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CORRECTIONAL SERVICE OF CANADA

REPORT ON INSTITUTIONAL LIBRARY SERVICE

By C. M. Nason

**Submitted to the Education and Training Division of the Inmate Employment
Branch in completion of contract No. 1980/81 - NHQ - 259.**

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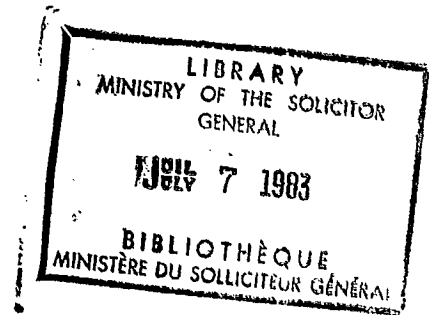
**Ottawa
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Ottawa
March, 1981

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THE ROLE OF LIBRARY SERVICES IN A PENITENTIARY

The present lack of a national policy on the delivery of library services to inmates is a serious detriment to good service. The Penitentiary Act and the Penitentiary Service Regulations make no reference whatever to the provision of library services for inmates, nor do the Commissioner's Directives nor the Divisional Instructions state specifically what constitutes an adequate institutional library. Administrators as a result of this lack of direction are unclear about the role of the library in a penitentiary and some place little importance on it. A national policy is needed to clarify the role and to establish distinct objectives for the library which will provide the basis for an objective measure of success or failure.

WHY PROVIDE LIBRARY SERVICES TO INMATES?

Library services are an integral part of modern corrections. The penitentiary serves to protect society not only by the confinement of malefactors, but also by helping inmates to assume normal lives on release through the provision of opportunities which will enable their self-improvement. The Parliamentary Sub-Committee on the Penitentiary System observed that, "Only the wrongdoer can bring about reform in himself, since he is responsible for his own behaviour; but the penitentiary system must be structured to give positive support

to his efforts...".¹ One of the principal means of achieving self-improvement available to the inmate is the beneficial influence of books and other materials provided by the library.

Library services are an integral part of a humane penitentiary system. The incarcerated individual retains the intellectual freedom to stimulate and to develop the mind and one of the principal means of this stimulation is the right to read. The Correctional Service has instituted corporate policy which ensures that the deprivation of liberty is the sole punishment administered except for those rights and responsibilities expressly removed by statute or as a consequence of incarceration. This working principle ensures that the freedom of the mind remains unfettered by the deprivation of liberty. The inmate's right to read has been recognized by a Commissioner's Directive entitled, "Inmates' Conferred Rights" which states that, "Every inmate shall have access to a library...".²

Library services are an integral part of the structure of the penitentiary. The effective utilization of library materials is a means of improving and of enriching the programmes offered by other staff members. Effective library

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1. Sub-Committee on the Penitentiary System in Canada, Report to Parliament, (Ottawa: Supply and Services, 1977), p. 159.
 2. Commissioner's Directive 226 "Inmates' Conferred Rights", section 17; American Library Association, Bill of Rights; Barone, Richard M., "De-Programming Prison Libraries", Special Libraries, (1977) p. 293-98.

support is essential, for example, to the Education and Training Programme, to counselling activities, and to chaplaincy services. Inmate boredom and the tense environment sometimes found in certain prisons can be, at least partially, relieved by good library services. The library contributes in this way to the custody of inmates by providing a means of dynamic rather than static control.

Both the United Nations' Standard Minimum Rules for the Treatment of Prisoners, and the American Correctional Association's Accreditation Standards, specifically regulate library services in the penitentiary setting.³ The library is described as an essential service. The emphasis placed on library services by these standards is a recognition that library services are an integral part of a modern penitentiary system.

WHAT KIND OF LIBRARY SERVICE SHOULD BE PROVIDED?

The user community defines the kind of library service required. There is within the penitentiary a clearly marked potential user community consisting of the inmate population and members of the staff. It has always been recognized that

3. Commission on Accreditation for Corrections, Manual of Standards for Adult Correctional Institutions, (Washington, D.C.: American Correctional Association, 1977) see pp. 79-80 for library standards; Standard Minimum Rules for the Treatment of Prisoners, adopted 30th August 1955 by the 1st U.N. Congress on the Prevention of Crime and the Treatment of Offenders, see section 39, 40, 78.

institutional libraries should serve the needs of inmates, but the obligation to meet the needs of the staff has not always been recognized. The present institutional libraries are under-utilized by staff, but this is not necessarily an indication that they have no library needs. A demand for service can only follow the awareness of what service is provided. A single library service suitable for both groups of users makes good managerial sense.

Another factor in determining the kind of library service required is the characteristics of the user community. The inmate population is an extreme example of a non-homogeneous group. Inmates differ according to age, language, culture and education. Furthermore, it is quite possible that the population of a penitentiary can change dramatically over a short period of time. These differences can reasonably be expected to influence reading interests. The staff members of a penitentiary are just as diverse in their backgrounds as are the inmates. Penitentiary work requires a range of professionals from different disciplines such as medicine, education, social work and chaplaincy. Each of these professional groups requires a different kind of information and reading material.

The needs of the two user groups place different demands on the resources of the library. Inmates may use the library in a number of ways including recreational reading, required reading for courses in the education programme and informal reading for general knowledge. As well, the library must be

able to meet the special needs of the inmate for specific information, such as legal or social assistance. Many staff members can integrate the use of library resources with their own programmes. The library can also contribute to the professional development of staff members by such means as the provision of a current-awareness service.

Library services within a penitentiary must take into consideration the different factors which become evident on examining the user community. An institutional library service with a specialized scope cannot be expected to meet all the potential needs of the various users. There are two potential groups of users consisting of the inmate population and the staff members. Both of these groups are extremely diversified in background and in reading interests. There is a significant difference in the way the two groups use a library. An effective institutional library must accommodate all of these differences and in doing so must have a general rather than a specialized scope.

The correctional setting imposes special conditions on all activities conducted within the penitentiary. The first of these conditions is the Penitentiary Service Regulations. These regulations state that the objective of the Service is the custody, control, correctional training and rehabilitation of persons committed to prison.⁴ This objective demands an active rather than a passive library role. The librarian

4. P.S.R., s. 1.1.

must actively discover and meet inmate needs because he is charged with contributing to the correctional training and rehabilitation of inmates. This active role places a major emphasis on good library programmes designed to meet inmate needs, programmes such as literacy development and bibliotherapy.

The provision of library services and, especially the design of library programmes, must take into consideration the rights of inmates. The inmate has been granted by corporate policy the right to read, the right to legal information, access to certain of the Commissioner's Directives and the right to service in either of the official languages.⁵ Library services must comply with these specific rights and ensure adequate provision of them.

The Parliamentary Sub-Committee recognized that an inmate is responsible for his own actions and that incarceration did not include therapeutic treatment since the concept of therapy was an infringement on the individual's right to determine his own choices. "We do not recommend imprisonment for the purpose of rehabilitation. Even the concept is objectionable on several grounds. It implies that penal institutions are capable of adjusting an individual as if he were an imperfectly-operating mechanism, and, through acting externally on him, can make him over into a better person."⁶ Social

5. Op. cit., recommendation 34, p. 96; CD 115, "Access to Commissioner's Directives; CD 226, "Inmates' Conferred Rights"; CD 237, "Official Languages Services to Inmates".

6. Ibid., s. 200, p.37.

engineering or the manipulation of the mores of inmates cannot be the objective of library programmes if the individual's right to determine his own choices is to be respected. There is, however, an obligation of the librarian to widen the horizons of the inmate, to provide genuine opportunities for self-improvement much in the same manner as the librarian does in a public setting. It is not therapy to help an inmate read better or more widely. It is not manipulation to provide an inmate with access to human culture and civilization.

In satisfying inmate requests, the librarian must be more discriminating than would be the case in the outside community. Discretion is required by the librarian in balancing his obligation to respect the rights of the inmate against his obligation to observe the restraints which exist within the penitentiary setting. The institutional librarian must censor certain types of material, access to which could represent a security risk to the institution.

One possible model for institutional library service is the academic library. Such a library would be located within the penitentiary school complex, and priority would be given to the support of the formal education programme, rather than any recreational or other use by inmates. This is not an appropriate model for the penitentiary because the priority placed on one segment of the potential user community ignores the potential role of the library to serve the whole inmate population, as well as to support other institutional programmes. A close association between library and penitentiary

school may also deter those individuals who are intimidated by formal education, but who might otherwise use the library facilities. An effective library service provides an informal, alternative approach to education. An alternative approach is extremely important in the penitentiary setting since many inmates have essentially failed in the public school system and only some 20% of the present inmate population is enrolled in the Education and Training programme.

Correctional agencies abroad have based institutional library service on a public library model. In a recent policy statement the British Home Office stated: "...no person in custody should by that fact be deprived of access to the range of books and other reading material normally available through the public services to people generally in the community, or be required to accept on account of custody lower standards of provision".⁷ Some countries, notably those in Scandinavia, have taken steps to make public libraries wholly responsible for the delivery of library services within the prisons. American experience has also shown that prison libraries should be similar to public library service. Accreditation standard number 4409 of the American Correctional Association calls for comprehensive library services which should be comparable to a public library. The primary recommendation of this report is that the Correctional Service of Canada should adopt the public library system as a model for its

7. Home Office, Library Facilities for People in Custody, (London: HMSO, 1978), p.3.

institutional libraries.⁸

A public library model is an entirely appropriate one for Canadian penitentiaries. It is also in keeping with the spirit of the Report to Parliament by the Sub-Committee on the Penitentiary System in Canada. Recommendations 39 to 49 dealing with Work, Education and Socialization stress that correctional programmes should create within the prison environment normal social conditions through the greater involvement of the outside community. These recommendations stem from an important principle outlined by the Sub-Committee which should be repeated: "The sentence of imprisonment imposed by the court constitutes the punishment. Those who work in the penitentiary system have no authority, rights or duty to impose additional penalties except for proven misconduct during incarceration".⁹ A library service based upon a public library model is an application of this principle. The sole punishment of the court is the removal of freedom. An inmate, therefore, is entitled to the same kind of library service within the penitentiary as that service available in the outside community. Not to make similar provision would be the imposition of an additional penalty.

8. Cf.: ACA standard 4409; Källquist, Gorän, "Prison Libraries in Sweden", Scandinavian Public Library Quarterly, 3 (1970), 29-36; Editorial, "Libraries in Danish Prisons", Scandinavian Public Library Quarterly, 6 (1973), 31; Rittenhouse, David D., "Our Other Customers: Prisoners, Patients, and Public Libraries", Wilson Library Bulletin, 47 (1971), 490-93.

9. Op. cit., principle 3, p. 159.

An institutional library service based as much as possible on a public library model fulfils both the demands of the user community and the special conditons imposed by the penitentiary setting. The aim of library services within a penitentiary is to provide the inmate with the opportunity for self-improvement, in the same way as the public library is an agent of self-improvement in the outside community. The objective of the public library movement since its inception in the nineteenth century, with the establishment of reading rooms in mechanics' institutes, has been the general education of the community served. UNESCO has stated the role of the public library in the following terms: "the public library is a practical demonstration ... in universal education as a continuing and lifelong process, in the appreciation of the achievement of humanity in knowledge and culture".¹⁰

The identification within the penitentiary of the various potential users, and their library needs, indicated that library services must be broad in scope, rather than narrowly specialized. The broad scope of public library service permeates the objectives developed by the Canadian Library Association contained in its public library standards. There are five principal objectives according to these standards. (1) The public library provides an opportunity for continuing education. (2) The public library promotes an

10. UNESCO, Public Library Manifesto, (Paris: the Organization, 1949).

enlightened citizenry. (3) The public library assembles, preserves and organizes collections of material for the educational, cultural and the recreational needs of the community. (4) The public library provides an information service. (5) The public library supports groups and organizations in presenting educational and cultural programmes.¹¹ These objectives may serve to form the basis for institutional library service, but certain modifications must be made because of the penitentiary setting. Recognition of certain special inmate needs for different library materials arising from ethnicity and language must be made since the inmate has been guaranteed access to such material by corporate policy. Objectives for institutional library services must also acknowledge that one of the aims of the penitentiary is the custody and control of inmates. With these particular factors in mind it is possible to construct the objectives for institutional library services.

The primary role of institutional library services is to facilitate the self-improvement of the inmate through the provision of materials with the following objectives in mind:

- (1) To provide general reference material, as well as specific information to meet various staff and inmate needs, for example, the need for information of professional, or occupational interest, or the need for legal information;

11. Canadian Library Association, Appendix to the Public Library Standards, (Ottawa: the Association, 1969), p. 2.

- (2) To support the work of the various programmes within the penitentiary, for example, academic and vocational education, chaplaincy, case management;
- (3) To provide a general cultural influence through books, other materials and appropriate programmes;
- (4) To meet the special information and cultural needs related to ethnicity, language and literacy;
- (5) To provide books, music and other materials to serve the purpose of recreation;
- (6) To contribute as far as possible, through its materials and through its contact with inmates, to a humane and pleasant environment within the penitentiary.

MEANS OF DELIVERY

The Commissioner's Directive, "Inmates' Conferred Rights" stipulates in section 17 that library service will be provided in every institution. A separate library service is required in all medium and maximum security institutions, but the need for a separate service in minimum security institutions is not clear. Inmates have greater personal freedom in minimum security institutions which would enable access to public library facilities in many instances. Often minimum security institutions are satellites of larger more secure institutions. The best interests of the inmates would probably be served if a core collection was on deposit with a clearly understood obligation by the associated institution to provide complete library services from its own facilities for the benefit of the satellite institution.

The provision of library services within the institution should be augmented by using the community library and other related resources, such as the extension services available from many museums. A number of free services are available including such things as inter-library loan, foreign language service and information services. Contracts can be used to provide additional resources to institutions. For example, arrangements can be made to place collections of material on deposit, or to provide additional professional services, or to use bookmobile services. Another important community resource is the availability of volunteers. Volunteers can be used to assist the delivery of library services. Students may help organize and control the collection by cataloguing material. The Legal Aid Society can be requested to help update and maintain the legal reference collection. The effective use of community resources will provide a better library service, as well as serve to reduce the cost of duplicating within the institution, services available from the community.

The public sector can only be used to augment and not to replace an independent library service maintained by the Correctional Service of Canada. Both the public library and regional library systems are established under provincial statute, and the provision of services to inmates of federal institutions would be beyond the mandate of that jurisdiction. Public library systems are pressed for adequate resources at present because of the current restraints at all levels of

government spending. Rising costs and insufficient funding prevent either the public, or regional, library systems from providing a viable alternative to a separate library system administered by the Correctional Service of Canada.

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- (1) Library services within the Correctional Service of Canada should be based, as much as is possible, upon a public library model;
- (2) The primary role of institutional library services is to facilitate the self-improvement of the inmate through the provision of materials with the following objectives in mind:
 - a) To provide general reference material, as well as specific information to meet various staff and inmate needs, for example, the need for information of professional, or occupational, interest or the need for legal information;
 - b) To support the work of the various programmes within the penitentiary, for example, academic and vocational education, chaplaincy, case management;
 - c) To provide a general cultural influence through books, other materials and appropriate programmes;
 - d) To meet the special information and cultural needs related to ethnicity, language and literacy;
 - e) To provide books, music and other materials to serve the purpose of recreation;
 - f) To contribute as far as possible, through its materials and through its contact with inmates, to a humane and pleasant environment within the penitentiary.

LIBRARY STANDARDS

The present review of institutional libraries has shown that there is a serious deficiency, in respect of both policy and methods of operation. An element of direction is required to enable these libraries to realize their potential role within the penitentiary. Such direction would be most effective if library standards were issued in the form of a Commissioner's Directive. This statement of policy could then be augmented by a procedures manual which would prescribe methods of operation.

Standards for correctional libraries are a continuing concern of the professional library community in Canada and also abroad. The Canadian Library Association has been actively involved since its beginnings with the development of library standards. There are, at the moment, no standards for correctional libraries compiled by the Canadian Library Association, although an interest has been shown in the past by the Committee on Prison Libraries.¹ Certain of the United Nations', Standard Minimum Rules for the Treatment of Prisoners deal with correctional libraries, but these rules are extremely brief and incomplete.² The Standard Minimum Rules were adopted by the First U.N. Congress on the Prevention of

1. Cf., Adamson, Edith, "Information for Prisoners", Feliciter, 20 (1974), 14-15; Letter in response by Frank White, Feliciter, 21 (1975), 10.

2. Cf., Section 39 "Contact with Outside World", Section 40 "Books", Section 78 "Education and Recreation".

Crime and these rules have not, at this time, been ratified by the Government of Canada. The most detailed set of standards is provided by chapter 31 of the American Correctional Association's Manual of Correctional Standards which was recently revised in 1976.³ The revision was made in order to reflect new developments in corrections, as well as library science. These standards, however, are based on American conditions and are not entirely applicable in a Canadian context. There is, for example, great disparity between size of institutions in the two systems.

The American Correctional Association has instituted an accreditation process for correctional facilities as a result of such current pressures on the system as crowding and lack of funds. The Association hopes that: "the implementation of standards via accreditation thus holds great promise for substantial gains in providing humane care and treatment, in redirecting the offender, and in the realization of increased efficiency and effectiveness in the expenditure of public funds".⁴ The accreditation standards applicable to institutional libraries are derived from the revision of chapter 31 of the Manual of Correctional Standards.⁵ The accreditation

3. American Correctional Association, Manual of Correctional Standards, (Washington, D.C.: The Association, 1966); ACA Committee on Institution Libraries, Library Standards for Adult Correctional Institutions: Final Draft, (The Association, 1976).

4. Op.cit., vii.

5. Ibid., standards 4409-18, pp. 79-80.

standards are specific statements of requirements, but expressed in a general format which does not prescribe specific policies and procedures. These standards, therefore, by reason of their general format and comprehensive scope, are applicable to the institutional libraries in Canadian penitentiaries.

The proposed standards which follow are adapted from the accreditation standards with some modification in order to clarify problems evident in the Canadian system. The accreditation standards, rather than a more specific set of standards, were adapted because of the general format which provides a flexibility that imposes a degree of uniformity without the removal of institutional autonomy. Such a general statement of requirements is a provisional measure, until the Canadian professional community can reach a consensus of opinion concerning a more specific set of Canadian standards for prison libraries. This professional consensus is essential if any standard adopted by the Correctional Service of Canada is to be accepted as objective.

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) The present lack of any policy statement on the delivery of library services should be remedied by the issuance of library standards in a Commissioner's Directive.

Proposed Standards

- a) All medium and maximum security institutions will provide library services as comparable as possible to those services available from a public library;

- b) The library shall provide an institution-wide service to meet the needs of both inmates and staff;
 - c) The institutional library participates in interlibrary loan programmes and makes optimal use of community resources;
 - d) Institutional libraries must provide adequate material for legal research, especially in the field of criminal law;
 - e) The institution will ensure that inmates have adequate access to library services;
 - f) The library collection will be of sufficient size and quality to meet the needs of the inmate population;
 - g) Written policy defines the principles, purposes and criteria used in the selection and censorship of library materials;
 - h) Library materials will be formally organized to ensure adequate bibliographic control;
 - i) The institution has a qualified librarian on staff full-time whose sole duty is the operation of library services;
 - j) The library is functional in design and inviting in appearance;
 - k) The institution will ensure that the programmes and other services of the library, will be sufficiently funded, so that a viable library facility can be maintained;
- 2) A procedures manual should be issued based on the recommendations contained in this report.

READER SERVICES

LIBRARY PROGRAMMES

Effective programming is the means whereby the library participates with the other elements of the penitentiary to fulfil the obligation to help prepare inmates for lives of freedom and responsibility. Individual librarians in the past have taken the initiative in organizing programmes such as discussion groups on English literature, but there has been no conscious effort on a national basis to develop these programmes. Nationally, library programmes are ineffectual or non-existent, not because the librarian is unaware of the need, but due to the present lack of organization and administrative support. As things stand at present, the librarian's full attention is required to provide the basic service of circulating library materials. One institutional librarian has said: "answering questions about... programmes ...is almost laughable when it is a struggle to provide even the most basic library service to the inmates of this institution". Good library programming will not be possible until the delivery of library services is organized and put on a professional basis.

The major onus for developing effective library programmes falls upon the awareness of the individual librarian of the available resources at his disposal, which include such things as volunteers within the outside community, and the extension services of museums, or other organizations.

The cost of such programmes is negligible compared to other aspects of library operations. The presentation of a systematic plan for the development of library programmes is premature considering the present situation faced by most institutional libraries. However, this is an important issue and should be discussed at least in brief so as to remove any ambiguity among those concerned about what is meant by programming. There appeared, in the process of reviewing those library services presently in operation, to be a need for a literacy development project, an effective information service, and book discussion groups.

The poor reader, as well as the true illiterate, is common among inmates. The librarian has a potential role to improve this situation by supporting the formal literacy programme developed by Education and Training staff and by fostering reading as a recreational pastime among reluctant readers. The librarian has a professional obligation to keep the individual teacher informed and aware of current developments of interest. Information such as bibliographies, up-coming workshops, literacy kits and other instructional material dealing with literacy should be provided. Besides this supportive role, the librarian should ensure that structured learning is re-inforced by the library through the proper selection of material which would enable the individual to use independently his new skill in reading. Publishers are aware of literacy problems among adults, with the result that high interest, low-vocabulary books have

been developed, as well as various series of abridgements of popular novels. The proper selection of material combined with the librarian's informal help is a recognized factor in improving literacy skills and, more importantly, making avid readers out of those who are reluctant.¹

Institutional libraries provide reference material which for the most part is not utilized by inmates because the kind of information provided is not required in a penitentiary setting. A reference collection should reflect the information needs of the inmate. For example, the provision of atlases, dictionaries or encyclopedias, will not help the inmate, who requires information concerning institutional procedures, nor will it help the man, who must counsel his family about some problem requiring formal assistance from the community. The alternatives to the present reference service and the special information needs of inmates are to be examined in a study being proposed by the School of Library and Information Science, University of Western Ontario.²

Book discussion groups and play readings are an opportunity to broaden the experience of the reader. Reading interests for many people, not just inmates, become restricted to particular genres such as science fiction or mysteries,

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1. Larry Miller, "School Librarians and the Teaching of Reading", Canadian Library Journal, 37 (1980), 11-13.
 2. A tentative agreement has been reached with the university, but there has been at this time no specific parameters set for the study.

and the discussion group can be used to expose individuals to different kinds of books and new ideas. This is not to be confused with bibliotherapy which involves the treatment of the emotionally disturbed by means of directed readings. The concept of therapeutic reading was adopted in the correctional field as a means to attempt the modification of criminal behaviour. It is important to remember, whether or not one subscribes to the therapeutic model, that books can exert great influence. The Bible, Das Kapital, Augustine's De confessiones and the Origin of Species are a testament to the influence books have made on society. Book discussion groups are particularly important for those incarcerated because the limited education of most inmates results in extremely narrow reading interests.

COLLECTION DEVELOPMENT

The quality of the collection varies greatly from one institution to another, although there are certain basic characteristics found in varying degrees throughout the system. The present collections draw, at least in some part, from local public library discards, with the result that much material is out of date. Even in those collections which reflect current book collection, the works chosen seem to be essentially very popular in nature and in need of frequent exchange, with the result that the overall collection is shallow and is lacking in a broad range of reading interests. The need for improvement was recognized by the

Parliamentary Sub-Committee which stated in the preamble to recommendation 34 of its report that, "generally institutional libraries should be upgraded. They should provide inmates with a variety of books of general interest, educational textbooks and material for legal research".³ This observation was not addressed by the response of the Solicitor General which concentrated on the specific demand for the inclusion of legal materials in institutional libraries.⁴ An effort was subsequently made to include legal reference works in the collections of the institutional libraries, but apparently no attempt was made at generally upgrading the other elements of the collections.

Improvement is necessary in all three of the principal components of an institutional collection which consists of materials for general use, for legal research and for staff reference. The general collection in most instances consists mainly of reading materials and there is insufficient non-print matter. This situation should be rectified and the collections broadened to include such things as records and cassettes. A major effort must be made to relate the present book-stock with the reading interests of inmates. Popular opinion tends to generalize the reading interests of inmates in terms of a preference for westerns, mysteries and science fiction.

3. Op.cit., paragraph 461, p. 95.

4. Canada. Ministry of the Solicitor General, Response of the Solicitor General to the Parliamentary Sub-Committee Report on the Penitentiary System in Canada, (Ottawa: Supply and Services, 1977), p. 18.

However, there are indications that the inmate population requires as rounded a variety of reading materials as the general public.⁵ Penitentiary library services in other countries, especially the United States, have developed lists of titles which have proven on survey to be of interest to inmates.⁶ This objective approach should be adopted.

Initially, in-depth legal collections were designated for certain libraries in each region with the understanding that these collections would serve to augment the more rudimentary collection found in each institution. National Headquarters developed an acquisition list and funded the original cost of purchase. Special seminars in legal bibliography were provided at the University of British Columbia for those librarians involved. The responsibility for the revision and maintenance of the legal collections lay with the regional librarians. The subsequent removal of the position of regional librarian in each of the Regional Headquarters resulted in these collections not being systematically maintained and revised.

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5. Turner, Anne, "Library Services in Four West Riding Prisons", Howard Journal of Penology and Crime Prevention, 13 (1973), 288-96.
 6. Cf., Association of American Publishers, Books for Prisoners: Report of a Project, (The Association, 1974); Louisiana State Library, Break-Through With Books: A Booklist for Adult Correctional Institutional Libraries, (Baton Rouge: the Library, 1970); Engelberts, Rudolf, Books in Stir: A Bibliographical Essay About Prison Libraries and About Books Written by Prisoners and Prison Employees, (Metuchen, N.J.: Scarecrow Press, 1972).

More emphasis should be placed on the provision of reference material for staff members. In some institutions a rudimentary collection of materials is in the keeping of the Staff Training Officer, while in other institutions the librarian maintains a small collection separate from the material in general use by inmates. Steps should be taken to ensure that the penitentiary staff who are in the closest proximity to inmates are also the best informed concerning recent developments in corrections. These makeshift efforts should be replaced by in-depth reference collections of relevant professional literature.

The present situation is caused by the lack of professional direction provided to the individual librarian. There is no national policy statement concerning the censorship and selection of appropriate material. Furthermore, institutional libraries have a limited acquisition budget which necessitates a well-designed acquisition strategy if the collection is not to stagnate. Unfortunately, the majority of institutional librarians require assistance to enhance their present skills because of their lack of training and experience. This professional assistance is not available, either at Regional or National Headquarters, with the result that collections are not developed rationally and remain inadequate.

The basis of rational collection development is a selection policy accompanied by an assessment of the present collection and the determination of user needs. Each collection

should be weeded of unnecessary, obsolete and badly-worn material. Institutional librarians should be made aware of those selection tools in general use by public libraries, as well as those specific lists compiled for use especially in correctional libraries. Particular attention should be paid to determine objectively the reading interests of inmates. An acquisition plan can then be developed taking into consideration budget limitations and the specific needs of each institution.

CENSORSHIP AND SELECTION POLICY

The legal basis for censorship of inmate reading materials is found in Penitentiary Service Regulation No. 2.21 which prohibits any publication that brings into contempt any religion or that promotes religious controversy. A ban is also instituted against any material which might adversely affect the good order of the institution. No Commissioner's Directive has been promulgated on censorship of reading materials based on this regulation.

The existing Commissioner's Directives on censorship deal with inmate correspondence and visits.⁷ These Directives enable the Warden to censor, at his own discretion, inmate correspondence and visits for reasons of reformation, rehabilitation and security. The present Commissioner's Directives are issued pursuant to Penitentiary Service Regulation No. 2.18 on "Visiting and Correspondence" and do not

7. Cf., CD 212.3, CD 219.7, CD 219.8.

apply to the censorship of inmate reading materials.

The practice in the field is indicated in the institutional standing orders, although these censorship statements do not always correspond to actual practice, and many institutions do not appear to have standing orders on the subject. Some institutions have provided either the librarian, or a library board, with the discretion to ban certain reading materials, without providing any kind of guideline for evaluating unsuitable material, while other institutions have developed, at times elaborate, guidelines to determine suitability. Corporate policy should be instituted which would bring field practice into conformity with the legal basis for censorship of reading materials provided by Penitentiary Service Regulation No. 2.21.

No censorship policy exists independently of a selection policy in the correctional ministries of Alberta and Ontario. The librarian, therefore, is not actively engaged in censorship, but in good selection. Certain guidelines exist in Ontario for the use of the librarian. No material should be held that is forbidden by the Parliament of Canada, or the Legislature of Ontario. Materials should be chosen with the view that it should aid the inmate to live as a law abiding citizen. The Alberta policy has strict guidelines for prohibiting material. For example, literature dealing with the following are banned: explosives, civil disobedience, escape methods, symptomatic medical books, "fad" books,

explicit sex, violence, etc.⁸

A recommendation for a uniform censorship policy was submitted to the department by Mr. Frank White, former regional librarian in Ontario.⁹ He recommended that reading material be submitted to an institutional censorship board and that questionable material be judged according to the following guidelines: (1) No pornographic material should be prohibited. (2) The relevant sections of the Criminal Code should be followed. (3) Minimum censorship should exist in minimum security institutions. (4) Material which constituted a security risk should be prohibited. (5) A guideline be developed to determine what constitutes a security risk.

These suggestions are impractical because they are based on the assumption that a viable censorship board exists, whereas actual experience has illustrated that the authority for these boards has devolved upon a single person. The example of the provincial ministries should be followed. The obligation to select wisely and, therefore, also to prohibit certain material should rest with the librarian.

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8. Ontario Ministry of Correctional Services, Book Selection Policy for Inmate Libraries in the Ministry of the Correctional Services, (unpublished); Aileen Wright, "Inmate Library Development, Alberta Correctional Services", unpublished paper given at the Pacific Northwest Library Association Conference, August 1980.
 9. White, Frank, Censorship in the Ontario Region of the Canadian Penitentiary Service, (unpublished report, submitted December 1975).

Both field practice and Penitentiary Service Regulation No. 2.21 emphasize that material should be prohibited that represents a security risk to the individual institution. One of Mr. White's recommendations was to identify all possible categories of material that might constitute a security risk. This kind of apriori approach is extremely impractical. The principle should be recognized that each institution has a right to determine what kind of material might actually constitute a security risk. There is an obligation at the same time to safeguard the inmate's right to read. This obligation implies that censorship cannot be arbitrary. The arbitrary prohibition of materials can be avoided if a practice is instituted of reporting prohibited titles to National Headquarters on a regular basis. This reporting would allow public access to the prohibited list and would also allow monitoring on a national level.

The best interests of all concerned would seem to be served by a censorship policy using the following guidelines to direct the decisions of the librarian. (1) The inmate has a right to information and to reading materials normally available to a member of the public community. (2) The librarian should prohibit materials only on the basis that the material constitutes a security risk to the institution. (3) Those publications and other materials prohibited by the librarian should be regularly reported to National Headquarters.

The selection of appropriate material is essential to a viable library service. A survey of present institutional practice suggests that insufficient attention is placed on this important task. Librarians, on the whole, appear poorly informed about the various selection tools available and have made little effort to collect systematically a variety of them from which to choose new acquisitions. Little attempt has been made to discover objectively the reading interests and needs of the user. Instead, the librarian has relied on the indiscriminate filling of specific requests of individuals. There does not seem to be at present any principles of selection which could be used to evaluate specific works. For example, there is no objective criteria to enable the librarian to choose one publication over another on the same topic.

Proper selection is a process which involves the choice of material from various sources according to some set of criteria with a particular overall aim in mind. The choice of material should be made with the specific aim of creating a certain kind of collection. For example, institutional libraries should try to establish a balanced collection resembling that found in a public library. A variety of sources provide selection possibilities to be included in the collection such as the personal judgement of the librarian, requests by inmates and staff, as well as the formal selection tools. In most library systems individual choice by librarians is augmented by the consensus of other

librarians in the system. It is possible that one role of the Regional and National Headquarters staff would be to circulate recommended lists of works in order to provide this consensus. In evaluating specific material for acquisition the librarian should keep a number of questions in mind: (1) Does the material relate to one of the established objectives for institutional libraries? (2) Will the material appeal to some of the potential users? (3) Does the material satisfy a user's need either stated or implicit? (4) Does the material comply with the censorship policy?

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) A systematic plan be devised to develop effective library programmes to meet the needs of inmates;
- 2) The present collections be improved in general with particular attention to: inmate interests, staff reference sources and revision of legal materials.
- 3) The Librarian shall use the following guidelines to censor materials:
 - a) The inmate has a right to information and reading materials normally available to a member of the public community;
 - b) Material shall be prohibited only on the basis that it constitutes a security risk to the institution.
 - c) Those publications and other materials prohibited shall be regularly reported to National Headquarters.
- 4) Selection of materials will be made taking into consideration the following principles:

a) Objective

- i) The selection of material will help enable the "self-improvement" of the inmate;
- ii) The collection of materials will be a balanced collection with a broad range of depth and subject similar to that found in a public library.

b) Selection Tools

- i) Recommended lists of titles from Regional and National Headquarters;
- ii) Formal selection tools commercially available;
- iii) Staff and inmate requests;
- iv) Personal judgement.

c) Evaluation

- i) Does the material relate to one of the objectives established for institutional libraries?
- ii) Will the material be used by some of the inmates?
- iii) Does the material meet a user's need either stated or implicit?
- iv) Does the material comply with the censorship policy?

TECHNICAL SERVICES

Much of the workload currently borne by institutional librarians consists of the technical aspects of operating a library service. There are four major processes involved in technical services: acquisitions, accessioning, cataloguing and processing. Acquisitions entail keeping accurate records of the progress of orders placed for new material and its payment. Material on receipt is accessioned immediately in order not to lose or duplicate items. Cataloguing is a threefold process involving the description, subject analysis and classification of an item for the purpose of retrieval. The book or other material is then prepared for the shelf in the final step of processing. The present situation diverts too much of the librarian's time from what must be considered his primary task, the development of reader services. There is a tendency, as well, for the librarian to concentrate his efforts on the more clerical aspects of this work, such as the control of payment records to the detriment of the more professional task of maintaining an acceptable standard in cataloguing.

Improvement in technical services as they now operate will have a beneficial effect on the whole library operation. Reduction in the time spent on the more clerical aspects of library work will result in increased job satisfaction for the librarian. There will be a corresponding decrease in cost since a professional salary will not be paid to perform an essentially clerical task. The imposition of

standard cataloguing will provide better bibliographic control which will increase retrieval and allow the librarian to be better aware of what the present state of the collection is and how it should be improved.

Much of the librarian's time could be saved if the ordering process was not directly done by the librarian. There is a tendency to acquire new material through local bookstores and this is a costly practise as well as a time-consuming one. Commercial jobbers provide a service to small and large libraries which enables the library to minimize its ordering process. Furthermore, jobbers for an additional charge can provide basic cataloguing information. Such a service would essentially free much of the institutional librarian's present time spent on technical services.

In situations where commercially-available cataloguing material is not available, the librarian must do original cataloguing. In-depth professional cataloguing is not required in institutional libraries because the principal use of the collection is not for research, but leisure and general reading. For this reason the minimum standard level of cataloguing should be used. This provides basic bibliographic control which will enable retrieval by the user. Many institutional libraries do not have subject or author/title catalogues and this hinders the user as well as the librarian. The catalogue is an aid for the use of the patron in locating material of interest. However, without a catalogue and shelf list the librarian is unaware of what

his collection consists of and how it should be improved. In this regard, normal practise should be followed and card catalogues established in each library. The newly-revised Anglo-American Cataloguing Rules should be followed. Although these rules are in some instances a departure from the past, as for example the rules on corporate authorship and headings, there is no real problem in a small collection accommodating the transition from one rule to the other by way of references. The adoption of these rules is necessitated by the reliance in the future on commercially-prepared material which would follow AACR II. In most instances original cataloguing will hopefully prove not necessary.

RECOMMENDATIONS

The following recommendations are submitted to Senior Management Committee for endorsement:

- 1) The present practice of purchasing library materials from retailers such as bookstores shall cease except in exceptional circumstances.
- 2) The services of a commercial jobber shall be secured by tender each year.
- 3) Subject and author/title catalogues will be established in each institutional library following the revised edition of the Anglo-American Cataloguing Rules and Sears' subject heading list.
- 4) The minimum standard description shall be used for all original cataloguing and where possible commercially-prepared material will be used.
- 5) A shelf list, as well as an authority file shall be maintained.

PERSONNEL

No single factor has a greater impact on the delivery of good library services within the institution than does the quality and motivation of the individual librarian. Special emphasis, for this reason, should be placed on securing the employment of individuals as institutional librarians who have obtained recognized technical and professional skills. The duties of the position require a well-informed and qualified individual if the work is to be carried out competently. The proper selection of materials requires the librarian not only to assess accurately the needs and demands of the user community, but also requires a special knowledge of the publishing industry. Technical skills are involved in the organization and control of this material, such as the rules for cataloguing. Perhaps most important of all, a well-rounded university education is needed to develop effective library programmes. These specialist skills are particularly required in institutional libraries because the library is operated by a single person upon whose competency the effectiveness of the service provided rests. It is essential that the Correctional Service of Canada recognize this need for professionalism in the organization of institutional library services.

The present administrative practices do not respect this need for a professional library service. This is clearly indicated amongst institutional administrators who have, in

spite of the present statement of qualifications, which requires certification as a library technician, indicated an indifference bordering on carelessness in the selection of institutional librarians. There is at the moment only a handful of trained library technicians and professional librarians employed in the service. This situation is aggravated by a tendency not to fill vacancies quickly. The result has been an interruption of library services in certain institutions for prolonged periods of time and the subsequent gradual loss of person-years allocated for those vacancies. This detrimental situation can only be rectified by an immediate decision to provide sufficient person-years to staff these vacancies with qualified persons.

Seven additional person-years are required to fill all vacant positions in maximum and medium security institutions. This may appear to be an unrealistic demand in view of the personnel restraints imposed upon the civil service in the past few years. However, such an action is absolutely necessary in order to comply with present corporate policy. The Commissioner's Directive on Inmates' Conferred Rights secures access to a library service and this right is seriously impeded without the availability of the services of a professional librarian. Furthermore, institutions without staff librarians are in non-compliance with accreditation standards and will be unable to pass any audit in that regard by the accreditation team. In many institutions where this is a problem, the management of the library

service is the responsibility of an inmate. This is not a satisfactory situation since in many instances the principal function of the library is compromised by peer pressure, and the facility soon becomes a focal point of illegitimate activity. Even in those cases where the library function is not compromised, the inmate librarian has insufficient authority over his fellows to ensure a well-run operation.

The credibility of the institutional librarian and, ultimately, the role of library services in a penitentiary setting, rests on the enhancement of the professional and technical skill of those employed as institutional librarians. The present position description and statement of qualifications have been revised in recognition of this need for professionalism. The tasks designated in the description relate solely to the library function. There is a tendency in some instances to require the institutional librarian to perform certain clerical, non-library duties such as the sorting of mail. The statement of qualifications recognizes a number of different formal qualifications as suitable to the position. Some formal training in library science is essential if the library is to operate effectively. These qualifications are certification as a library technician; a degree in education with coursework in library management; and a Master's degree or its equivalent in library science. In those circumstances where a candidate is a library technician there would be an additional requirement of university graduation. Evidence of a general education is extremely

important for the institutional librarian. A general education helps ensure the librarian's awareness of potential resources from which he can enrich the library programme. Moreover, a sound formal education is needed because his work is frequently with inmates at a personal level and as such is potentially influential. This revised position description should be reclassified upward in order to reflect the professional, rather than clerical, nature of the position.

POSITION DESCRIPTION (REVISED)

LOCATION: Correctional Institutions
BRANCH: Inmate Employment
DIVISION: Education and Training
POSITION TITLE: Institutional Librarian
CLASSIFICATION:

SUMMARY:

Under the direction of the Assistant Warden, Education and Training, and the functional supervision of the Librarian, Education and Training Division, N.H.Q., administers a library service within the institution for both staff and inmates comparable to that of a public library; develops a full range of library programmes which contribute to the general development and self-improvement of the inmate; provides adequate library support for the other staff members of the institution; supervises inmates; maintains a recognized standard of technical services: and performs other library related duties.

DUTIES:

Administers a library service within the institution for both staff and inmates comparable to that of a public library.

- By assuming the responsibility for the daily routine administration and management of the library; 15%
- By budget preparation and management;
- By collecting accurate library statistics on library performance and demands;
- By submitting an annual report to the Assistant Warden, Education and Training.

Develops a full range of library programmes which contribute to the general development and self-improvement of the inmate.

- By establishing various reader services such as user orientation, reproduction of materials, reference, literature searches, reader's advisory service, circulation of library materials, maintenance of a vertical file, compilation of reader guides, etc...; 30%

- By organizing programmes that meet the special needs of inmates such as language, racial minorities, illiteracy, etc...;
- By organizing active programmes which draw upon the resources available within the prison and the public community such as film presentations, lectures, exhibits, discussion groups, workshops, drama, etc...

Provides adequate library support for the other staff members of the institution.

- By maintaining reference materials related to staff training; 30%
- By providing an information and current-awareness service for the professional development of staff;
- By supplementing the aims and objectives of other programmes within the institution through the provision of library materials and services.

Supervises inmates.

- By supervising inmate library assistants; 15%
- By supervising inmates while using the library facilities.

Maintains a recognized standard of technical services.

- By maintaining an inter-library loans service as established by the Code developed by the Canadian Library Association; 10%
- By the cataloguing and classification of library materials according to an accepted classification scheme and observance of basic cataloguing rules;
- By the proper selection and acquisition of library materials;
- By inventory control through maintenance of a shelf list, shelf reading and an annual inventory.

STATEMENT OF QUALIFICATIONS

Institutional Librarian

SUMMARY OF JOB DESCRIPTION:

Administers a library service within the institution for both staff and inmates comparable to that of a public library; develops a full range of library programmes which contribute to the general development of self-improvement of the inmates; provides adequate library support for the other staff members of the institution; supervises inmates; maintains a recognized standard of technical services; and performs other library-related duties.

BASIC REQUIREMENTS:

Education:

- Graduation with an acceptable degree from a recognized university.
- Library Technician Certificate, or B.Ed. with concentration on Library Science, or the degree of M.L.S.

Experience:

- Some library experience.

Language:

- Fluency in the _____ language is essential.

RATED REQUIREMENTS:

Knowledge:

- Thorough knowledge of librarianship.
- Good knowledge of library programming and reader services such as audio-visual, reference, inter-library loan.

- Good knowledge of technical services including acquisition, processing, cataloguing and classification, and circulation.
- Fair knowledge of library standards.
- Some knowledge of departmental objectives.

Abilities:

- Ability to create library programmes and other services to accommodate both the needs and the special circumstances of a penal institution.
- Ability to organize and manage the available library resources in order to obtain maximum use.
- Ability to supervise and train inmates in routine library duties.

POTENTIAL FOR EFFECTIVENESS:

- Effective interpersonal relations.
- Judgement, maturity, assertiveness.
- Willingness to work irregular hours.
- Temperamental and physical suitability for the working environment of a penitentiary.
- Ability to win the trust and respect of staff, representatives of co-operating agencies, and others in the community, by exercising tact, discretion, and persuasiveness.

RECOMMENDATIONS

The following recommendations are submitted to Senior Management Committee for endorsement:

- 1) Library services shall be organized and maintained on a professional basis.
- 2) Immediate staffing action shall take place to fill the vacant positions for institutional librarians.
- 3) Institutional positions for librarian shall be filled in consultation with and with the co-operation of the professional librarian at National Headquarters to ensure the employment of well qualified persons.
- 4) The revised position description and the statement of qualifications requiring professional or technical skills shall be adopted.
- 5) A review shall be initiated of the present classification of this position to reflect its professional rather than clerical nature.

ORGANIZATION

The functional administration of institutional library services is the responsibility of the Education and Training Division of the Inmate Employment Branch. Within the institution the librarian is immediately supervised by the Assistant Warden, Education and Training. Previous to the transfer in July 1980 of functional responsibility to the Education and Training Division, institutional libraries were responsible to the Case Management Division. The immediate supervisor of the librarian within the institution was, at that time, the Head of Social Development. There were, as well, at one time, positions for professional librarians at the headquarters of the Pacific, Ontario and Quebec regions. These regional librarians provided direction and professional assistance to institutional librarians. These positions, however, were subsequently abolished due to budgetary restraints. No position has ever existed for a professional librarian on the staff at National Headquarters.

The present organization places the institutional librarian at a severe disadvantage in his attempt to pursue conscientiously his work. The recent transfer of responsibility is only one of several experienced by institutional librarians. These transfers are frequently accompanied by changes in the orientation and frame of reference for the library which can frustrate the operation of an institution-wide service. Institutional librarians are presently isolated within the penitentiary. With the removal of regional librarians, there is no professional direction, or assistance available to them. A

pool of expertise is particularly needed in the system because of the frequent turn-over of staff in penitentiaries, yet there is no professional librarian providing direction and consistency to the system as a whole. The good intentions of the institutional librarian are frustrated by the problems of administrative inconsistency, isolation and lack of professional direction.

The administrative organization in those provincial ministries which have organized library services for correctional institutions is significantly different from that found in the C.S.C. The institutional librarian reports within the penitentiary to the Assistant Director. There are in the Ontario provincial system four regional librarians who provide assistance and supervision at the institutional level. The administrative responsibility for the library function rests with the Chief Librarian of the Ministry of Correctional Services. The Ministry Library reports directly to an Assistant Deputy Minister and forms a separate division within the administrative structure of the headquarters. A similar situation is found in the Ministry of the Solicitor General for Alberta.

Such a centralized organization as found in the provincial ministries is difficult to emulate in the C.S.C. because the Service is a separate agency of the Ministry and does not have a separate library service. Instead, the library needs of the national headquarters staff of C.S.C. are served by the Secretariat library. Therefore, the centralization of institutional

libraries based on the Secretariat library would entail the transfer of responsibility outside the service for a function conducted within the penitentiaries. Such a situation would be extremely awkward from the point of view of accountability. Alternatively, the responsibility for the present National Headquarters library might be transferred from the Secretariat to the Correctional Service of Canada. Additional credence is given to this possibility by the fact that the Secretariat library was originally formed from the collection and personnel of the reference library of the Canadian Penitentiary Service. It was transferred to the Secretariat when the Ministry of the Solicitor General was formed. The relative merits of placing functional responsibility for institutional library services in the Education and Training Division, or in some centralized library at National Headquarters within the control of the Service, could be examined by the Federal Liaison office of the National Library. The Liaison Office is charged with the duty to provide professional advice to Federal Ministries in respect to the organization and operation of library services.

The recent decision to have the Assistant Warden, Education and Training become the immediate supervisor of the institutional librarian is a laudable one. The librarian reporting at a relatively high level within the administration should achieve a higher profile than at present in the penitentiary and this can only be beneficial in terms of making others aware of the services available, as well as drawing the attention

of administrators to the specific needs of library services. The fact of reporting to an Assistant Warden should also accommodate more easily than at present, provision of an institution-wide service since the Assistant Warden, as a senior administrator involved in the operation of the whole institution, can reasonably be expected to have a broader view than a Section Head or Supervisor with a more limited scope and perspective.

The isolation of institutional librarians and the lack of direction and expertise evident in the present administrative organization of library services would be relieved by the augmentation of the present functional administration to include professional supervision. A position, as called for by ACA accreditation standard no. 4411, should be created at National Headquarters for a librarian whose function would be to direct the operation and development of institutional libraries on a national basis. An institutional librarian could be designated in each region to assume, along with his other duties, the role of Chairman of a Regional Library Committee, made up of the institutional librarians, which would meet regularly. In this way, the present administrative structure could be augmented while still accommodating its basic design. A pool of expertise would exist to assist institutional librarians and a consistent policy would provide direction.

The institution of a Regional Library Committee is a potentially effective means to develop and to maintain the library services within each region. In this way, needless

resistance could be avoided in the implementation of different methods of operation and the adoption of new policies. A Regional Committee would secure the co-operation of the institutional librarians by involving them more closely with the decision-making process than is possible at present. Such a group would also serve the purpose of keeping the institutional librarians in contact with one another and the outside library community. This purpose is especially important in order to maintain and to improve the professional skills of the institutional librarians.

POSITION DESCRIPTION

LOCATION: National Headquarters
BRANCH: Inmate Employment
DIVISION: Education and Training
POSITION TITLE: Chief, Institutional Library Services
CLASSIFICATION: LS

SUMMARY:

Under the general direction of the Director of Education and Training, directs the development and operation of institutional libraries throughout the Correctional Service of Canada, based as much as possible on the model of a public library; advises on the budget and personnel requirements of library services; establishes a national policy for library services and initiates innovations on the content and scope of library programmes; monitors the implementation of policy as well as the achievement of institutional libraries in meeting recognized library standards; advises both National Headquarters and field staff concerning library techniques and procedures; plans and conducts training programmes for staff development in modern library science techniques and methodology; provides a liaison between the Correctional Service of Canada and the professional library community within the government and outside, and performs other related duties.

DUTIES:

Directs the development and operation of institutional libraries throughout the Correctional Service of Canada, based as much as possible on the model of a public library.

- By providing functional supervision to institutional library services staff; 20%
- By facilitating the optimal use of internal library resources, as well as library resources in the outside community through the negotiation of agreements, contracts, etc...

Advises on the budget and personnel requirements of library services.

- By reviewing the budget and staff requirements of each institutional library to ensure adequate support; 15%

- By reviewing with institutional librarians budget estimates and recommending deletions and supplements;
- By sitting on selection boards and developing selection criteria to be used on a national basis.

Establishes a national policy for library services and initiates innovations in the content and scope of library programmes.

- By reviewing existing policies and practices at the institutional, regional and national level related to library services; 15%
- By reviewing the professional literature and consensus of opinion to determine the current state-of-the-art;
- By investigating the library and information needs of inmates;
- By developing policy statements in consultation with staff members;
- By designing library programmes that would enable inmates access to the various library and other cultural resources found within the community.

Monitors the implementation of policy, as well as the achievement of institutional libraries in meeting recognized library standards.

- By collecting information through surveys and other means to document present library conditions within the institutions; 15%
- By visiting on a regular basis the institutional libraries and reviewing institutional policy and practice;
- By evaluating library statistics of each institutional library concerning library use and development, as for example, circulation statistics, acquisition rate, loss, etc...;
- By submitting on an annual basis to the Director of Education and Training a report describing current conditions and trends with recommendations for further development.

Advises both National Headquarters and Field Staff concerning library science techniques and procedures.

- By assisting the institutional librarian in establishing effective reader services such as reference, literacy and bibliotherapy programmes; 15%
- By assisting the institutional librarians in establishing recognized technical practices and procedures such as methods of cataloguing, selection and acquisition, etc...;
- By organizing a system of inter-library loans according to the Code established by the Canadian Library Association.

Plans and conducts training programmes for staff development in modern library science techniques and methodology.

- By evaluating training needs through reviewing level of staff training and experience, present and planned programmes and requests for assistance from institutional librarians; 15%
- By developing priorities and guidelines for in-service programmes;
- By development of curricula for, and participation in, formal staff instruction by way of seminars, workshops and demonstrations;
- By arranging for technical and professional training from accredited educational institutions;
- By arranging for the participation of other professional librarians as resource people;
- By attending courses, conferences, etc..., to maintain an up-to-date knowledge of modern library science techniques and current practices.

Provides a liaison between the Correctional Service of Canada and the professional community within government and the general public.

- By representing the Correctional Service of Canada on the Council of Federal Libraries; 5%

- By maintaining communication with interested bodies such as the prison library committee of the Canadian Library Association, the Canadian Association for the Prevention of Crime, etc...;
- By attending and participating in relevant conferences and conventions such as the annual Conference of the Canadian Association of Law Librarians.

STATEMENT OF QUALIFICATIONS

SUMMARY OF JOB DESCRIPTION:

Under the general direction of the Director of Education and Training, directs the development and operation of institutional libraries throughout the Correctional Service of Canada, based as much as possible on the model of a public library; advises on the budget and personnel requirements of library services; establishes a national policy for library services and initiates innovations on the content and scope of library programmes; monitors the implementation of policy as well as the achievement of institutional libraries in meeting recognized library standards; advises both National Headquarters and field staff concerning library techniques and procedures; plans and conducts training programmes for staff development in modern library science techniques and methodology; provides a liaison between the Correctional Service of Canada and the professional library community within the government and outside, and performs other related duties.

BASIC REQUIREMENTS:

Education:

- Graduation with an Honours degree from a recognized university.
- A second degree in a discipline other than the field of Library Science.
- The degree of B.L.S. or M.L.S. or an equivalent professional qualification.

Experience:

- A minimum of two years of directly related professional experience.

RATED REQUIREMENTS:

Knowledge:

- Thorough knowledge of librarianship.
- Good knowledge of library programming and reader services.

- Good knowledge of technical services.
- Good knowledge of library standards.
- Good knowledge of departmental objectives.

Abilities:

- Ability to create and innovate library programmes and other services to accommodate both the needs and the special circumstances of an institutional library.
- Ability to organize and manage the available library resources in order to obtain maximum use.
- Ability to analyse and evaluate library needs as they become apparent.

POTENTIAL FOR EFFECTIVENESS:

- Personally motivated and committed to the provision of good library services.
- Sincere interest in Corrections.
- Able to win the trust and respect of staff, representatives of co-operating agencies, and others in the community, by exercising tact, discretion and persuasiveness.

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) The Federal Liaison Office of the National Library be commissioned to review where the functional responsibility for the institutional library service should rest within the Correctional Service of Canada.
- 2) The direct line supervisor of the institutional librarian should be at the level of assistant warden.
- 3) The present functional administration be augmented to include professional supervision by the inclusion of a professional librarian on the staff of National Headquarters.
- 4) An institutional librarian be designated in each region to act as Chairman of a Regional Library Committee consisting of the institutional librarians.

LIBRARY FACILITIES

ACCESS

A recurring concern expressed by institutional librarians is the poor access to library facilities which exists in many penitentiaries. This restriction of access is a hinderance for both staff and inmate. For example, the teaching staff are unable to integrate the use of the library with the Education and Training Programme because of the poor location in many instances of the facility within the penitentiary complex which prohibits the easy movement of inmates. This situation also prevents inmates from using the library for recreation. Access would be improved if the location of the library were reviewed in each institution to ensure a central location. The library should be in close proximity to those areas in heavy use such as inmate housing and the school facilities. This would help ensure maximum use by both staff and inmate.

Security measures, especially those in operation in maximum security institutions, often pose a special problem for the librarian. The security measures enforced by institutions may be stringent, or lenient depending upon the different conditions existing in each institution, as well as the varying attitudes held by administrators concerning what constitutes adequate security. In some cases, such as institutions with mixed populations, inmate movement is restricted to such a degree that several separate collections are created

within the prison. In other situations, the number of inmates allowed to use the library at the same time is restricted to a few. The need for security prevents the library operating under inmate assistants without staff supervision, a situation which would otherwise allow for evening hours. These differences are beyond the ability of the librarian to change and a means must be sought to accommodate the delivery of library services within the demands of security needs. This accommodation may take the form of scheduling inmate use, or even circulating material within the living units. The librarian, however, should try to prevent the creation of several distinct collections without a central control because in such instances loss and duplication occurs with the result that the overall service available declines while at the same time becoming increasingly more expensive.

A disruption of services occurs when the librarian is absent on vacation or through illness, because there is no designated substitute who acts for the librarian in his absence. A substitute should be designated and instructed in the daily routine of the library operation. The Librarian's present hours of work are another problem. The library remains open for the working day and some institutions provide limited access during the evening. This schedule, unfortunately, prohibits effective inmate use since most of the population is engaged in some form of work until four o'clock. No opportunity exists for many inmates to use the library except in their leisure time during the evenings when

The library is least accessible. The present collective agreement of the institutional librarians should be amended to enable evening openings when there is sufficient demand without the additional expense of over-time pay.

ACCOMMODATION STANDARDS

An accommodation standard for libraries is necessary because many of the existing penitentiaries were not designed to contain library facilities, with the result that there is a great variance between institutions in the quality of the facilities occupied by the library. A standard would enable the present facilities to be evaluated and improved where necessary. The professional library community in Canada has not developed standards for penitentiary libraries.¹ The available standards which have been developed seem to be only marginally useful. The Department of Public Works has produced a manual for federal library physical facilities, but this manual is inappropriate since it is intended for general departmental library services.² The province of Ontario has also published a general guide for the provision of library services. The guide was a co-operative effort of various government librarians which is not nearly specific enough to be helpful.³

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1. Florence B. Murray, "Canadian Library Standards", Library Trends, 21(1972), 298-311.
 2. Public Works, Briefing Document D-LIB-1, Departmental Library Facilities.
 3. Ontario Government Librarians' Council, Library Services in the Ontario Government: Today and Tomorrow, (Toronto: the Queen's Printer, 1973).

A similar situation to that found in Canada exists in the United Kingdom. The library service available to inmates has recently been reviewed by the Working Party on Library Service for the Disadvantaged. The report of the Working Party called for the formation of minimum accommodation standards.⁴ Unfortunately, the professional community has not yet formulated such a standard.

In the United States an active part has been played by the professional community in the development of standards for institutional libraries since the turn of the century. The American Correctional Association is responsible for a manual of standards which includes library standards. These standards are a co-operative effort involving both the American Correctional Association and the American Library Association.⁵ While these standards are specifically designed for the penitentiary setting, it is important to remember that they were developed to meet American penitentiary conditions.

Certain general considerations should be taken into account in the design of a penitentiary library. Security requirements should be met by ensuring that the layout of the facility allows for the visual supervision of inmates by the librarian. The library should be conveniently located in

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4. United Kingdom. Department of Education and Science, The Libraries' Choice, (London: HMSO, 1978).
 5. Andree Bailey, "Standards for Library Service in Institutions in the Correctional Setting", Library Trends, 21 (1972), 261-66.

a central place within the complex to ensure maximum access by all potential users. Appearance is extremely important if individuals are to be motivated to use the facility. An open and attractive design will help create a pleasant environment in which the library can operate at its best.

Space allotment for the library facility depends on the size of collection housed. The inmate population in Canadian penitentiaries ranges from approximately 100 to 450 individuals. In determining what constitutes an adequate size of collection for Canadian penitentiaries, it is important to determine the minimum size possible for a viable library service. The American Correctional Association has determined this minimum as 5,000 volumes. No institution regardless of size can operate a viable library service without a minimum bookstock of 5,000 volumes. For the larger institutions in Canada the example of the institutional library at Springhill might be useful as a benchmark. The Springhill collection is well used and contains approximately 12,000 volumes and 41 periodicals serving a population of over 400 inmates.

Education and Training Division, in co-operation with Technical Services, has obtained the services under contract of an architect, Mr. Michael Hancock, who has prepared a draft library accommodation standard based on the library policy enunciated in this report. This draft is intended to assist Technical Services in developing an accommodation standard for institutional libraries as part of the overall accommodation standards project currently underway in the Service.

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) Access to the library facility be improved by:
 - a) securing a central location within the penitentiary;
 - b) designating a substitute for the librarian; and
 - c) changing the present collective agreement of the institutional librarians to allow for weekend and evening hours.
- 2) The accommodation standard for institutional libraries developed by Technical Services be accepted when presented by Technical Services.
- 3) The standard be used to evaluate the existing facilities and that improvements be made as far as possible to comply with these standards.

RESOURCES REQUIRED

The determination of the resources required for institutional library services involves the examination of a number of issues. The first of these is indicated in a review of the current financial support. Certain anomalies exist in the present system which must be removed. In this regard, there is a need to develop a guideline which would prescribe the minimum financial support necessary in order to provide an adequate service. The final consideration is to provide an estimate concerning the requirements necessary to implement the recommendations of this report.

A comparison of the actual expenditure for 1979-80 with the approved budget for 1981-82 demonstrates the great disparity apparent in the financial support available to institutional libraries.

PRESENT FINANCIAL SUPPORT OF
LIBRARY SERVICES IN MAXIMUM AND
MEDIUM SECURITY INSTITUTIONS

REGION	ACTUAL EXPENDITURE 1979-80			APPROVED BUDGET 1981-82		
	PY's	O&M	EQUIP	PY's	O&M	EQUIP
ATLANTIC	1	9,773	0	1	9,460	0
Springhill	1	8,076	0	1	17,500	0
Dorchester						
Subtotal	2	17,849	0	2	26,960	0

REGION	ACTUAL EXPENDITURE 1979-80			APPROVED BUDGET 1981-82		
	PY's	O&M	EQUIP	PY's	O&M	EQUIP
QUEBEC						
C.D.C. Quebec	1	4,289	0	1	3,930	0
R.R.C.	1	7,398	0	1	6,910	0
La Macaza	-	6,448	0	-	5,200	0
Laval	1	11,288	0	1	14,810	2,600
Leclerc	1	5,341	0	1	17,300	0
Archambault	1	10,015	0	1	12,450	0
Cowansville	1	9,077	0	1	15,680	0
F.T.C.	1	8,072	0	1	15,460	0
Subtotal	7	61,928	0	7	91,740	2,600
ONTARIO						
R.R.C.	1	13,057	0	1	13,296	0
R.P.C.	-	2,314	0	-	0	0
Millhaven	1	11,902	0	1	13,875	0
Prison for Women	-	8,074	0	-	10,500	0
Collins Bay	1	15,712	0	1	14,070	0
Joyceville	1	9,845	0	1	11,900	370
Warkworth	1	9,377	0	1	10,100	0
Subtotal	5	70,281	0	5	73,741	370
PRAIRIES						
R.P.C.	1	3,574	0	1	5,300	0
Stony Mountain	1	15,124	0	1	15,840	0
Saskatchewan	1	12,329	0	1	17,660	0
Drumheller	1	13,208	0	1	6,670	0
Bowden	1	8,381	0	1	9,965	0
Edmonton	1	10,129	0	1	17,900	0
Subtotal	6	62,745	0	6	73,335	0
BRITISH COLUMBIA						
Mountain	-	8,412	0	-	3,000	0
R.P.C.	1	5,198	0	1	7,045	0
William Head	-	5,179	0	-	5,700	0
Matsqui	1	9,421	0	1	5,731	0
Kent	-	9,769	0	-	4,200	0
Mission	-	4,210	0	-	4,000	0
Subtotal	2	42,189	0	2	29,676	0
TOTAL	22	254,992	0	22	295,452	2,970

PRESENT FINANCIAL SUPPORT OF LIBRARY SERVICES IN MINIMUM SECURITY INSTITUTIONS

ACTUAL EXPENDITURE 1979-80			APPROVED BUDGET 1981-82		
PY's	O&M	EQUIP	PY's	O&M	EQUIP
0	27,970	0	0	18,680	0

TOTAL FINANCIAL SUPPORT OF LIBRARY SERVICES IN ALL INSTITUTIONS

ACTUAL EXPENDITURE 1979-80			APPROVED BUDGET 1981-82		
PY's	O&M	EQUIP	PY's	O&M	EQUIP
22	282,962	0	22	314,132	2,970

One of the first anomalies apparent in the above tables is the allocation of O&M funds to library services in minimum security institutions. These institutions do not have library personnel, nor do they have library facilities. At the most, only an uncontrolled "reading room" with newspapers and paperbacks exists. There is an evident inconsistency in the allocation of resources for library services amongst institutions of comparable inmate population. For example, the approved 1981-82 O&M budget for the library at Springhill Institution is \$9,460, while the approved budget at Stony Mountain is

substantially more at \$15,840.¹ Not only is there a considerable disparity amongst institutions of comparable size; there are also variations which suggest that library services as a whole are under-financed in certain regions. This would seem to be the case in British Columbia where not only are the library budgets considerably less than in other regions of the country, but that region also appears to be providing less support than in former years. The apparent anomalies on examining the present financial support of institutional libraries are a clear indication that some guideline is needed to produce a degree of uniformity. An adequate library service is not possible without some guarantee of consistent funding.

It is important to bear in mind that any guideline should be used as an indication of the minimum funding required in order to provide an adequate service. The circumstances found in every institution are somewhat unique, and such differences will account for a certain degree of variation in budgetary requirements. A suggested guideline for the budget of institutions with less than four hundred inmates is given below. It would be unreasonable to apply this same minimum requirement to those institutions with larger inmate populations which would involve more demand for library service. For this reason, therefore, a second guideline is presented for institutions with more than four hundred inmates.

1. Inmate population at Springhill 418, population at Stony Mountain 416, Inmate Population Movement-Weekly Report, for week of 3rd February 1981.

RECOMMENDED BUDGET FOR INSTITUTIONS
OF LESS THAN 400 INMATES

BUDGET ITEM	Proposed	Actual 1979/80*
Travel: Buying trips, professional development	\$ 1,000	
Programmes: workshops, presentations, etc.	2,000	
Equipment repair	500	
Operating costs	500	
Acquisitions		
General collection	4,500	
Staff reference collection	2,500	
Legal update	1,000	
Periodicals	2,250	
Non-print materials	750	
Capital Equipment: A/V projectors, furniture, etc.	750	
TOTAL	\$15,750	

* Comparative figures are not available.

RECOMMENDED BUDGET FOR INSTITUTIONS
OF 400 INMATES OR MORE

BUDGET ITEM	Proposed	Actual 1979/80*
Travel: Buying trips, professional development	\$ 1,000	\$ 600
Programmes: workshops, presentations, etc.	2,000	--
Equipment repair	500	300
Operating costs	500	300
Acquisitions		
General collection	9,000	9,000
Staff reference collection	2,500	
Legal update	1,000	
Periodicals	4,500	2,654
Non-print materials	1,500	--
Capital Equipment: A/V projectors, furniture, etc.	1,500	--
TOTAL	\$24,000	\$12,854

* The comparative figures for 1979 are the actual expenditures of the Institutional Library at Collins Bay.

The estimates for most of the budget items presented in these guidelines are based on the actual expenditures incurred in an institutional library. The major departure from the present expenditure is found in the funds allocated for new acquisitions. There are standards developed both in the United States and Great Britain to determine an adequate rate of acquisition. The recent revision of the correctional standards endorsed by the American Correctional Association suggests that the institutional library budget be calculated in the following manner: "A minimum of 2%...shall be allocated for adult correctional libraries based on the average per capita cost for persons confined for treatment".² The application of this model would mean that a maximum security institution of 300 inmates would have to allocate \$180,000 to the institutional library. Similarly a medium security institution of the same size would allocate \$126,000.³ These figures in light of present expenditures in Canada are excessive and such a conclusion is confirmed when the American standard is compared to the British formula.

2. Op.cit., section 2.6.4, p. 20.

3. Max.: 300 x 30,000 - 9,000,000 x 2% - \$180,000.
Med.: 300 x 21,000 - 6,300,000 x 2% - \$126,000.
Cf., for cost per capita Sharon L. Sutherland, "The Ministry of the Solicitor General: Correctional Service of Canada", in Spending Tax Dollars: Federal Expenditures, 1980-81, edited by G. Bruce Doern, (Ottawa: Carleton University, 1980), p. 171.

The Working Party on Library Service for the Disadvantaged recommended to the British Prison Department that 25% of the library collection in each prison should be changed annually with a minimum addition of at least 1500 new titles each year.⁴ This would mean a minimum book budget of approximately \$10,500.⁵ Such an expenditure in Canada would not involve an unreasonable increase over the present level of funding and, therefore, has been used to develop the recommended budget for new acquisitions presented in the guideline for institutions with less than four hundred inmates. For institutions of more than 400 inmates the collection should increase by 2800 new titles yearly at an approximate cost of \$18,000. Both the ACA and British standards suggest that the overall collection should reflect a ratio of 5 and 10 books per inmate respectively. This minimum 2800 new titles is a compromise representing an increase according to the ratio of 7 new titles per inmate.

The implementation of these recommendations would require, sooner or later, the following additional resources:

Person Years	8
Other Operating Expenses	\$386,952
Equipment	\$ 29,280

The additional person-years are required for the employment of a qualified librarian at National Headquarters to

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4. Home Office, Library Facilities for People in Custody, (London: H.M.S.O., 1978), Appendix 1.
 5. The average price of books in Canada is approximately \$7.00. Cf., Statistics Canada, Culture Statistics: Book Publishing: a Cultural Analysis, (Ottawa: Supply and Services, 1977), catalogue 87-602.

provide functional direction on a national basis, and for the employment of librarians at major institutions which do not now have such positions. These additional person-years are needed also to comply with ACA Accreditation Standards 4411 and 4412.

An additional \$295,452 in O&M budget and \$29,280 in capital equipment would be required in order to remove disparities and provide adequate funds for institutional libraries based on the recommended guidelines presented above.

REVISED REQUIREMENTS FOR 1981-82

REGION	1981-82 APPROVED BUDGET			1981-82 ESTIMATED REQUIREMENTS		
	PY's	O&M	EQUIP	PY's	O&M	EQUIP
N.H.Q.	--	--	--	1	91,500	0
ATLANTIC						
Springhill	1	9,460	--	1	22,500	1,500
Dorchester	1	17,500	--	1	22,500	1,500
Subtotal	2	26,960	--	2	45,000	3,000
QUEBEC						
C.D.C. Quebec	1	3,930	--	1	15,000	750
R.R.C.	1	6,910	--	1	15,000	750
La Macaza	-	5,200	--	1	15,000	750
Laval	1	14,810	2,600	1	15,000	750
Leclerc	1	17,300	--	1	22,500	1,500
Archambault	1	12,450	--	1	22,500	1,500
Cowansville	1	15,680	--	1	22,500	1,500
F.T.C.	1	15,460	--	1	22,500	1,500
Subtotal	7	91,740	2,600	8	150,000	9,000

REGION	1981-82 APPROVED BUDGET			1981-82 ESTIMATED REQUIREMENTS		
	PY's	O&M	EQUIP	PY's	O&M	EQUIP
ONTARIO						
R.R.C.	1	13,296	--	1	15,000	750
R.P.C.	-	--	--	1	15,000	750
Millhaven	1	13,875	--	1	22,500	1,500
Prison for Women	-	10,500	--	1	15,000	750
Collins Bay	1	14,070	--	1	22,500	1,500
Joyceville	1	11,900	370	1	22,500	1,500
Warkworth	1	10,100	--	1	22,500	1,500
Subtotal	5	73,741	370	7	135,000	8,250
PRAIRIES						
R.P.C.	1	5,300	--	1	15,000	750
Stony Mountain	1	15,840	--	1	22,500	1,500
Saskatchewan	1	17,660	--	1	22,500	1,500
Drumheller	1	6,670	--	1	22,500	1,500
Bowden	1	9,965	--	1	15,000	750
Edmonton	1	17,900	--	1	15,000	750
Subtotal	6	73,335	--	6	112,500	6,750
BRITISH COLUMBIA						
Mountain	-	3,000	--	1	15,000	750
R.P.C.	1	7,045	--	1	15,000	750
William Head	-	5,700	--	1	15,000	750
Matsqui	1	5,731	--	1	22,500	1,500
Kent	-	4,200	--	1	15,000	750
Mission	-	4,000	--	1	15,000	750
Subtotal	2	29,676	--	6	97,500	5,250
TOTAL	22	244,548	2,970	30	631,500	32,250

INCREASE IN REQUIREMENTS		
PY's	O&M	EQUIPMENT
8	\$386,952	\$29,280

An estimated \$91,500 O&M budget at National Headquarters is needed to enable the professional librarian to travel, to conduct special studies and to provide staff development. These funds would also be used to augment the poorer library collections which presently exist in the system. This would entail contracts with public libraries to secure deposit collections, and other occasional assistance from local public libraries.

SUMMARY N.H.Q. REQUIREMENTS

PY's	O&M	EQUIP
1	\$91,500	--

BUDGET ITEM	PROPOSED
Travel	\$ 7,000
Professional Development 5 Regional Workshops 1 Annual Conference	12,500 10,000
Special Projects University of Western Ontario Study User Study	6,000 6,000
Service Contracts With local public and regional libraries for special deposits to improve poor collections, part-time library assistance, Bookmobile service, etc.	50,000
TOTAL	\$91,500

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) The following additional resources be allocated immediately:

a)

REGION	PY's	O&M	EQUIPMENT
ATLANTIC	0	\$ 18,040	\$ 3,000
QUEBEC	1	58,260	6,400
ONTARIO	2	61,259	7,880
PRAIRIES	0	39,165	6,750
PACIFIC	4	67,824	5,250
TOTAL	7	\$295,452	\$29,280

b)

	PY	O&M	EQUIP
N.H.Q.	1	\$91,500	0

c)

	PY	O&M	EQUIP
TOTAL	8	\$386,952	\$29,280

- 2) The minimum acceptable level of new acquisitions for institutions of less than 400 inmates is 1,500 new titles yearly and for larger institutions the minimum is 2,800 new titles per year.

PERFORMANCE MEASUREMENT

The success with which the present library service meets institutional demands is difficult to determine objectively. The impression of much hard work and dedication on the part of motivated librarians is evident to any observer. Also true, however, is the very negative view of many staff members that the work done in most libraries is negligible and is peripheral to the main purpose of the Correctional Service of Canada. The ability to measure performance objectively would free library services from this dichotomy of opinion. The keeping of accurate library statistics provides such an opportunity to measure performance. This is an important consideration not only in planning the development of a specific library, but also is an important element in influencing the attitude of institutional librarians.

The keeping of accurate library statistics provides the flexibility for the system to adapt to change. The present study and its recommendations are severely hampered by the lack of measurable indicators of present performance. There is no uniform practice in the present system of keeping accurate statistics. The findings of this report as a result, are not completely secure on an objective base. There is, therefore, a need to assess the effect of the implementation of these recommendations in the future when the relevant statistics will be available.

The monthly collection of library statistics provides a systematic and continuous measure of performance. Statistics should be uniformly kept in order to allow for comparisons. Every aspect of library work including both reader and technical services should be documented. These basic statistics can be augmented by occasional surveys of specific programmes instituted and other less formal evaluations. Performance measurement should be accompanied by a reporting system which draws to the attention of those within the institution, regional and national headquarters the effectiveness of library services in achieving its objectives.

	MONTH	REFERENCE								TOTAL
		IN-DEPTH							QUICK	
		Orien- tation	Reader Guidance	Reference Question	SDI	Liter- ature searches	Vertical File	Other		
INMATES	JANUARY									
	FEBRUARY									
	MARCH									
	APRIL									
	MAY									
	JUNE									
	JULY									
	AUGUST									
	SEPTEMBER									
	OCTOBER									
	NOVEMBER									
	DECEMBER									
STAFF	JANUARY									
	FEBRUARY									
	MARCH									
	APRIL									
	MAY									
	JUNE									
	JULY									
	AUGUST									
	SEPTEMBER									
	OCTOBER									
	NOVEMBER									
	DECEMBER									

	MONTH	COLLECTION DEVELOPMENT														GRAND TOTAL							
		FICTION		NON-FICTION										TOTAL									
				100		200		300		400		500					600		700		800		900
		E	F	E	F	E	F	E	F	E	F	E	F	E	F		E	F	E	F	E	F	
MATERIAL DISCARDED	JANUARY																						
	FEBRUARY																						
	MARCH																						
	APRIL																						
	MAY																						
	JUNE																						
	JULY																						
	AUGUST																						
	SEPTEMBER																						
	OCTOBER																						
	NOVEMBER																						
	DECEMBER																						
MATERIAL ACCESSIONED	JANUARY																						
	FEBRUARY																						
	MARCH																						
	APRIL																						
	MAY																						
	JUNE																						
	JULY																						
	AUGUST																						
	SEPTEMBER																						
	OCTOBER																						
	NOVEMBER																						
	DECEMBER																						

MONTH	TECHNICAL SERVICES				
	ORDERS RECEIVED	ORDERS PROCESSED	MATERIAL PROCESSED	MATERIAL ACCESSIONED	MATERIAL CATALOGUED
JANUARY					
FEBRUARY					
MARCH					
APRIL					
MAY					
JUNE					
JULY					
AUGUST					
SEPTEMBER					
OCTOBER					
NOVEMBER					
DECEMBER					

RECOMMENDATIONS

The following recommendations are submitted to the Senior Management Committee for endorsement:

- 1) Institutional librarians shall be required to maintain uniform library statistics as indicated in the tables provided.
- 2) The effect of the recommendations made in this report shall be assessed after a two-year period.

SUMMARY OF RECOMMENDATIONS

The Role of Library Services in a Penitentiary

1. Library services within the Correctional Service of Canada should be based, as much as is possible, upon a public library model.
2. The primary role of institutional library services is to facilitate the self-improvement of the inmate through the provision of materials with the following objectives in mind:
 - a) To provide general reference material, as well as specific information to meet various staff and inmate needs, for example, the need for information of professional, or occupational, interest or the need for legal information;
 - b) To support the work of the various programmes within the penitentiary, for example, academic and vocational education, chaplaincy, case management;
 - c) To provide a general cultural influence through books, other materials and appropriate programmes;
 - d) To meet the special information and cultural needs related to ethnicity, language and literacy;
 - e) To provide books, music and other materials to serve the purpose of recreation;
 - f) To contribute as far as possible, through its materials and through its contact with inmates, to a humane and pleasant environment within the penitentiary.

Library Standards

3. The present lack of any policy statement on the delivery of library services should be remedied by the issuance of library standards in a Commissioner's Directive.

Proposed Standards

- a) All medium and maximum security institutions will provide library services as comparable as possible to those services available from a public library;

- b) The library shall provide an institution-wide service to meet the needs of both inmates and staff;
 - c) The institutional library participates in interlibrary loan programmes and makes optimal use of community resources;
 - d) Institutional libraries must provide adequate material for legal research, especially in the field of criminal law;
 - e) The institution will ensure that inmates have adequate access to library services;
 - f) The library collection will be of sufficient size and quality to meet the needs of the inmate population;
 - g) Written policy defines the principles, purposes and criteria used in the selection and censorship of library materials;
 - h) Library materials will be formally organized to ensure adequate bibliographic control;
 - i) The institution has a qualified librarian on staff full-time whose sole duty is the operation of library services;
 - j) The library is functional in design and inviting in appearance;
 - k) The institution will ensure that the programmes and other services of the library, will be sufficiently funded, so that a viable library facility can be maintained.
4. A procedures manual should be issued based on the recommendations contained in this report.

Reader Services

- 5. A systematic plan be devised to develop effective library programmes to meet the needs of inmates.
- 6. The present collections be improved in general with particular attention to: inmate interests, staff reference sources and revision of legal materials.
- 7. The Librarian shall use the following guidelines to censor materials:
 - a) The inmate has a right to information and reading materials normally available to a member of the public community;

- b) Material shall be prohibited only on the basis that it constitutes a security risk to the institution;
 - c) Those publications and other materials prohibited shall be regularly reported to National Headquarters.
8. Selection of materials will be made taking into consideration the following principles:
- a) Objective
 - i) The selection of material will help enable the "self-improvement" of the inmate;
 - ii) The collection of materials will be a balanced collection with a broad range of depth and subject similar to that found in a public library.
 - b) Selection Tools
 - i) Recommended lists of titles from Regional and National Headquarters;
 - ii) Formal selection tools commercially available;
 - iii) Staff and inmate requests;
 - iv) Personal judgement.
 - c) Evaluation
 - i) Does the material relate to one of the objectives established for institutional libraries?
 - ii) Will the material be used by some of the inmates?
 - iii) Does the material meet a user's need either stated or implicit?
 - iv) Does the material comply with the censorship policy?

Technical Services

- 9. The present practice of purchasing library materials from retailers such as bookstores shall cease except in exceptional circumstances.
- 10. The services of a commercial jobber shall be secured by tender each year.

11. Subject and author/title catalogues will be established in each institutional library following the revised edition of the Anglo-American Cataloguing Rules and Sears' subject heading list.
12. The minimum standard description shall be used for all original cataloguing and where possible commercially-prepared material will be used.
13. A shelf list, as well as an authority file shall be maintained.

Personnel

14. Library services shall be organized and maintained on a professional basis.
15. Immediate staffing action shall take place to fill the vacant positions for institutional librarians.
16. Institutional positions for librarian shall be filled in consultation with and with the co-operation of the professional librarian at National Headquarters to ensure the employment of well qualified persons.
17. The revised position description and the statement of qualifications requiring professional or technical skills shall be adopted.
18. A review shall be initiated of the present classification of this position to reflect its professional rather than clerical nature.

Organization

19. The Federal Liaison Office of the National Library be commissioned to review where the functional responsibility for the institutional library service should rest within the Correctional Service of Canada.
20. The direct line supervisor of the institutional librarian should be at the level of assistant warden.
21. The present functional administration be augmented to include professional supervision by the inclusion of a professional librarian on the staff of National Headquarters.
22. An institutional librarian be designated in each region to act as Chairman of a Regional Library Committee consisting of the institutional librarians.

Library Facilities

23. Access to the library facility be improved by:
- a) securing a central location within the penitentiary;
 - b) designating a substitute for the librarian; and
 - c) changing the present collective agreement of the institutional librarians to allow for week-end and evening hours.
24. The accommodation standard for institutional libraries developed by Technical Services be accepted when presented by Technical Services.
25. The standard be used to evaluate the existing facilities and that improvements be made as far as possible to comply with these standards.

Resources Required

26. The following additional resources be allocated immediately:

a)

REGION	PY's	O&M	EQUIPMENT
ATLANTIC	0	\$ 18,040	\$ 3,000
QUEBEC	1	58,260	6,400
ONTARIO	2	61,259	7,880
PRAIRIES	0	39,165	6,750
PACIFIC	4	67,824	5,250
TOTAL	7	\$295,452	\$29,280

b)

	PY	O&M	EQUIP
N.H.Q.	1	\$91,500	0

c)

	PY	O&M	EQUIP
TOTAL	8	\$386,952	\$29,280

27. The minimum acceptable level of new acquisitions for institutions of less than 400 inmates is 1,500 new titles and for larger institutions the minimum is 2,800 per year.

Performance Measurement

28. Institutional librarians shall be required to maintain uniform library statistics as indicated in the table provided.
29. The effect of the recommendations made in this report shall be assessed after a two-year period.

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