

## **CONCEPT NOTE**

# **Read Your Way Out: Advancing prison reform through libraries for lifelong learning in places of detention**

**(LAUNCHING ACTIVITY)**

**UNODC PHILIPPINES**

Criminal Justice Team

13 February 2023

## I. BACKGROUND

Prison libraries play an integral role in their function as educational, informational and recreational centers for the entire prison community. Prison libraries also play a critical role in supporting prisoners' access to education, and in helping them build new and different lives on release. In reality, however, the right to education of persons deprived of liberty (PDL) is frequently overlooked. PDLs are rarely part of educational discourse as they are locked away, often at a distance from the public. At the same time, many prison systems around the world are in crisis, with severe overcrowding, high rates of recidivism, violence and poor prison conditions.<sup>1</sup>

In the Philippines, PDLs are held in facilities run by different institutions, of which the most populous is the Bureau of Jail Management and Penology (BJMP). BJMP oversees 477 jails holding detainees on remand and PDLs convicted of a sentence of less than three (3) years. In September 2022, BJMP jails had 131,311 persons incarcerated, and displayed an average congestion rate of 370%.<sup>2</sup>

With the extreme overcrowding in jails, the United Nations Office on Drugs and Crime (UNODC) has initiated several activities that would alleviate the heavily congested jails and prisons starting with the BJMP. One decongestion strategy that UNODC proposed is a project entitled - *Magbasa Tungo sa Paglaya* or "Read your way out".

The project will support the creation of new jail libraries and provision of books and equipment, with the overall aim to provide learning opportunities for personal development, well-being and, ultimately, rehabilitation. In addition, it aims to incorporate reading activities as one of the options for PDLs to earn Time Allowance for Study, Teaching, and Mentoring (TASTM). Time allowances reduce time in sentences and facilitate decongestion, through early release coupled with rehabilitation grounded in improved education and vocational skills.

Establishment of libraries in jails is particularly relevant considering that according to BJMP data from June 2022, only 32% of functioning jails had any books available for PDLs to read. Further, in September 2022, 88% of PDLs were high school graduates or below, underpinning the need to support education in jails.

To implement the project, a Technical Working Group (TWG) was constituted composed of officials from the Bureau of Jail Management and Penology and the UNODC. The National Library of the Philippines (NLP) was also included as part of the TWG for purposes of providing their technical expertise in terms of library management<sup>3</sup>. Thereafter, for purposes of further understanding the current challenges facing jail libraries and to validate the relevance of the project, three in-person consultation meetings and one virtual consultation meeting were held which were participated in by more than 100 jail wardens and officers for nearly all 17 Philippine regions.

The prison population includes a disproportionate number of persons coming from poor, discriminated and marginalized groups and communities. Research suggests explicit connections between crime, poverty, violence and educational disadvantage, it is important to address this bias. Like every other

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<sup>1</sup> Krolak, L.: *Books Beyond Bars: The Transformative Potential of Prison Libraries*. pp. 4 and 13

<sup>2</sup> [https://www.bjmp.gov.ph/images/data\\_and\\_stats/09-30-22/Congestion\\_Rate\\_-\\_sep\\_2022.png](https://www.bjmp.gov.ph/images/data_and_stats/09-30-22/Congestion_Rate_-_sep_2022.png)

<sup>3</sup> Consultation by leadership with library professionals as to the quantitative and qualitative definition of sufficient resources should be undertaken. *IFLA-UNESCO Public Library Manifesto 2022*, p. 3

citizen, PDLs are entitled to a good education. The continued failure to educate prisoners comes with tremendous economic and social costs.<sup>4</sup> As to economic costs, according to a press release from the Senate of the Philippines from 30 August 2016: “government spending for one prisoner in jail is far greater than what it spends to keep one student in school. Annual average per inmate spending now runs at P73,910, almost three times the P23,755 the Department of Education (DepEd) spends per basic education.”

The TWG have identified thirteen (13) jail recipients from all over the Philippines. They will be provided with books and the necessary basic equipment to build their respective libraries and to complement if one is already established. These libraries are scheduled to be launched in March 2023. Part of the activities will be a ceremony participated in by key government officials and stakeholders followed by knowledge sharing sessions by experts in the field of establishing jail libraries as well as by advocates for lifelong learning in jails.

An initiative to revisit the 2019 Revised Uniform Manual on Credit for Preventive Imprisonment and Time Allowances of Persons Deprived of Liberty will also ensue, to further expand access to time allowances based on reading.

This activity will also open an opportunity for lawmakers to take a second look at Republic Act No. 7734, Otherwise Known as “An Act Providing for the Establishment of Congressional, City, and Municipal Libraries and Barangay Reading Centers Throughout the Philippines supports the establishment of libraries”. Currently, the existing law does not include jail libraries in its definition of public library. Amending it to be inclusive of jail libraries will benefit the latter in terms of funding and additional professional supervision from public librarians employed by local government units.<sup>5</sup>

From the international standpoint, the main body producing guidelines on libraries is the International Federation of Library Associations and Institutions (IFLA). The updated *IFLA Guidelines for Library Services to Prisoners*<sup>[KL1]</sup> were published in February 2023, presenting international standards for prison libraries. The UNESCO Institute for Lifelong Learning is collecting and publishing good practice from around the world, as well as policy recommendations in the field.

## **II. POLICY BASIS**

The creation of libraries in jails and prisons is inspired by Article 19 of the Universal Declaration of Human Rights that ensure the right to freedom of opinion and expression, including “to seek, receive and impart information and ideas through any media and regardless of frontiers”. The same is reiterated by the Nelson Mandela Rules, in rule 64 where it specifically says that every prison shall have a library for the use of all categories of prisoners, adequately stocked with both recreational and instructional books, and prisoners shall be encouraged to make full use of it.

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<sup>4</sup> Krolak, L.: *Books Beyond Bars: The Transformative Potential of Prison Libraries*, p.11

<sup>5</sup> Access to the public library building and services shall in principle be free of charge. The public library is the responsibility of local and national authorities. It must be supported by specific and updated legislation aligned to international treaties and agreements. It must be financed by national and local governments. It has to be an essential component of any long-term strategy for culture, information provision, literacies and education. *IFLA-UNESCO Public Library Manifesto 2022*, p. 3

Additional provisions in the Nelson Mandela rules also highlight the importance of having prisoners kept informed, further educated, and provided with recreational and educational activities.<sup>6</sup>

The Philippine Constitution likewise provides it as a state policy to give priority to education, science and technology, arts, culture, and sports to foster patriotism and nationalism, accelerate social progress and promote total human liberation and development.<sup>7</sup>

### III. ACTIVITY OBJECTIVES

*General objective:* UNODC generates awareness and engagement for implementation for the Read Your Way Out project among frontline corrections officers, public librarians in the Philippines, as well as among foreign services in the ASEAN region.

*Specific objectives:* At the end of the launch, the activity would have -

1. Presented to policy makers and relevant stakeholders the role of prison libraries in lifelong learning, rehabilitation, and as an intervention for jail congestion to support the implementation of the project.
2. Inspired participants to reform policy for the inclusion of jail libraries in existing laws and policies in terms of funding and support.
3. Introduced newly crafted memorandums from BJMP.
4. Encouraged jail officers working on welfare and development services to engage in reading activities with PDLs.
5. Encouraged jail officers working on paralegal services to properly implement the computation of time allowances in relation to reading by PDLs.
6. Encouraged public librarians to support jail libraries through integration with the local public library system.
7. Carried out the Asian launch of the new *Guidelines for Library Services to Prisoners* published by the International Federation of Library Associations and Institutions (IFLA).
8. Engaged DOJ, DILG, BJMP and Bucor in reviewing the 2019 *Revised Uniform Manual on Credit for Preventive Imprisonment and Time Allowances of Persons Deprived*, as well as the Republic Act 7743 on public libraries.

### IV. Tentative Resource Speakers:

#### **Prof. Elenice Onofre**

Prof. Onofre holds a degree in Pedagogy from the Faculty of Philosophy Sciences and Letters - UNESP/Araraquara (1969), a bachelor's degree in History from the Faculty of Sciences and Letters Barão de Mauá - Ribeirão Preto/SP (1979), master's degree in Education from the Federal University of São Carlos (1998) and a Doctorate in School Education from the Faculty of Sciences and Letters - UNESP/Araraquara (2002).

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<sup>6</sup> Rules 4, 64,104, 14, 105, and 117 of the Nelson Mandela Rules.

<sup>7</sup> Section 17, Article II, Philippine Constitution

She is currently a professor at the Department of Pedagogical Theories and Practices and the Graduate Program in Education of the Federal University of São Carlos - UFSCar. She has experience in education, with emphasis on didactics, working on the following topics: teacher training and other educational agents, non-formal spaces of education, training of social educators.

She is also a member of the research group Social Practices and Educational Processes – research line Education of Young people and adults in situations of restriction and deprivation of liberty. Prof Onofre also coordinates the Building/UFSCarCenter for Research and Practices in Education in the spaces of restriction and deprivation of liberty of the Federal University of São Carlos.

### **Lisa Krolak**

Lisa Krolak works since 2001 as Chief Librarian at the [UNESCO Institute for Lifelong Learning in Hamburg, Germany](#). She holds a Diploma in Librarianship (Germany, 1992) and a MSc in Information and Library Studies (UK, 1997). From 1998 until 2001 she worked in an NGO in Belize, Central America, where she also set-up various school- and community libraries. In her current position, she co-ordinates various international networks. Her research interest in the role of libraries for supporting literacy and lifelong learning, led her to write an international [book](#) and policy brief on prison libraries. Lisa is the Chair of the global [IFLA Working Group on Prison Libraries](#). In this function, she coordinated during the last two years the update of the *IFLA Guidelines on Prison Libraries*.

### **Jane Garner**

Dr Jane Garner is a Lecturer in the School of Information Studies at Charles Sturt University in Wagga Wagga, Australia. Jane received her PhD from RMIT University (Australia) in 2017. She also holds a Bachelor of Business, Information and Library Management from RMIT University. Jane's research focuses on the delivery of library and information services to underserved and underprivileged communities. She is particularly interested in the role, and experience of using libraries in adult and juvenile prisons and published various research results in this area. During the last two years, Jane edited the *IFLA Guidelines on Prison Libraries*.

### **Marie Macauley**

Marie Macauley is Programme Specialist at the UNESCO Institute for Lifelong Learning where she leads a number of different projects, including the UNESCO Global Network of Learning Cities, the programme on the recognition, validation and accreditation of prior learning of migrants and refugees around the world, and an international project on education on prison. Before UIL, Marie was a manager at the Council of Ministers of Education, Canada (CMEC) where she contributed towards the development of policy in K-12 and adult education in Canada and internationally.

### **Padma Bandaranayake**

Mrs Padma Bandaranayake serves as a director at the National Library of Sri Lanka. She holds a degree in Science (Agriculture) from the Faculty of Agriculture of the University of Peradeniya, Sri Lanka in 1994, a

Master's Degree in Information (M.A in Information) from the University of Technology, Sydney, (UTS) in Australia in 2001 and currently she is reading for her PhD on the Effectiveness of Prison Rehabilitation Programmes on Recidivism of Adult Prisoners in Sri Lanka. She has been volunteering at Prisons in Sri Lanka supporting various kinds of prison rehabilitation programmes. Her PhD study focuses on the effectiveness of prison rehabilitation programmes on recidivism in Sri Lanka paved the way to publish book chapters, research articles and paper presentations. Her research focuses on prison education and the impact of prison libraries on rehabilitation programmes too. She served as a member of the global IFLA Working Group on Prison Libraries and contributed the work on the 4<sup>th</sup> edition of the IFLA Guidelines on Prison Libraries.

## **V. Participants**

### **(i) Guests to the launch event**

1. Office of the Secretary of Education (2)
2. Office of Senator Loren Legarda (2)
3. Office of DILG Secretary (Benjamin Abalos Jr., Usec Public Safety, Usec Peace and Order) (6)
4. Office of DOJ Secretary (Jesus Crispin Remulla, Usec Deo Marco) (4)
5. National Library of the Philippines (NLP Director Cesar Gilbert Q. Adriano) (4)
6. Supreme Court (2)
7. UNODC Regional Office (5)
8. UNODC Manila Staff (5)
9. UNESCO UIL & Other Resource Persons (8)
10. Bureau of Jail Management and Penology (49)
11. Public Libraries (13)

Total: 100 pax

### **(ii) Participants during the workshops**

This list indicates frontliner officers from the 13 new jail libraries to be created with UNODC support (2 BJMP officers + 1 local public librarian). In addition, it includes national bodies and representatives from ASEAN states' prison services.

- 13 Wardens from the recipient jails (w/a)
- 13 Paralegals from recipient jails (w/a)
- 13 Welfare and Development officers from nearby jails (w/a) (practicing ALS teachers)
- 13 Public Librarians (having jurisdiction over the jails invited) (n/a)
- 3 NLP (n/a)
- 1 Philippine Librarian Assoc. Inc. President (n/a)
- 6 BJMP TWG Members including the legal department (w/a)
- 8 from UNODC Regional Office (w/a)
- 8 from UNESCO UIL & other Resource Persons (w/a)
- 3 UNODC Staff (n/a)

Total: 80 pax (58 with accommodation)

## VI. INDICATIVE AGENDA

**DAY 0**  
**13 MARCH 2023**  
**(Jail and Library Visit)**

Time	Activity	Responsible Person/Office/Participants
9:00 a.m. to 12:00 noon	Visit to Manila City Jail Library  Presentation of current welfare and development activities in relation to the jail library	BJMP Secretariat UNODC 7 International Speakers (BJMP PCVE Center)
LUNCH MEETING (Workshop Dry Run)		
2:00 to 4:00 pm	National Library of the Philippines	UNODC NLP 7 International Speakers

**DAY 1**  
**14 MARCH 2023**  
**(Launch & Workshop)**  
**1st half - Launch**  
**2nd half - Workshop simultaneous with meeting**

Time	Activity	Responsible Person/Office
<b>Preliminaries</b>		
8:30 a.m. - 9:00 a.m.	Registration	BJMP Secretariat
9:00 a.m. - 9:10 a.m.	Philippine National Anthem Ecumenical Prayer Acknowledgement of Participants	BJMP Secretariat
9:10 a.m. - 9:20 a.m.	Opening Remarks	<b>Mr. Olivier Lermet</b>



# UNODC

United Nations Office on Drugs and Crime

9:20 a.m. - 9:35 a.m.	Keynote Message	VP Sarah Duterte
<b>Messages of Support</b>		
9:35 a.m. - 9:50 a.m.	Message of Support	Senator Loren Legarda
9:50 a.m. - 10:05 a.m.	Message of Support	DILG Secretary
10:05 a.m. - 10:20 a.m.	Message of Support	DOJ Secretary
10:20 a.m. - 10:35 a.m.	Message of Support	NLP Director
10:35 a.m. - 10:50 a.m.	Message of Support	BJMP Chief
<b>Policy Basis and Policy Recommendations</b>		
10:50 a.m. - 11:00 a.m.	Brief Background and Policy Basis of the Project	<b>Mr. Rafael Barreto Souza</b> Crime Prevention and Criminal Justice Officer, UNODC
11:00 a.m. - 11:15 a.m.	Policy Recommendations	<b>Ms. Lisa Krolak,</b> Chief Librarian, UNESCO Institute for Lifelong Learning
<b>Presentation of the New BJMP Memorandums, Declaration of Cooperation, &amp; Signing and Turn-over Ceremony</b>		
11:15 a.m. - 11:30 a.m.	Presentation of the New BJMP Memorandums in relation to the RYWO Project  Presentation of the Declaration of Cooperation	<b>Atty. Lani Banotan</b>  <b>Atty. Rona Mestiola</b>
11:30 a.m. - 11:40 a.m.	Signing of the Declaration of Cooperation	<b>BJMP, NLP, UNODC</b>
11:40 a.m. - 11:50 a.m.	Symbolic Turnover of the Libraries to BJMP and Ribbon Cutting (Mock Library)	<b>Dignitaries, BJMP, DOJ, DILG, UNODC, INL, NLP</b>
11:50 a.m. - 12:00 noon	Photo Opportunity	<b>BJMP/UNODC</b>





<b>End of Launching Activity LUNCH (12:00 noon to 1:00 p.m.)</b>		
1:00 p.m. to 1:30 p.m.	Getting-to-know, Settling-in, and Meaningful Conversations	<b>Participants, Resource Persons, Organizers</b>
1:30 p.m. - 2:10 p.m.	The transformative potential of prison libraries – international perspectives	<b>Lisa Krolak</b>
2:10 p.m. - 2:50 p.m.	Introduction to the New <i>IFLA Guidelines for Library Services to Prisoners</i> (Asian Launch)	<b>Jane Garner</b>
2:50 p.m. - 3:20 p.m.	<i>Generation of Insights Through Breakout Groups</i> (3 Groups)  Provisional Discussion Guide: <ol style="list-style-type: none"> <li>1. What’s something new that we learned today?</li> <li>2. How can we use this in our present prison library set-up?</li> </ol>	<b>Lisa Krolak, Jane Garner, and other facilitators</b>
3:20 p.m. - 3:50 p.m.	Plenary recap/sharing of break out group outputs	<b>Group 1 Group 2 Group 3</b>
<b>20-Minute Break 3:50 p.m. to 4:10 p.m.</b>		
4:10 p.m. to 4:50 pm	Prison education and its role in prison reform	<b>Marie Macauley</b>
4:50 p.m. to 5:25	Generation of Insights  Panel Question and Answer	<b>Marie Macauley, Lisa Krolak, Jane Garner</b>



5:25 p.m to 5:30 p.m.	Instructions and announcements for Day 2.	UNODC
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**15 MARCH 2023  
DAY 2 (LAUNCH)  
(Workshop Proper)**

Time	Activity	Responsible Person/Office
8:00 a.m. - 8:30 a.m.	Plenary  Recap of previous day activities.  Introduction of all the Resource Speakers for the day	Participants  UNODC/BJMP
<b>Best Practices</b>		
8:30 a.m. - 9:00 a.m.	Best Practices: The Life Changing Library / The Living Library	Preeya (Thailand)
9:00 a.m. - 9:30 a.m.	Best Practices: Setting-up a Prison Library	Sipar Org (Cambodia)
9:30 a.m. - 10:00 a.m.	Best Practices:	(Philippines) Quezon City Jail Female - on connecting with Public Libraries Parang City Jail - on starting with limited resources (BJMP)
10:00 a.m. - 10:30 a.m.	<i>Generation of Insights Through Breakout Groups</i> (3 Groups)  Provisional Discussion Guide  1. What resonated with me? 2. What works? What does not work?	Preeya, Sipar Org, (Someone from the Philippines), and other facilitators



<b>30-Minute Break</b> <b>10:30 a.m. to 11:00 a.m.</b>		
<b>Knowledge Sharing</b>		
11:00 a.m. to 11:30 a.m.	Knowledge Sharing:  A little happy place: How Libraries Support Prisoner Wellbeing	Jane Garner (Australia)
11:30 a.m. to 12:00 noon	Knowledge Sharing:  How Prison Libraries Support Rehabilitation	Padma Bandaranayake (Sri Lanka)
12:00 noon to 12:30 p.m.	<i>Generation of Insights Through Breakout Groups (3 Groups)</i>  Provisional Discussion Guide  1. What resonated with me? 2. What works? What does not work?  (3 Groups)	Jane Garner, Padma Bandaranayake, and other facilitators
<b>Lunch</b> <b>12:30 p.m. to 1:30 p.m.</b>		
1:30 p.m. to 2:00 p.m.	<i>Plenary Recap/Sharing on the Best Practices and Knowledge Sharing Sessions</i>  Group 1 Group 2 Group 3	Participants
<b>Knowledge Sharing</b>		
2:00 p.m. to 2:50 p.m.	Knowledge Share: Reading in Places of Detention	<b>Elenice Onofre (Brazil)</b>



2:50 p.m. to 3:20 p.m.	Knowledge share: Australian Prison Libraries: A study of existing knowledge and recent findings	<b>Jane Garner (Australia)</b>
<b>20-Minute Break 3:20 p.m. to 3:40 p.m.</b>		
3:40 p.m. to 4:10 p.m.	<i>Generation of Insights Through Breakout Groups (3 Groups)</i>  Provisional Discussion Guide  1. What resonated with me? 2. What works? What does not work?  (3 Groups)	<b>Elenice Onofre and Jane Garner</b>
4:10 p.m. to 4:30 p.m.	<i>Plenary Recap/Sharing on the Knowledge Sharing Sessions</i>  Group 1 Group 2 Group 3	<b>Elenice Onofre and Jane Garner</b>
4:30 p.m. to 4:45 p.m.	Books Behind Bars: Putting it all together	<b>Lisa Krolak</b>
4:45 p.m. to 5:10 p.m.	Review of all the topics and Question and Answer Portion for all the speakers	<b>UNODC/BJMP</b>
5:10 p.m. to 5:20 p.m.	Presentation of Certificates to Resource Persons and Participants	<b>UNODC/BJMP</b>
<b>Closing Remarks, Message of Support, &amp; Next Steps</b>		
5:20 p.m. to 5:25	Closing Remarks	<b>BJMP Chief</b>
5:25 p.m. to 5:30	Message of Support and Next Steps	<b>Mr. Rafael Barreto Souza</b> Crime Prevention and Criminal Justice Officer, UNODC



# UNODC

United Nations Office on Drugs and Crime

**16 MARCH 2023**

**DAY 3**

**(DEBRIEF MEETING, RECOMMENDATIONS, AND NEXT STEPS)**

Time	Activity	Responsible Person/Office
8:00 a.m. - 9:00 a.m.	Debriefing and lessons learned with International Speakers over breakfast  TWG  Regional Office Participants	UNODC
9:00 a.m. - 10:00 noon	TWG Next Steps Meeting	UNODC/BJMP
<b>Check Out</b>		