

The Ontario region of the Canadian Penitentiary Service has appointed two professional librarians to serve in correctional institution libraries. Thus, two "firsts" were achieved—the first professional librarians to be employed in federal prison libraries in Canada, and the first female to be employed as a librarian in a male institution in Canada.<sup>55</sup> Singapore has not yet begun to operate a formal library service to correctional facilities, but is now providing bulk loans to six of the twelve institutions at their request. The book van visits these institutions once every three months; the staff can select up to 400 books per visit.<sup>56</sup>

An increased amount of legal information available in prison libraries is urged in Canada, because those in prison have a great need for this information. The development of standards for prison libraries in Canada is also recognized as being of urgent concern.<sup>57</sup> The librarian of the Queensland Department of Community and Welfare Services, which administers the Prison Service in Queensland, Australia, is at present undertaking a study concerning library service to inmates. It is anticipated that if the department sets up a library collection or extends usage by relying on the state library extension service, all institutions will be able to participate.<sup>58</sup> Library service in prisons in the Atlantic region in Canada is on the upswing, with all institutions showing a greater understanding of the importance of the services which a library can provide. These institutions are in the early stages of developing libraries from a regional standpoint, but already a great deal of reader interest has been generated. Diversified selections of material, as well as library programs, have been developed.<sup>59</sup> In the Federal Republic of Germany, closer cooperation is proposed between the public libraries and the prison libraries.<sup>60</sup> Each prison in Thailand has a small reading room provided for prisoners, but books are not allowed to be taken out. There is no professional staff in the library; the library is staffed by the prison clerk who is in charge of the book collection. Most books were donated by inmates. This service is new in Thailand and is an experimental step.<sup>61</sup> In the Prison of Trent in Italy, a library was set up after finding a suitable room. All of the Italian penal institutions have elementary school education programs for the illiterate and the semi-illiterate.<sup>62</sup>

The accepted concept of the Canadian Penitentiary Service is to

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return the inmate to society as a law-abiding citizen by creating conditions within the institution which are as similar as possible to those of the society outside the prison. While the chief responsibility remains security, the main objective is to rehabilitate the inmate and prepare him for successful reentry into society. The traditional tools formerly used in rehabilitation were not entirely effective, and a large number of the former inmates returned to crime. In 1973 the Social Development for Inmate Programs were organized. One aim of these programs is to adjust programs and activities to individual needs rather than to organize activities according to operational needs. In these development programs, all institutional staff work together as a team directed toward the improvement of the inmate. The libraries in the institutions are part of the Inmate Programs Division.<sup>63</sup> Under the South African Department of Prisons regulations, suitable libraries must be available, as far as possible, for prisons. In the extension of this service, the facilities of public and other libraries must be incorporated.<sup>64</sup>

The chief aims of the penal system in the United Kingdom are to deter the potential lawbreaker and to reform the convicted offender. Prisoners may use the prison libraries which depend largely on the local public libraries for their holdings. Experiments with "open university" studies, full-time education, and day-release for study are being carried out.<sup>65</sup> The Prison Department in the United Kingdom is responsible for providing the accommodations and furnishings, and the local library provides the bookstock, which is changed periodically. The Prison Department then reimburses the local library on a per capita basis determined by the average daily population. In this way, inmates have access to the total services provided by the local libraries, such as the request services. Professional library assistance is provided by the local library, and in some cases this includes the occasional presence of a librarian at the prison libraries. The library service is currently under review and a policy statement is in preparation. There will be an endeavor to standardize the provision of library service and to overcome present variations.<sup>66</sup>

The Prison Service Staff College serves tutors and students at the college and the staff at prisons in England, Wales, and in certain circumstances, Scotland. The range of prisons and their staffs is diverse and the library provides service for a wide spectrum of subjects as a result. A computer-produced microform catalog is being considered.<sup>67</sup> The Hall and Håga prisons, located south of Stockholm in Sweden, have a high number of volumes issued. They have, in

addition to the regular library service, cultural activities available, such as exhibitions, film shows, dramatic performances and discussion groups.<sup>68</sup> The prison libraries in Finland are under the prison administration division of the Ministry of Justice. They presently have no connection with the library services of the Ministry of Education. It has recently been proposed, however, in two committee reports—the report of the Prison Library Committee and the 1975 report of the Library Committee—that the libraries be run by the local general libraries.<sup>69</sup> In Geneva, Switzerland, the hospital librarian visits the hospital prisoners who want to read. Visits are made to the separated area of the hospital where the sick prisoners are attended. The service is provided by a book trolley with a wide selection of library materials. Usually the hospital prisoners are served individually by the librarian.<sup>70</sup> Central Prisons, which is the only correctional institution in Cyprus, has an average population of 100-200 inmates yearly. The central library in the prison contains 1,000 books of general interest, as well as information and reference materials. The inmates can use the materials in the library and borrow the books, as well as bring their own books from home. The governor of the prisons encourages the development of the library and reports that it is well used.<sup>71</sup>

The penal system exists in many countries to protect the community from those who would break the laws which enable citizens to live together harmoniously and which promote the common good. The purpose is achieved primarily through the process of deterrence and reformation. As much as possible is done in these countries during the sentence to rehabilitate the offender and to bridge the gap between the institution and free society. The interests of the community and of the offender both promote libraries as a part of the process of rehabilitation. The all-important aspects of finance and staff resources vitally affect the development of library service in penal institutions. Some of the countries consider library service a positive factor in prisons because the prisoners can thus utilize spare time during the period of their confinement in an enjoyable and productive way. The inmates of correctional facilities are part of a community, and for the most part, they need and want library services. Because few librarians are available to work with prisoners, more librarians need to be motivated to work with prison inmates. They can actively use their specialized knowledge to help people in correctional institutions to satisfy their recreational, educational and information needs.

Many restrictions do exist in providing library service to prisoners,



### *Library Services in Other Countries*

primarily because of the security factor. The restrictions are rigid in a maximum-security institution, but in a well-planned, well-programmed library, such restrictions need not straightjacket the library services offered. The provision of library services is accomplished by cooperation between prison officials and the librarians. Libraries in all correctional institutions can be resource centers—and are in many countries. They are developed with the view that they will compare favorably with good community library service. Prisons are becoming more a part of community life through library services and educational and vocational training programs. Throughout the study of library services in other countries, there is an emphasis on increased research in the field. The subjects include: reading preference of prisoners, availability of legal materials, research into library and information needs of prisons, and general reviews of the present situation with a thought toward the improvement of the library service to prisoners.

A definite need is emphasized for increasing public awareness of the necessity for and the value of library service in correctional institutions. There must first be the recognition that: (1) such a service is needed; (2) provision of reading materials by friends and relatives is not sufficient; (3) handicraft and other such activities do not replace the need for library services; (4) donated books and volunteers by themselves do not comprise a library service; (5) each organized service must constantly be reviewed and evaluated; (6) a higher priority must be given to library service; and (7) this priority must be given both by authorities in the field of corrections and by librarians.

Laws relating to library service in correctional facilities are often enacted but not implemented, or else the library service established under the law is rudimentary. The provision of library service may be dependent on the wishes of the administrative official in an individual institution. The need for the formulation and implementation of standards for library service to correctional institutions emerges as a priority. This need is especially evident in countries where library service is now being provided on an organized basis. The various nations should cooperate in an exchange of information, methods, legal provisions, use, staffing, book collections and programs. Such an exchange of information within the political jurisdiction of a single country improves the effectiveness of the service. Continuing evaluation of the effectiveness of the services provided, however, generally appears to be lacking in the countries with organized services.

Those countries without any service or with only the beginning of

such service can benefit by some of the work which has been accomplished in other countries. European practice offers a good deal of experience, which can give perspective and informed judgments to those who are trying to make correctional institutions and practices effective and rational.<sup>72</sup> Library service should be among the services which correctional institutions provide especially well. The services provided for inmates should not duplicate those existing in the community, because those services should be available to prisoners. Attention should be paid to the bookstocks so that they include recreational books, books on trades and professions, on living in society, and on law and human rights.<sup>73</sup>

This consideration of library services to correctional facilities in other countries provides an overall review with specific examples of services. The programs of library services which have been developed in countries with organized library services can provide alternative patterns for those countries which are reviewing their programs, and for countries which have not yet developed service. By studying the current state of library service to correctional institutions in other countries, all countries can ensure that library service of high quality will be developed in a manner best suited to the needs of the populations of their own correctional institutions. A review of the programs provides a description which reflects only a specific time period. Changes are constant in the area of criminal justice; changes are a fact of library services. As standards are developed, revised, and implemented in all areas of correctional services, including library services, progress will be made toward provision of adequate library service to each individual held within a correctional facility, regardless of the country or political jurisdiction in which the institution is located.

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