

EXTRACTS FROM THE MODEL PRISON MANUAL CHAPTER XXIII— EDUCATION

Essential elements :

Education is a harmonious and all-round development of human faculties, mental and physical. It is a process by which the knowledge, character and behaviour of the inmates can be moulded. Education is a preparation for social life. It helps to acquire such knowledge and skills as would help the inmate in his rehabilitation in society.

Education is adjustment to social environment. It is a process by which inmates can be helped in their ultimate resettlement in society. Education is character-building. Through precept and example correctional personnel should inculcate among inmates good habits and healthy attitudes.

A diversified education programme aims at :

- (i) Providing opportunities to the illiterate inmate to achieve at least a minimum level of education;
- (ii) Extending facilities to literate inmates to advance their educational standards;
- (iii) Developing a better understanding of the duties and obligations of a citizen ; improving the attitude of inmates towards society and fostering a desire to live as good citizens;
- (iv) Assisting the development of good social and ethical habits and attitudes so that the inmate may properly adjust his life in the community ; helping the inmate to improve his personality and his ability for social adjustment through individual and group guidance in social living ;
- (v) Developing points of view which will make apparent to the inmates the futility of a criminal way of life ; making the inmates aware of the advantages of a law abiding life;
- (vi) Stimulating sustained interest and effort towards self-improvement;
- (vii) Developing social consciousness and a sense of social responsibility and obligations.

To these ends, each prisoner should be given a programme of education which will help the process of his socialization and rehabilitation. In order to achieve these objectives an adequately trained educational staff, minimum facilities like class-rooms, library, equipment, etc., should be provided.

The education of illiterate adolescent and adult prisoners shall be compulsory. Correctional Administration will pay special attention to educational programmes.

Because of wide variations in intelligence and interests of inmates, it is essential to organize diverse educational programmes to suit the needs of inmate groups. Prisoners should be re-educated in order to assume total responsibility in the outside world.

Educational programme should cover material which would help to develop the inmate as an effective member of social groups. The programme should also help to develop insight on the part of the inmate with the problems involving crime and its consequences.

The nature of the educational programme in an institution should be related to the size and type of the inmate population and the time earmarked for educational programmes. Educational activities should be developed in conjunction with the total programme in the institution.

So far as practicable, the education of prisoners shall be integrated with the educational system of the State so that after their release they may continue their education without difficulty. Educational programmes should be related to aftercare programmes.

EXTRACTS FROM THE MODEL PRISON MANUAL CHAPTER XXVI— CULTURAL ACTIVITIES

Essential elements :

Cultural and recreational activities will have the following objectives :—

- (i) To break the tedium and boredom of institutional regimentation and bring in an atmosphere of relaxation and joy in the institution;
- (ii) To offer opportunities to inmates for :
 - (a) restoration of energies, (b) outlets in socially accepted ways, (c) establishing helpful social relations, (d) aesthetic pursuits and cultural development, (e) creative satisfaction, (f) channelising surplus energies in a constructive manner;
- (iii) To utilize group living in the institution for the purpose of imparting training in —
 - (a) group adjustment;
 - (b) gaining mastery over self, environment and situation;
 - (c) good standards of social relations;
 - (d) good attitude towards fellow men;
 - (e) respect for rules and procedures and fairness;
 - (f) proper way of living;
- (iv) To inculcate a discipline of healthy interests so that after release the inmate may utilize his spare time constructively;
- (v) To minimise the possible harmful effects of incarceration occurring through abnormal sex activities, reveries, day-dreams etc.;
- (vi) To offer healthy substitutes for perverted practices like gambling and other underworld pursuits;
- (vii) To improve the tone of institutional discipline and to promote good morals;
- (viii) To improve the institutional discipline in attitudes.

Cultural and recreational activities should be provided in all institutions for the benefit of the mental and physical health of prisoners. These activities are basic elements of the rehabilitation programme for inmates. They should form integral part of the institutional regime. Recreation and cultural pursuits should be considered as important factors in the social development of the inmates.

The effects of good recreational and cultural projects can be just as constructive as the products of education and vocational training. Cultural and educational activities should be co-ordinated. The inmates can be socially educated through cultural

programmes. Sufficient time in the daily programme should be allowed for recreation so that the institutional programme gets well rounded and properly balanced.

There should be a sufficient variety for choice in cultural and recreational opportunities, so that inmates of various age groups and interests can participate in these programmes. Cultural and recreational activities should be so organised as would be within the range of interests and abilities of inmates.

Recreation through small size groups should prove of special value in the institutional set-up.

(i) To offer opportunities to inmates for :
 (a) to develop self-reliance and initiative
 (b) to develop self-discipline and self-control
 (c) to develop self-respect and self-esteem
 (d) to develop self-confidence and self-worth
 (e) to develop self-responsibility and self-accountability
 (f) to develop self-assertiveness and self-assertion
 (g) to develop self-assertiveness and self-assertion
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 (z) to develop self-assertiveness and self-assertion

(ii) To utilize group living in the institution for the purpose of imparting training in —

- (a) group adjustment;
- (b) gaining mastery over self, environment and situation;
- (c) good standards of social relations;
- (d) good attitude towards fellow men;
- (e) respect for rules and procedures and fairness;
- (f) proper way of living;

(iv) To inculcate a discipline of healthy interests so that after release the inmate may utilize his spare time constructively;

(v) To minimise the possible harmful effects of intoxication, smoking, through abnormal sex activities, reverse, etc.;

(vi) To offer healthy substitutes for perverted practices like gambling and other underworld pursuits;

(vii) To improve the tone of institutional discipline and to promote good marks;

(viii) To improve the institutional discipline in general.

Cultural and recreational activities should be provided in all institutions for the benefit of the mental and physical health of prisoners. These activities are basic elements of the rehabilitation programme for inmates. They should form integral part of the institutional regime. Recreation and cultural pursuits should be considered as important factors in the social development of the inmates.

CHAPTER XI

WORK PROGRAMMES AND VOCATIONAL TRAINING

(Industries, Agriculture and Prison Maintenance Services)

11.1 It is well recognised that work and vocational training are the most important components of prison programmes. In fact, all other institutional activities have to be planned around them. In the prison set-up, employment of inmates in work programmes and vocational training have specific objectives. The principal objective is that an inmate should be imparted such skills and attitudes as can facilitate his resettlement in society after his release.

11.2 The U. N. Standard Minimum Rules for the Treatment of Prisoners make specific mention of work and vocational training and lay down principles on which these programmes should be organised in view of their usefulness in the rehabilitation of offenders. In spite of this paramount importance of vocational training and work programmes, the Committee has found during its visits to various States and Union Territories that there is an absolute lack of planning in this field, and the objectives of these programmes have been completely lost sight of in the plethora of problems of prison administration.

11.3 The importance of vocational training and work programmes has been emphasised and re-emphasised by various committees and commissions during the past six decades and a number of valuable suggestions have been made for the reorganisation and modernisation of prison work programmes. At the national level, the Indian Jails Committee 1919-20, the All India Jail Manual Committee 1957-59 and the Working Group on Prisons 1972-73, made some important suggestions to plan and reorganise prison work programmes and vocational training in order to make them efficacious for achieving the objectives of imparting work-skills to the inmates for their socio-economic resettlement after release. In some States (such as in Andhra Pradesh, Maharashtra and Uttar Pradesh) state level committees were constituted to suggest measures for the reorganisation of prison industry and agriculture. Jail Industries Reorganisation Committee, 1961 constituted by the Maharashtra State made some innovative suggestions and we found these suggestions useful to us. Prison industries in Maharashtra are being developed on the basis of that report. Some attempts have also been made in the States of Andhra Pradesh, Karnataka and Uttar Pradesh to reorganise prison industries; but in most of the other States and Union Territories, this important aspect of prison administration has remained virtually neglected.

11.4 Our general observations regarding work programmes and vocational training for prisoners, based on our visits to prisons and on other methods of study, are as follows:—

- (i) In most of the States and Union Territories, there is no proper planning for work programmes and vocational training for prisoners;
- (ii) The existing capacity of work opportunities in prisons has not been fully utilised. No thought seems to have been given to create new work opportunities for the

optimum employment of inmate population. In a number of States, workshops in prisons are lying idle and the available agricultural land has not been brought under cultivation. Out of a total of 3892 hectares of agricultural land attached to prisons only 2487 hectares of land is used for cultivation and more than one third is lying waste. The mismanagement in the field of optimum utilization of work opportunities is also evident from the fact that while the capacity of open prisons in India was 4626, the average daily inmate population of these camps was only 2842 during the year 1980. The prison administration is obviously not concerned about the optimum utilisation of man-power in prisons.

- (iii) Requirements of man-power in prison industries, agriculture and prison services have not been worked out on unit basis. Agreeing that prisoners are generally unwilling workers, it would be impossible to plan optimum utilisation of prison labour unless some norms of requirements of man-power per unit of work in each section of prison industry and agriculture are worked out. No efforts have been made in this direction.
- (iv) There is a strange juxtaposition of unemployment, under supply and over supply of labour in various work programmes in prisons. The reasons for this situation are many; the important ones being: concentration of most of the prison industries in central prisons or in some large district prisons, absence of work programmes in a number of district prisons and lack of adequate work opportunities for inmates eligible to work. There is widespread unemployment caused by lack of work programmes in a number of district prisons. In prisons where industries function, there is periodic unemployment due to lack of adequate employment facilities or non-supply of raw-material in time. In some prisons, where large number of inmates are confined, adequate work opportunities have not been created, and, merely to reduce the figures of unemployment, prison labour is over-supplied in the available industries. On the other hand, in some institutions, certain work programmes suffer for want of supply of labour. Agricultural farms attached to prisons and open institutions, for example, generally suffer from this malady. All these situations exhibit poor planning of work programmes in prisons.
- (v) Prison industry and agriculture in most of the States are still run on obsolete patterns. The progress shown by private and public sector industries in adopting modern techniques of management and production has not been reflected in the prison industry at all. Outdated and outmoded machinery, tools and equipment are still being used. The system of wages and incentives is so unattractive that it hardly encourages prisoners to work willingly.
- (vi) In most of the States, prison industries are still being managed by executive staff such as jailors and deputy superintendents assisted by a handful of technical staff. These personnel are not trained and equipped for efficient and effective management of prison industries. The infra-structure of technical personnel is meagre and has no say in the planning and development of industrial and agricultural units.
- (vii) There is no properly planned and organised vocational training programme anywhere in India to promote future settlement of inmates after their release. The absence of such training programmes has also affected adversely the production in prison industries and the quality of articles produced.
- (viii) Development of prison work programmes and vocational training has suffered for want of funds. The subject of prisons has not yet been included in the mainstream of our national developmental plans; it has continued to be in the non-plan sector. It is indeed a sad reflection that the huge man-power

available in prisons has not been fully utilised in the States and Union Territories for want of adequate and planned investments. It appears that the State Governments and Union Territory Administrations do not recognise that such investment will not only enhance the production of prison industries but will also be in the larger interests of the society as it would help in the resocialisation of offenders.

- (ix) Due to lack of adequate attention to the development of prison industries and work programmes there has also been a conspicuous deterioration in prison discipline. We feel that one of the causes of indiscipline in prisons is the rampant idleness of inmates resulting from lack of meaningful employment in work programmes and vocational training.

11.5 The objectives of work programmes in prisons have been undergoing changes in various countries in accordance with their thinking about objectives of punishment. In India, the objectives of punishment have been accepted as protection of society through the reformation and rehabilitation of the offender. Obviously the objectives of work programmes have to be in line with this thinking.

11.6 The All India Jail Manual Committee has discussed in detail the principles and objectives which should guide the designing of work programmes in prisons and we are in agreement with the views of that Committee :

“All prisoners under sentence should be required to work subject to their physical and mental fitness as determined medically. Work is not to be conceived as additional punishment but as a means of furthering the rehabilitation of the prisoners, their training for work, the forming of better work habits, and of preventing idleness and disorder.

Institutional work should be the activating centre of all operations and programmes. Institutional routine and other programmes should be integrated and dovetailed with work and training programmes.

Punitive, repressive and afflictive work in any form should not be given to prisoners. Work should not become a drudgery and a meaningless prison activity. Work and training programmes should be treated as important avenues of imparting useful values to inmates for their vocational and social adjustment and also for their ultimate rehabilitation in the free community.

Prison labour should be performed under conditions and in an environment which will stimulate industrious habits and interest in work.

The interests of prisoners and vocational training must not be subordinated to the purpose of making a financial profit from an industry in the institution. Production and vocational training should be properly balanced. Correctional employment programmes must be constructive from the point of view of the welfare of prisoners as well as the welfare of society.”¹

11.7 While the prison work programmes have to be so revised as to meet the above objectives, their economic aspect should not be lost sight of. The economics of prison work programmes has many perspectives. Some of the basic criteria which should be principally kept in view for the development of work programmes in prisons are : (a) optimum meaningful employment of inmates ; (b) full utilisation of the available man-power in prisons for supply of services and goods required by the prison community, government and semi-government departments; (c) qualitative and quantitative improvements in prison production; (d) supply of capital, working costs, margin of profit and such other

aspects as are inherent in the planning and development of an industrial or agricultural organization on sound business and commercial principles ; (e) development of work programmes and vocational training in terms of imparting skills to inmates and also for changing their outlook towards work as the focal point in their scheme of life; (f) availability of resources that is men, money and material. Human effort is the most vital of these resources. Other resources can be fully utilized only through human effort.

11.8 The efficiency of any industrial organization can be tested from different angles. Some of these are : (a) achieving maximum returns with minimum outlay; this is the classical economic theory ; (b) largest output at the lowest money cost; this is the business outlook ; (c) the extent of profit; this is the commercial test; (d) production and cost; these are the generally applied tests to any production unit ; (e) largest output at the lowest human cost in terms of fatigue, monotony and accidents; this is the perspective of economic utilization of labour.

11.9 However, the above test cannot be applied to prison industry. It is our view that the efficiency of work programmes in prisons has essentially to be assessed in terms of human efforts, human costs, human benefits and human satisfaction. There is no doubt that such an assessment is indeed very complex. In fact, the question of devising workable measures and standards on the basis of which the relation between human efforts and endeavours and human benefits and satisfaction can be assessed is one of the enigmas in the field of industrial economics and much more so in prison work programmes.

11.10 The data supplied by the States and Union Territories shows that on December 31, 1980, the total convicted inmate population was 64090 (63235 males and 855 females). As against this the total undertrial inmate population was 92276 (89639 males and 2637 females). Out of the convicted inmate population, meaningful employment and vocational training programmes can be planned for the inmates who are in the age group of 16—60 and are sentenced to rigorous imprisonment above one year upto life imprisonment. The number of such inmates comes to 40746 in the whole country. This, however, is the analysis of inmate population of one day; the annual turn-over would naturally be much larger.

11.11 The total capacity of employment in prison industries and agriculture is 30785. The statistics reveal that even this capacity was not fully utilised and only 23409 inmates were actually employed in prison industries and agriculture. While the existing capacity of prison industries and agriculture was not utilised to the extent of 7376 inmates, 17337 convicted inmates who were employable, were left out without any meaningful work programmes or vocational training. A large percentage of convict population is employed in prison maintenance services. If the total number of inmates kept unemployed in work programmes is calculated for the whole year, it would amount to a huge national loss in the form of wastage of man-power.

11.12 There are some categories of prisoners who present basic difficulties about their meaningful and full-time employment in prisons. These categories are :

- (i) undertrial prisoners;
- (ii) prisoners sentenced to simple imprisonment;
- (iii) prisoners sentenced to rigorous imprisonment for less than 3 months;
- (iv) old, infirm and physically handicapped prisoners;
- (v) sick and convalescent prisoners;
- (vi) prisoners suffering from mental illness and border-line cases;

- (vii) aggressive criminal psychopaths and prisoners having violent tendencies;
- (viii) highly indisciplined inmates, instigators and prisoners having escape risk.

These prisoners are unemployable from the legal, medical, disciplinary and administrative points of view. However, in some States, rules provide for the employment of undertrial prisoners and prisoners sentenced to simple imprisonment in case they volunteer to work. But the response of undertrial prisoners to this facility is not quite good. In all, about 21,000 undertrial prisoners who volunteered to work were employed in prison maintenance services or small industries as on December 31, 1980, according to the statistics received. In some of the States undertrial prisoners volunteering to work were paid wages while in other States they were given only a labouring diet equal generally to that given to the convicted prisoners.

11.13 It is obvious that in prisons where adequate work opportunities have not been created even for the full employment of employable convicted population, it will be unreasonable to expect undertrial prisoners to opt to work. Apart from this, the incentives to work and the system of wages have little to offer by way of attraction to the undertrial prisoners to take up employment in prison work programmes on a voluntary basis. It is, therefore, necessary to create adequate work opportunities and a rational system of wages and incentives if we want to fully utilise the manpower in prisons comprising those who are employable by virtue of their sentence and those who volunteer to work. We have suggested elsewhere the setting up of work camps and work centres for prisoners sentenced to less than one year but for the group of prisoners sentenced to one year or more, useful work opportunities will have to be created in either closed or open institutions.

11.14 The statistics about prison industries and agriculture in different States and Union Territories are maintained in a very unsatisfactory manner. Even in the absence of reliable data we are of the view that as compared to the private sector industries, public undertakings, and large agricultural farms in the public and private sectors, the production of prison industries and agriculture is very unsatisfactory.

11.15 In most of the States and Union Territories that we visited, it was observed that prison industries were being run on outdated and outmoded practices and procedures. Only in some States such as Andhra Pradesh, Karnataka, Maharashtra and Uttar Pradesh, some industries have been semi-mechanised or mechanised. Since the advent of freedom and especially after the launching of five year plans, industrial development in our country, has been going on at a rapid pace. Apart from the development of capital industries, the growth of cottage and small scale industries has also been remarkable. In the process of industrial growth various new products have been introduced, modern methods of management and production have been adopted and as a result India has made its own mark in the field of industrial development. Despite all this, it is regrettable that in prison industries there has not been much progress. Except in a few States the necessity of modernizing prison industries has not yet been tangibly accepted and implemented.

11.16 During our visits, we studied the organizational pattern of prison work programmes. Our general observations in this regard are : the pattern of organization varies from State to State; the organization at the headquarters is weak and technical staff is not adequate; there is lack of proper coordination between the organization at the headquarters and that at the prison level; the functions and responsibilities of personnel in the organizations at various levels have not been clearly defined; authority and responsibility have not been properly decentralized; executive officers such as deputy superintendents, jailors and deputy jailors are made incharge of work programmes at the prison level; and, personnel in charge of prison industries have no training in modern methods of management of industrial and production units.

11.17 The existing organization at the headquarters, regional and institutional level is not equipped for planning and implementing work programmes and vocational training on modern and progressive lines. Work programmes in most of the States and Union Territories have suffered because of poor planning. Proper and methodical planning is an essential pre-requisite for the efficient management of work programmes, and for their co-ordination, direction, control, supervision and evaluation. At present, there is no assessment of the available man-power and no properly planned programmes for its utilization. Prison industries suffer from lack of adequate monetary provision, and physical facilities. Procurement and supply of raw-material, equipment and stores is unsystematic and uneconomical. The management organisation pays little attention to fixing of priorities of employment and production programmes or to marketing of products.

11.18 In most of the prisons that we visited conditions of work in prison industries and agriculture projects were unsatisfactory. The management does not observe even the minimum standards in matters of hours of work, precautions against health hazards, prevention of accidents and fire, and provision of hygienic and sanitary conditions.

11.19 The system of tasks and wages which is another essential pre-requisite for an organised industry has also not been rationalised. It differs from State to State. Tasks for different production units and their man-power needs have not been standardised on the basis of proper studies of work, time and motion.

11.20 The system of paying wages to prisoners working in prison industries and other work programmes has not been introduced in a number of States and Union Territories. The rate of wages varies from Re. 0.10 to Rs. 2.00 per day. We found that wages have been fixed on an ad hoc basis. While certain categories of prisoners are eligible for wages others are not. Prisoners on wage system are kept in the same institution and even in the same production units with those who are not eligible to earn wages. In some States where wages to the tune of lakhs of rupees are being paid per year, there is lack of adequate infrastructure for the proper implementation of wage system and for keeping proper records. The system wherever in existence is operated mostly by convict clerks. In some of the States, the system of wages has been inter-linked with the prison canteen. Responsibilities regarding measurement of tasks, computation of wages, distribution of coupons through the canteen from the wage account have not been clearly defined. The general impact of such haphazard application of wage system is that it is gradually losing its utility as an incentive for greater inmate participation in work programmes.

11.21 The question of fixing rates of wages in prisons is, no doubt, a complex job. For obvious reasons, prisoners cannot be given the same rates of wages as are given in the private sector or in a public undertaking. Linking rates of wages of prisoners with commercial wage rates presents many practical difficulties. We are of the view that prisoners should be paid fair, adequate and equitable wages in proportion to the skills required for the product or job or service and the satisfactory performance of the prescribed tasks. While fixing such fair, adequate and equitable wage rate, the minimum wage rate for agriculture, industry, etc., as may be prevalent in each State and Union Territory should be taken into account. Units of work prescribed for such minimum wage should also be taken into consideration. The average per capita cost of food and clothing on an inmate should be deducted from the minimum wage and remainder should be paid to the prisoner. We consider that this would be a fair and equitable basis for fixing wage rates in prisons.

11.22 A substantial percentage of prison population consists of prisoners hailing from poverty groups. In the free community they are economically under-privileged.

If the earning member of such a family is sent to the prison the entire family suffers great financial hardship. Taking this aspect into consideration, we are of the view that the rates of wages should be so fixed in prisons as would enable the wage earning prisoner to spend a portion of his wages on his own needs, send some portion for the maintenance of his family, save some portion of his earnings for his post release rehabilitation, and pay compensation to the victims of his offence if so ordered by the court.

11.23 During our discussions with prison administrators in different States and Union Territories with regard to the question of prison industries and agriculture we found that inadequacy of funds has handicapped the growth of prison work programmes in majority of States and Union Territories. The availability of manpower in prisons and the possibilities of their optimum utilisation in work programmes, which are the central activity of such institutions, are indeed great assets from the economic point of view; but unfortunately these assets have never been fully appreciated or utilised by the departments dealing with prisons in the secretariats or by the Finance Departments of the States/ Union Territories. The Department of Prisons has never been treated as a development department and no attention has been paid to augment production in prison industries and agriculture. If this was properly appreciated there should have been no paucity of funds for the development of work programmes in prisons. This, we consider, is the principal reason why in most of the States and Union Territories prisons have not been included in the Five Year Plans. If the economic aspect of prison work programmes is properly and scientifically planned, there is no reason why the industrial and agricultural activities of prisons should not yield reasonable and rational margin of profit.

11.24 Vocational training has been recognised as one of the most important components of correctional programme. The objectives of imparting vocational training to inmates are : (a) training and equipping them for lasting vocational adjustment and for their rehabilitation; (b) imparting training in work-skills, vocational ethics, vocational practices and principles; proper use of material, tools, implements and machines; processes, operations and stages; skills and techniques; (c) improving work habits, workskills, work performance, job intelligence and craftsmanship of inmates and thus equipping them for conditions of work in the outside labour market; (d) creating an active interest in work; (e) developing a sense of self-confidence and pride in their work and vocation; (d) developing reserve pool of trained inmates to maintain continuity in work programmes in prisons.

11.25 We are distressed to note that vocational training of inmates is completely neglected in all the States and Union Territories. In the mass handling of prisoners, as is in vogue at present all over India, vocational training has not received any attention at all. It has been neglected because the main emphasis in prison work programmes has been only on increased production. It is our belief that vocational training must be treated as an important component of treatment programmes so that offenders are trained in terms of their lasting occupational adjustment and for their ultimate re-settlement in society as useful social units.

11.26 Diversification of work programmes and vocational training is closely inter-linked with the system of diversified prisons and scientific classification of prisoners which we have discussed in Chapter IX on 'System of Classification'. During our visits to various prisons, we found that the question of diversification of work programmes and vocational training has remained neglected in the country. We discussed this aspect with senior personnel, but we found that even amongst them there was no clarity of thinking about this important element of prison programmes. There was no awareness in the prison administrations of many States and Union Territories about the necessity of classifying prisons and prisoners or about diversification of work programme and vocational training.

11.27 Diversification of work programmes and vocational training being an integral part of a modern and progressive system of correctional administration, it cannot be considered in isolation. We would, therefore, identify various aspects which have to be taken into account while diversifying programmes of work and vocational training. These are:

- (i) objectives of work programmes and vocational training;
- (ii) policy of the State Government/Union Territory Administration regarding work programmes and vocational training;
- (iii) priorities of employment and production;
- (iv) policy regarding optimum employment of manpower available in prisons;
- (v) economic aspects of production units;
- (vi) diversification of prisons;
- (vii) classification of prisoners;
- (viii) policy regarding employment of convicted prisoners, undertrial prisoners and prisoners sentenced to simple imprisonment who volunteer to work;
- (ix) policy regarding employment of prisoners sentenced to short, medium and long terms of imprisonment;
- (x) personnel organization, that is, technical personnel, supervisory and executive personnel;
- (xi) planning for developing programmes of work and vocational training in different institutions; and
- (xii) availability of funds.

11.28 Taking into account the present situation in Indian prisons, we are of the view that diversification of work programmes and vocational training can be organised in the following areas:—

- (i) Essential institutional maintenance services, like culinary, sanitary and hygienic services, prison hospital, other prison services, repairs and maintenance services, etc.
- (ii) Institutional maintenance shops (carpentry, smithy, masonry, etc.),
- (iii) Work camps, as suggested in Chapter XIX on 'Open Institutions'.
- (iv) Production units of prison industries, including handicrafts.
- (v) Agricultural farms.
- (vi) Agro-based industries like poultry, dairy, etc.
- (vii) Maintenance of farm tools and machinery, etc.
- (viii) Employment of carefully selected prisoners from the groups of individualized offenders in public undertakings, farms of State Farming Corporation, agro-based industries organized in the co-operative sector.

11.29 There will be wider possibilities of diversification of programmes of work and vocational training at the central and large district prisons. In small district prisons, diversification will have limited scope. In work camps also which are contemplated to be linked with community services, work programmes can be diversified. In open agricultural institutions there will be good scope for diversification of programmes such as: mixed farming, irrigated crops, seasonally irrigated crops, dry farming, horticulture, dairy, poultry, agro-based industries, etc. It should be recognized that the total pattern of

diversification of work programmes will emanate through the diversification of industrial production units, agricultural activities, agro-based industries, institutional maintenance services, institutional maintenance shops, work camps and work centres in the community. We are of the view that vocational training programmes should invariably be organized in all production units and maintenance services.

11.30 There is yet another possibility for diversification of work programmes. Our country has a long heritage and tradition in handicrafts of different types. Production units in prison industry can be linked up with suitable local handicrafts. Manufacture of wooden toys can be an ancillary handicraft of the carpentry unit. Likewise, manufacture of artificial limbs of simple design for the use of physically handicapped persons can also be developed as an ancillary unit of the main carpentry production unit. There is a great demand for artificial limbs all over India because they are not readily available and are beyond the economic reach of a large number of handicapped persons hailing from the poverty groups. By developing the craft, and by selling artificial limbs at reasonable price the Department of Prisons and Correctional Services can render a useful social service to the needy and economically under-privileged persons. We have cited this only as an illustration to show how imaginative planning can harness vast potential of skills which are available amongst the groups of inmates all over India, not only for augmenting production but also for rendering certain urgent social services. Involvement of inmates in such activities has the additional utility of generating among them a sense of doing some service to the community which has been injured by their anti-social act.

11.31 Diversification of programmes of work and vocational training will not only offer opportunities to the inmates for participation in a variety of activities, but will also make it possible for them to acquire skills in different trades and occupations. It will also develop in them a sense of self-confidence for self-employment.

11.32 As we have already stated, one of the principal reasons for demoralization, indiscipline and disorder in prisons has been the lack of development of meaningful programmes of work, vocational training and education in Indian prisons. It is our view that the present disarray in Indian prisons can be substantially removed if inmates are employed in useful and meaningful work and other activities. Diversification of work programmes and vocational training is one of the principal methods through which this can be achieved.

11.33 In fact the problems of prison industries, agriculture and vocational training have not been studied in depth in most of the States and Union Territories. They deserve an earnest and urgent attention and prompt action. We think that a thorough study of all the problems related with programmes of work and vocational training is very necessary. The work of reorganization, expansion and development of work programmes and vocational training should be undertaken by each State/Union Territory without any delay. We are devoting separate section of this chapter to the special problems of agriculture. However, our general recommendations about work programmes including industrial units and prison maintenance services and about vocational training follow in succeeding paragraphs.

11.33.1 Prison work programmes and vocational training should be integrated with the national economic policies and development plans in terms of :

- (i) increase in national production;
- (ii) vocational training of inmates in accordance with the national needs for trained manpower and conditions of labour market in the free community.

11.33.2 Institutional work programmes and vocational training should aim at :

- (i) imparting discipline of work to inmates;
- (ii) developing right attitudes towards work and dignity of labour;
- (iii) promoting:—
 - (a) physical and mental well-being of inmates,
 - (b) proper development of the mind through intelligent manual labour,
 - (c) spirit of fellowship and a co-operative way of living, and
 - (d) sense of group adjustment;
- (iv) developing capacity for sustained hard work; building up habits of concentration, steadiness, regularity and exactness in work; imparting and improving work-skills;
- (v) awakening and strengthening inmates' self-confidence and self-reliance;
- (vi) training and preparing inmates for achieving lasting social readjustment and rehabilitation; imparting an occupational status and thus creating a sense of economic security in inmates;
- (vii) keeping inmates usefully employed in meaningful and productive work; preventing idleness, indiscipline and disorder amongst inmates; maintaining a good level of morale amongst inmates and thus promoting a sense of self-discipline and also institutional discipline among them.

These objectives should be adopted by all the States and Union Territories as basic foundation for the development of work programmes and vocational training in correctional institutions.

11.33.3 Undertrial prisoners who volunteer to work should be employed on work programmes and also given vocational training. In order to promote their willing participation in these programmes, undertrial prisoners employed in prison industry or agriculture should be given fair and equitable remuneration on the same scale as prescribed for convicts. They should also be given labouring diet.

11.33.4 Vocational training programmes in self-employing trades and occupations should be organized in every central and district prison for employable convicts and undertrial prisoners who volunteer to undergo such training.

11.33.5 Prison industries should be organized on business-cum-commercial basis. Even when this becomes a reality, States and Union Territories will have to embody in the policies for government purchases, the element of preference for prison products in respect of price, quality and finish. Such preference should be continued till prison industries are re-organized on modern lines and are able to compete with similar industries in the free community.

11.33.6 While designing employment and production policies in prisons the composition of inmates coming from rural and urban areas should be taken into consideration. A variety of opportunities of work and vocational training should be created to cater for the heterogeneous inmate population. In the plan of re-organization and modernization of work programmes in prisons emphasis should be given on such skills and jobs as would ensure employment or self-employment to the released inmates. Prison work programmes should consist of services as are required by the community such as construction work, masonry, carpentry, plumbing, electrical fittings, tailoring, fabrication of readymade

garments cloth printing, lathe work, etc. A list of fields in which vocational training could be organised has been given in para 11.33.64 (9). In addition, handicrafts, cottage industries and small scale industries (as per local market surveys) should be introduced in prisons.

11.33.7 Production units should be semi-mechanized and, where possible, fully mechanized. Proper care should, however, be taken to see that this does not result either in unemployment of available inmates or in idle waste of mechanized units.

11.33.8 Every inmate should be given training and work experience in the use of hand tools in different services, jobs and production units. Once the inmate acquires requisite skill in the use of hand tools, he should be put in semi-mechanized or mechanized units for further improvement of his skills. Inmates should be given work experience in every section of a trade/industry. Such work experience will equip the inmate for self-employment after release.

11.33.9 In the plan of reorganisation of work programmes, existing prison industries such as textile, carpentry, leather work, tailoring, smithy and foundry, printing press, stationery articles, book binding, soap and phenyle, etc. should receive due priority. They may be modernised and their production diversified keeping in view market demands.

11.33.10 The possibility of introducing products according to market trends, should be explored so that prison products may be able to reasonably satisfy customers' expectations.

11.33.11 There is an urgent need for standardizing various products of prison industries. Such standardization should be done in terms of (i) specifications, patterns, designs and quality; (ii) break-up of separate operations involved in each type of product or job and arrangement of these operations in a sequence; (iii) quality and quantity of raw material required; (iv) type of equipment, tools, accessories and consumable stores required; (v) requirements of labour (un-skilled, semi-skilled and skilled) for each operation (vi) man-hours required for each operation, taking into consideration the capacity of an average prisoner; (vii) units of time required for the completion of the product or job; (viii) unit/units of production/job, out-put in unit/units of time i.e. tasks, time schedule and wages to be paid to prisoners for separate operations involved in each type of product or job or service.

11.33.12 Tools and equipment in the production units should be such as would facilitate the production of articles of good quality.

11.33.13 A hand-book containing details of standardization, as indicated above, and details of manufacturing process of various production units should be prepared for the guidance of personnel.

11.33.14 Catalogues of standardized products of prison industries should be prepared. Such catalogues would be helpful in securing orders for various production units.

11.33.15 Standard lists of equipment and tools should be prepared for each service unit/production unit.

11.33.16 Standard lists of accessories and spare parts, which each production unit must always have, should be prepared.

11.33.17 In every institution there should be a separate and properly organized maintenance workshop to repair the machinery, equipment, etc., in time to prevent break-downs.

11.33.18 Adequate funds should be provided for annual replacements of equipment accessories, spare parts, etc.

11.33.19 Technical supervision should be improved and a system of quality control should be introduced at every stage of production.

11.33.20 A policy for purchase of raw material, consumable articles, stores, tools, and equipment, etc., should be laid down to eliminate chances of corruption or of waste. The board which we have recommended later, should work out details in this regard and should ensure that raw material and other requirements are purchased as far as possible from government departments, government owned mills, public undertakings or through government rate contracts subject to standards of quality.

11.33.21 The accounts and stores organization should be modernized on business-cum-commercial principles. In every production unit charts indicating availability of funds, supply of manpower, units of work, standards and specifications, progress of production, etc., should be maintained in order to regularly assess the performance of each production unit in terms of time schedule and fulfilment of targets.

11.33.22 Costing of prison products should be done on a rational basis taking into account various limitations and handicaps of prison management. Costing of prison products should be done on the following broad guidelines :

The cost of raw material utilized inclusive of waste, plus the cost of semi-manufactured articles, plus the cost of consumable stores, plus the cost of power, proportionate depreciation charges on machines, plant and equipment, plus the cost of insurance of raw material, plus proportionate percentage of overhead charges, plus selling and marketing charges where necessary.

The percentage of profit will vary from product to product and the sale price should be worked out taking into account the above factors and also the current market price of the product.

11.33.23 Comprehensive and detailed statistics for each service unit and production unit should be maintained on a systematic basis. Proper maintenance of statistics would be useful from the point of view of evaluating the efficiency and economic aspects of prison industries and agriculture.

11.33.24 (a) A board for work programmes and vocational training should be set up at the headquarters of the department. This board should consist of :—

- | | |
|--|-------------------|
| (i) Inspector General of Prisons and Director of Correctional Services | Chairman |
| (ii) Joint/Deputy Director of Industries (in the headquarters of the Department of Prisons and Correctional Services) | Member-Secretary. |
| (iii) Addl./Joint Director, Correctional Services (Young Offenders) | Member |
| (iv) Joint/Deputy Director of Agriculture (in the headquarters of the Department of Prisons and Correctional Services) | Member |
| (v) Director, Technical Education | Member |
| (vi) Deputy Inspector General of Prisons (to be nominated) | Member |

- | | |
|--|--------|
| (vii) Joint/Deputy Director of Industries in the Industries Department of the State/Union Territory | Member |
| (viii) A senior officer of a public Undertaking located at the headquarters of the Department of Prisons and Correctional Services | Member |
| (ix) A management expert from private sector | Member |
| (x) A representative of the State Finance Department of the rank of Deputy Secretary | Member |

(b) This board should be autonomous and vested with full fiscal and administrative powers. The functions of this board should be to :—

- (i) plan and implement programmes of work and vocational training ;
- (ii) provide funds ;
- (iii) fix a policy of production ;
- (iv) put prison work programmes on sound business-cum-commercial basis ;
- (v) examine the economic aspects of work programmes ;
- (vi) bring coordination at all levels ;
- (vii) evaluate the performance of each institution ;
- (viii) introduce practices and procedures of modern management of production units ;
- (ix) guide, supervise, direct and control all matters relating to institutional work programmes and vocational training ;
- (x) organise workshops in after-care homes for discharged prisoners ; and
- (xi) promote marketing of prison products.

(c) The constitution and the powers of the board should be spelt out in detail so that its working is not hampered by the usual handicaps of financial inadequacy and the hide-bound views of the finance department which have hampered the growth of prison industries, agriculture and vocational training programmes. We would like to emphasise that the board should be vested with wide and adequate powers in every respect so that work programmes and vocational training in prisons might grow on modern and progressive lines.

(d) In large States the board should have regional offices to ensure that the production and training units function on proper lines i.e., as per the framework laid-down by the board.

(e) The board should meet at least once a month. The Joint/Deputy Director of Industries (Member-Secretary) should be vested with full powers for the efficient and effective implementation of the decisions of the board.

11.33.25 At the prison level, there should be a committee consisting of the following :

- | | |
|---|------------------|
| (i) Head of the institution | Chairman |
| (ii) Deputy Superintendent/Assistant Superintendent Grade I/Officer-in charge of prison industries. | Member-Secretary |

- | | |
|---|---------|
| (iii) Technical personnel in-charge of different production units | Members |
| (iv) Officer-in-charge of agriculture | Members |
| (v) Vocational training instructors | Members |

It should be the joint responsibility of the committee to implement the policies and programmes as chalked out by the board for each institution. This committee should meet twice a month. At the end of each month the chairman of the committee should send a performance report, in the prescribed form, to the board. The chairman should be responsible for the efficient running and management of every production unit, vocational training programme and also for maximum utilization of available manpower in the prison.

11.33.26 Qualified technical personnel should be appointed in adequate numbers in every production unit and for every programme of vocational training.

11.33.27 The executive and supervisory personnel like assistant/deputy superintendent, superintendents, principals of Kishore/Yuva Sadans etc., should be given thorough training in modern methods of managing industrial units and vocational training projects.

11.33.28 Accounts branches should be separately constituted at every institution, at regional offices and at the office of the board at the headquarters. Personnel in the accounts branch should be professionally trained. The accounts of production units and vocational training projects should be maintained separately.

11.33.29 Systems of concurrent audit and external audit should be introduced. The auditing of production units should be done on business-cum-commercial basis and a trial balance sheet for each institution should be prepared every month. At the end of the financial year a regular audited balance sheet should be prepared in order to assess the performance of every institution on business-cum-commercial basis.

11.33.30 While planning work programmes for an institution the following factors should be taken into consideration :—

- (i) available employable manpower ;
- (ii) available and required physical facilities, plants and equipment for each production unit ;
- (iii) available and required technical and supervisory organization ;
- (iv) employment possibilities in each production unit ;
- (v) available and require employment facilities for optimum utilization of manpower ;
- (vi) monetary requirements ;
- (vii) requirements of raw material, consumable articles, stores, etc., and
- (viii) optimum production capacity of each production unit.

11.33.31 Based on plans of each institution, a master plan should be prepared for the whole department. While preparing this plan, the requirements, as indicated in para 11.33.39, for priorities of employment and production should be taken into account. At the board level, coordination with other departments and agencies will also be essential in this context.

11.33.32 The requirements of the Department of Prisons and Correctional Services, other governments departments, semi-government agencies, etc., should be consolidated in the office of the board. All such planning should be done at least one year in advance.

11.33.33 The targets of production for each unit for the ensuing year should be fixed for each institution in accordance with the employable inmate population and production potential of the unit. These targets should be communicated to the respective institutions in advance, so that planning for procurement of plant and equipment, raw material, stores, etc., can be done in advance with a view to maintaining continuity of production and employment in the various units.

11.33.34 At the institutional level plans for employment and production for each quarter should be prepared on the following basis :—

- (i) targets of production for each unit ;
- (ii) time schedule for the completion of the product or job ;
- (iii) specifications and patterns of production ;
- (iv) operations involved in the manufacture of each product ;
- (v) requirements of raw material, equipment, tools, stores, etc. ;
- (vi) requirements of labour (un-skilled, semi-skilled and skilled) ; and
- (vii) estimates of number of man-hours needed for each operation involved in the product or job.

11.33.35 The chain of command, lines of authority and spans of staff control should be clearly defined at the institutional, regional and board level. The quality of supervision, direction and control over work, employment and production programmes in institutions should be improved.

11.33.36 Staff meetings and joint staff consultations for evaluating manufacturing processes, personnel effectiveness, production targets, time schedule, etc., should be held regularly.

11.33.37 The performance of technical, executive and supervisory personnel functioning in the fields of work programmes and vocational training at every level should be evaluated on the basis of the performance of each individual staff member. The tendency of shirking responsibility and passing the blame to someone else which is at present rampant at all levels in the department should be sternly dealt with. Personnel whose performance is above average in the production units and in programmes of vocational training should be considered for 'out-of-turn' promotion in the hierarchy.

11.33.38 Every State and Union Territory should have a clear policy for the employment of inmates and for production programmes.

11.33.39 The following priorities of employment and production should be adopted :

- (i) Prison maintenance services such as culinary, sanitation, laundry, barbering, hospital and other prison services ;
- (ii) Maintenance unit : all work pertaining to repairs and maintenance of the buildings should be attended to by this unit ;
- (iii) Production of articles required for the maintenance of prisoners ;

- (iv) Agricultural, dairy and poultry products required by the Department of Prisons and Correctional Services ;
- (v) Production of articles required by government departments such as police, medical, public works, education, stationery, excise, agriculture, etc. ;
- (vi) Production of articles required by the departments of Government of India like railways, posts and telegraph, etc. ;
- (vii) Production of articles required by municipal bodies, zila parishads, co-operative societies, public undertakings, autonomous institutions, universities, etc. ;
- (viii) Production of handicrafts and other articles which have local and other markets ; and
- (ix) Production of articles for public sale based on market survey. Such sale, however, should not involve any unfair competition with any cottage or small scale industry or handicrafts in the free community.

11.33.40(a) Requirements of man power should be fixed for each production unit.

(b) Tasks for each operation and sub-operation involved in each product or job or service should be standardized.

(c) Ancillary processes, operations and sub-operations involved in each job or product or service should be properly classified.

(d) Time schedule for measurement of tasks on piece basis or on completion of a job, as is possible, should be fixed for each type of job or product.

11.33.41 Correct work-sheet for each prisoner should be maintained by the technical personnel.

11.33.42 (a) There should be a complete ban on the use of inmate labour in the offices or at residential quarters of prison personnel.

(b) Except in the case of old, weak and physically handicapped prisoners, the system of half task and two-third task, wherever in vogue, should be discontinued.

11.33.43 (a) Every prisoner who performs his work satisfactorily and gives the prescribed task should be brought on the wage system from the date he starts giving the prescribed task. The Committee (para 11.33.25) should decide the date from which the prisoner should be brought on the wage system.

(b) Newly admitted prisoners who are allotted to prison services or production units, should be given some token remuneration till they start performing the prescribed task.

11.33.44 While fixing the tasks for ancillary processes, sub-operation and operations of a product or a job, advice of experts from various industries should be taken so that the tasks are fixed on the basis and principles of work study, time and motion study, units of work, etc.

11.33.45 Wage system, on the lines suggested by this Committee, should be introduced in prisons of all States and Union Territories.

11.33.46 Prison administration in every State and Union Territory should undertake a thorough evaluation of the working of the wage system.

11.33.47 Rates of wages should be fair and equitable and not merely nominal or paltry. These rates should be standardized so as to achieve a broad uniformity in the wage system in all the prisons in each State and Union Territory. Prisoners should be paid wages at a rate not less than the following :

- (i) Unskilled work, Rs. 3/- per day.
- (ii) Semi-skilled work, Rs. 4/- per day.
- (iii) Skilled work, Rs. 6/- per day.

The above wage rates are net rates which should be credited to the prisoners' account without any deduction.

11.33.48 The accounts branch should be responsible for computation of wages and maintenance of all wage accounts. Convict-clerks should not be employed for the maintenance of wage accounts.

11.33.49 A system of concurrent audit should be introduced for thoroughly auditing the wage accounts.

11.33.50 With a view to keeping the wage system in prisons in harmony with the wage system in the free community, the rates of wages should be reviewed once every three years and revised whenever necessary.

11.33.51 Wage system should not be operated on a mass basis. It must be individualised so that the element of incentive is retained in the system. The classification Committee and the committee as mentioned in para 11.33.25 should function effectively in this field.

11.33.52 Hours of work for each group of prisoners should be prescribed in accordance with the programme content of each institution. Ordinarily, a span of twelve hours is available for various programmes in an institutional set up, i. e. from 6.00 a.m. to 6.00 p.m. We suggest the following standards in regard to the programme content for different groups of offenders :—

- (i) Adult male and women offender:

Work : 7 hours a day;
education : at least one hour a day;
vocational training : one hour a day;
Exercise and recreation : one hour a day.

- (ii) Young offenders :

The programme content for young offenders should be devised keeping in view our recommendations in Chapter XV of this Report.

11.33.53 The daily routine, time schedule, etc., should be worked out for each institution on the basis of the principles laid down in Chapter XXI of the Model Prison Manual.

11.33.54 Prisoners should not be made to work in the production units after lock-up of the prison. Night shifts of prisoners in production units of closed prisons should not be permitted.

11.33.55 The following facilities should be provided in work-sheds and other places where prisoners work :

- (i) protection from heat, cold, rain, dust, smoke, fumes, gases and chemicals;
- (ii) damp-proof work areas;
- (iii) safe drinking water ;
- (iv) spittoons, urinals and latrines ;
- (v) washing and bathing facilities ;
- (vi) annual white-washing of work-sheds and factories;
- (vii) first-aid facilities;
- (viii) sufficient ventilation and lighting ;
- (ix) safety equipment and accident prevention measures. The standards adopted in outside factories in this respect should be adopted in prison factories. The standards in this regard should be fixed in consultation with the chief Inspector of Factories ;
- (x) fire prevention measures and fire fighting equipment;
- (xi) periodical medical examination of prisoners working in production units having hazards of occupational diseases;
- (xii) payment of compensation to prisoners who meet with accidents resulting in physical or mental disability or serious injury or death or loss of health due to occupational diseases as specified by the Chief Medical Officer.

11.33.56 Conditions of work in every factory, work-shed, etc., in every institution should be inspected once a year by the Inspector of Factories who should send a copy of his report to the Inspector General of Prisons and Director of Correctional Services.

11.33.57 Conditions of work should also be inspected by the head of the institution, Deputy Inspector General of Prisons and Inspector General of Prisons during their inspections.

11.33.58 Work programmes in prisons, especially the production units, should be run on sound commercial basis. The traditional conservative policy of minimum investment in prison industries and agriculture should be discarded and a new and realistic financial policy in all these matters should be adopted by each State/Union Territory. Production units in prisons should not be made to suffer for want of adequate finance and prisons should be treated as a development department and included in the Five Year Plan—both in the State and Central sector.

11.33.59 The performance and economic aspects of each production unit, and of agricultural farms, should be got evaluated periodically by a committee consisting of experienced prison administrators, officers of the industries, cottage industries, agriculture and technical education departments, and management and financial experts from the private and public sectors.

11.33.60 Flow process charts should be introduced in every prison industry. Such charts should indicate the flow of work and the progress in production in each unit of prison industry and agriculture and also the level of performance of the personnel working in the field of work/programmes.

11.33.61 (a) In view of the fact that for obvious reasons the Department of Prisons and Correctional Services will not be able to enter competitive open market, it should mainly concentrate on the production of articles and supply of services which are readily marketable.

(b) Government departments, semi-government departments, and cooperatives and public undertakings should purchase from the Department of Prisons and Correctional Services their requirements of such articles as are produced in prison industries.

11.33.62 For promoting sale of products of prison industry, show-rooms open to public should be established outside prison gates and the department should participate in exhibitions to display its products.

11.33.63 Vocational training programmes should be designed to suit the needs of prisoners sentenced to short, medium and long terms of imprisonment.

11.33.64 (a) Training projects should be planned as follows :

- (i) Apprenticeship training : a sort of introduction and orientation to the work initially allotted to an inmate ;
- (ii) On-the-job training : placement of an inmate, after apprenticeship training, in production unit for on-the-job training to be imparted by technical personnel incharge of the production unit.
- (iii) Vocational training : regular training in a particular craft, trade, industry or job which can offer opportunities of self-employment to the inmate.

(b) These three training projects should be properly coordinated so that there is no overlapping or confusion in the implementation of training programmes.

(c) These training projects should be started in every central and district prison in each State/Union Territory.

(d) Training programmes should be designed for inmates, both men and women, between the age group of 16 to 45 years as they stand the possibility of deriving maximum benefit out of such projects.

(e) Emphasis should be placed on the vocational training of young offenders kept in Kishore/Yuva Sadans.

(f) Special training projects for women offenders, illiterates, semi-literates and drop-outs should also be designed.

(g) Training programmes should be organised in the following fields of work :—

- (1) prison services, (2) prison maintenance units, (3) textiles, (4) leather work, (5) tailoring and cutting, (6) carpentry and pattern making, (7) smithy and foundry, (8) sheet and plate metal work, (8) fitting and turning, (10) agriculture, (11) horticulture, (12) dairy, (13) poultry, (14) floriculture, (15) maintenance of diesel engines, (16) maintenance of electric pumps, (17) irrigation pipe laying, (18) tractor repairing, (19) masonry, (20) plastering, (21) tile laying, (22) reinforced concrete construction work, (23) iron and steel fabrication, (24) plumbing, (25) cycle repairs, (26) scooter and auto-rickshaw repairs, (27) automobiles servicing & repairing, (28) cane work, (29) bamboo work, (30) basket making, (31) pottery, (32) book-binding, (33) typography, (34) handicrafts, (35) stenography, (38) type-writing, (39) cloth printing, (40) embroidery and needle work, (41) hosiery, etc.

(h) A survey of the employment possibilities in different crafts, trades, industries and agriculture should be made in each State/Union Territory and vocational training projects should be aimed at meeting such labour requirements.

11.33.65 Vocational training projects should consist of class-room instruction, training, demonstrations, exercise in observation, practical work and audio-visual education. Details about the duration of each training course, syllabus and time schedule should be worked out by the board (para 11.33.24). A few illustrative examples of the vocational training courses are given at Appendix XVIII.

11.33.66 Adequate number of vocational training instructors should be appointed for organizing vocational training programmes on a proper and regular basis.

11.33.67 (a) With a view to developing training programmes on a practical and pragmatic basis, liaison should be established with the department of technical education, directorate of industries including cottage industries, industrial training institutes, polytechnics and vocational training institutions.

(b) On completion of vocational training courses, inmates should be examined by the Department of Technical Education of the State/Union Territory concerned and on successful passing of the examination, they should be awarded a regular certificate by that Department.

(c) As a measure of incentive, inmates demonstrating good progress in work programmes and vocational training should be allowed to visit important undertakings and other government owned industries.

11.33.68 Adequate provision of finances should be made in the annual budget of the Department of Prisons and Correctional Services for vocational training projects. Expenditure in this regard should be treated as investment in the treatment of offenders for their ultimate resettlement in society.

11.33.69 A perspective master plan for the development of work programmes and vocational training should be prepared by each State and Union Territory Administration. This plan should aim at full utilization of the existing facilities of work programmes and vocational training and at developing new programmes with a view to providing meaningful and useful employment and training to short term, medium term and long term convicted prisoners and to undertrial prisoners and prisoners sentenced to simple imprisonment who volunteer to work. The master plan should deal with all aspects of work programmes and vocational training which have to be developed during the coming ten years and should phase these programmes for two, five and ten years.

11.33.70 In large States, diversification of programmes of work and vocational training should be planned on a regional basis. In small States such planning will have to be done at the institutional level. Plans of diversification for each institution, region and ultimately the State or Union Territory will have to be fitted in such a way that diverse opportunities of work and training are available to different groups of inmates at the institutional, regional and State/Union Territory level. The central and district prisons, Kishore/Yuva Sadans, institutions/annexes for women offenders, work camps, work centres, semi-open and open prisons will have to be treated as basic units for the purpose of planning and implementing programmes of diversification. Obviously the basic principle of homogeneous grouping of inmates will also have to be taken into account while diversifying employment, work and training opportunities.

11.33.71 Production units should be properly classified into two categories i.e. (i) principal (mechanised and semi-machanised) and (ii) ancillary and cottage industries. Likewise agricultural farms should be classified as large, medium and small size farms. Each central prison (750 capacity) and each district prison (400 capacity) should have some principal and some ancillary production units. District prisons where prisoners sentenced upto two years are kept should mainly have ancillary and cottage industries.

11.33.72 Open agricultural institutions and institutions having attached agricultural land should diversify work programmes according to cropping schemes such as mixed farming, irrigated crops, dry farming, etc. In some open prisons work can be diversified into agricultural activity, industrial units and agro-based production units.

11.33.73 Diversification of programmes of vocational training should be given due priority when the master plan for diversification of work programmes is designed. Diversification will become a practical proposition only if it is viewed in its totality, i.e., in the context of work and vocational training programmes.

11.33.74 Diversification of prisons and classification of prisoners as discussed in this Report and diversification of programmes of work and vocational training should be planned and executed simultaneously.

11.33.75 Prisoners sentenced to medium and long terms of imprisonment should be given training in multiple skills so that they are able to compete with the conditions of labour market in the free community.

11.33.76 For planned employment of inmates the following factors should be taken into consideration while organizing work programmes :

- (i) mental and physical health ;
- (ii) requirements of security, custody and discipline;
- (iii) age;
- (iv) length of sentence;
- (v) inmates' skills and abilities and also potential for acquiring skills; and
- (vi) urban and rural background.

11.33.77 Work camps and work centres should be developed in areas of community service such as (a) maintenance of public buildings; (b) services in government hospitals; (c) construction of public buildings; (d) service units (plumbers, electricians, carpenters, etc.); (e) plantation of trees; (f) work in public undertakings; (g) railway work camps, etc.

11.33.78 (a) Prisoners sentenced to less than one year should be employed in prison maintenance services, work centres and work camps.

(b) Prisoners sentenced to one year or more should be employed in production units in closed or open prisons.

(c) Employment of women offenders and young offenders should be done in accordance with our recommendations contained in Chapters XIII on 'Women Prisoners' and XV on 'Young Offenders' respectively.

(d) Old, infirm and physically handicapped prisoners should, as far as practicable, be employed in suitable prison services, in gardens inside the prison and in simple operations like opening of yarn, weaving of narrow tape and manufacture of simple stationery articles like envelopes, etc.

(e) Prisoners suffering from leprosy, in whose case the disease has been arrested and who are in a position to do some useful work, should be given work in work-centres organized by government or by voluntary organizations (such as Jagdamba Kushtha Niwas at Amravati in Maharashtra).

11.33-79 Each State and Union Territory should appoint, without delay, a committee of experts, with wide terms of reference, for the reorganisation and development of programmes of work and vocational training in correctional institutions in accordance with the recommendations of this Committee. However, the work of developing work programmes and facilities of vocational training should not be postponed by States and Union Territories till the report of such committee is available, as these are matters which need urgent attention and prompt action. The Government of India should issue necessary guidelines in this regard to the States and Union Territories immediately.

AGRICULTURE

11.34 We had the opportunity of seeing some of the agricultural and allied activities organised in some prisons during our visits to various States and Union Territories. Agriculture is the principal activity in open prisons. However, at some places, allied activities have also been developed. Horticultural and agricultural development at the Koramangala Open Prison in Karnataka is indeed impressive. At the Maulali Open Prison in Andhra Pradesh, dairy and poultry projects have been well developed. At Anantpur Open Prison, in Andhra Pradesh, diversified agricultural activities including agro-industries have been organized. A Pattern of mixed farming has been developed at the open prison at Paithan in Maharashtra. At Nabha Open Prison in Punjab extensive facilities for reclamation of land and agriculture, have been undertaken. At Sanganer Open Camp, Jaipur, in Rajasthan, agricultural plots have been allotted to prisoners who are allowed to live with their families in the Camp; Sampurnanand Shivir in Uttar Pradesh is the largest open agricultural prison in the country. At Model Prison, Lucknow, agricultural work is allotted on co-operative basis to prisoners.

11.35 Small, medium and large agricultural farms are attached to some closed prisons and our general impression is that the state of affairs in these farms leaves much to be desired. In some States agricultural land available with prison department is not fully brought under cultivation. The infrastructure for agricultural work programmes in prisons in most of the States is inadequate; organizational structure is weak and ineffective, and tools and equipment are outmoded. Development of agricultural work for inmates has remained neglected in most of the States/Union Territories.

11.36 Agriculture has since long been one of the main activities in central and district prisons. After the advent of freedom, especially after the launching of open prison movement, agriculture and allied activities gained some importance, and for a decade or so development of agriculture was treated as an important aspect of prison administration. But during the last decade the emphasis on the development of agriculture and allied activities has considerably decreased in many States and Union Territories.

11.37 A large percentage of prison population consists of persons coming from the rural areas. Obviously, the principal occupation of such persons is agriculture. We are, therefore, of the opinion that agriculture must receive priority in the development of work programmes and vocational training in correctional institutions and it should be developed on sound business-cum-commercial lines. Prison farms, if properly managed, can supply foodgrains, condiments, fresh vegetables, milk, meat and other dairy products to the department. This self-sufficiency in food articles can, to a large extent, reduce the per capita cost on the maintenance of prisoners. Planned agricultural activity in prisons will provide useful employment to a large number of inmates especially to those who come from rural areas.

11.38 We identify the following problems which agricultural activities have been facing in Indian prisons :—

- (i) Land and other resources are not fully utilized to maximum advantage in some States and Union Territories.
- (ii) Prison farms attached to central and district prisons suffer from under-supply of labour.
- (iii) Farm equipment is outmoded and insufficient.
- (iv) Technical staff is not adequate for full development of agricultural activities.
- (v) Irrigation facilities have not been fully developed.
- (vi) Modern methods of cultivation and management have not been introduced in most of the States and Union Territories.
- (vii) Development of agriculture and allied activities has not been properly planned.

11.39 In order to give agriculture its proper place in prison programmes we make the following recommendations:

11.39.1 Agriculture, horticulture, dairy projects, poultry, sericulture, fishery, bee-keeping, mushroom cultivation, fruit preservation and other allied activities and agrobased industries should be given high priority in the planned development of work programmes and vocational training in correctional institutions.

11.39.2 A systematic survey of the agricultural land attached to central prisons, district prisons, open prisons and sub-jails should be undertaken to plan maximum utilization of all available land. Every piece of cultivable land should be brought under cultivation. Wherever necessary, methods like bulldozing, tractor ploughing, addition of soil, etc., should be used for the purposes of land reclamation.

11.39.3 Farm lands and lands which are not under cultivation should be examined in terms of soil analysis, irrigability, fertility, requirements of drainage, etc.

11.39.4 While planning construction of new prison buildings it should be ensured that adequate farm land is available, preferably adjoining the campus of the institution or in the vicinity of the new institution.

11.39.5 Farms should be divided into suitable plots according to the cropping scheme to facilitate better management and evaluation of performance.

11.39.6 Cropping schemes should be prepared well in advance every year for each farm and each plot of the farm, so as to improve the productivity of land and to introduce mixed farming where irrigation facilities are available. Such schemes should be prepared in consultation with senior officers of the agriculture department.

11.39.7 Projects of land development such as bunding, levelling, drainage, etc., should be undertaken on a priority basis.

11.39.8 Where cultivable government land is available in the vicinity of an institution the same should be attached to the institutional farm. All un cultivated government land adjoining an institution or in the vicinity of an institution should also be attached to the institutional farms so that all such uncultivated government land could be brought under cultivation.

11.39.9 Land belonging to the prison department should not be surrendered for the use either of other government departments or of private agencies.

11.39.10 Institutional land should be properly fenced by developing live/natural fencing. Wherever necessary, barbed wire fencing should be provided so that crops of prison farms are properly protected.

11.39.11 A regular plan for maximum utilization of the existing irrigation facilities and also for providing additional facilities should be prepared for each farm. Existing wells should be deepened and repaired and additional open wells and tube wells should be dug. The possibility of developing surface tanks and ponds, putting bunds and 'bandhara' on streams, rivulets, etc., should be explored. Existing tanks and ponds should be deepened and repaired so as to facilitate the use of rain water for irrigation purposes.

11.39.12 Where possible lift irrigation schemes should be set up.

11.39.13 Outmoded methods and equipment for irrigation should be discarded. Diesel oil pumps or electric pumps should be installed for irrigation in farm lands.

11.39.14 Pucca irrigation channels should be constructed in every prison farm so as to utilise all available water to maximum advantage and to minimise water losses.

11.39.15 Adequate funds for developing irrigation facilities should be provided in the annual budget of the department.

11.39.16 Following buildings should be provided on each farm :

- (i) Store for implements and farm produce ;
- (ii) Sheds for prisoners ;
- (iii) Cattle sheds;
- (iv) Buildings for dairy units;
- (v) Administrative block.

11.39.17 Standard lists of improved equipment and spare parts should be prepared for each farm and the required equipment and spare parts should be made available. Improved agricultural implements, tractors and other mechanical implements should be provided in large farms.

11.39.18 Pucca approach roads and pucca internal roads should be provided for all farms.

11.39.19 On large farms having more than 40 acres of land and at open prisons a maintenance shop should be set up for maintenance and repair of farm equipment including tractors, etc.

11.39.20 At farms of medium and large size, transport facilities such as carts, push carts, wheel carts, medium size utility vans, trucks, etc., should be provided according to actual requirements.

11.39.21 At large farms where there are a number of vehicles, a fuel depot/pump should also be set up to store petrol/diesel.

11.39.22 The requirements of labour for each small, medium and large farm should be worked out in detail and prison administration should ensure that the required labour

is continuously provided for each farm. During operations like sowing, weeding, harvesting, etc., which have to be completed during a short period, additional labour should be provided as per the requirements of each farm. Peak requirements of labour should be assessed in advance and arrangements should be made for timely supply of labour to each farm so that time-bound agricultural operations do not suffer.

11.39.23 The practice of putting prisoners working on farms in ankle rings and fetters as in vogue in some States should be discontinued forthwith.

11.39.24 Our recommendations with regard to the type of inmates to be sent to open agricultural farms/are contained in Chapter XIX on 'Open Institutions'.

11.39.25 Prisoners sentenced to medium and long terms of imprisonment and prisoners sentenced to imprisonment for life who have spent sometime in closed prisons and who are considered suitable for being transferred to open institutions should be sent for work on farms attached to closed prisons. Such prisoners should work on prison farms during day and should come back to the prison for lock up in the evening. In some farms housing facilities for keeping such prisoners even during night should also be provided. Prisoners who are eligible for being transferred to open institutions should first work in such semi-open facilities so that they could be tried under proper supervision and could be transferred to open institutions after due observation of their response to a regime of trust and confidence. Inmates kept in such semi-open units should get all the facilities like wages, remission, etc., admissible to prisoners kept in open institutions.

11.39.26 Prisoners working on prison farms, in dairy units and in agro-based industries should be given adequate and proper wages on the principles discussed earlier.

11.39.27 Budget for each farm, dairy unit, agro-based industry, etc., should be carefully prepared and adequate funds for the development of agriculture and allied activities should be provided. There should be annual financial provision for replacement of live stock, dead stock, equipment, plant, tools, machinery, etc.

11.39.28 Accounts of agriculture and allied activities should be separately maintained. They should not be mixed up with other miscellaneous accounts of the institutions. The accounts of each plot of agricultural land should be prepared separately.

11.39.29 Personnel requirements of each farm should be worked out and it should be ensured that the requisite personnel is provided to each unit.

11.39.30 The duties, responsibilities, functions and powers of personnel working in agriculture and allied fields should be clearly laid down. The agriculture officer/dairy officer should be directly responsible to the superintendent in all matters connected with effective management of agriculture and allied activities.

11.39.31 Percentage of wastage, driage, etc., should be fixed for each crop. Principles regarding cost of agricultural and other produce should be fixed on business-cum-commercial lines. The proposed board for work programmes and vocational training should fix details in this regard.

11.39.32 The efficiency of each prison farm, dairy unit, poultry project, agro-based industry, etc., should be annually evaluated. If targets fixed are not achieved, responsibility for failure should be fixed.

11.39.33 The inmate population of an agricultural farm should not exceed 200. Large farms should be divided into sub-units and on each unit the required number of inmates should be employed.

11.39.34 While selecting sites for open agricultural prisons, it should be ensured that facilities like adequate land, sufficient irrigational facilities, electricity, roads, transport, etc., are available.

11.39.35 While selecting prisoners for working in agricultural and allied activities, a thorough screening should be done. The following criteria are suggested in this regard:

- (i) health (mental and physical fitness);
- (ii) standard of behaviour and conduct in the closed prisons;
- (iii) group adjustability;
- (iv) discipline.

11.39.36 Prison dairies should be treated as items of mixed-farming so that the cropping scheme could be properly coordinated with the needs of dairy units. Prison dairies should be put on commercial basis.

11.39.37 While developing prison dairies, factors such as availability of fodder, grazing area, etc., should be taken into account. The economic viability of a dairy unit should be essentially taken into consideration before starting dairy project on prison farms.

11.39.38 A project report from the department of animal husbandry should be obtained before starting prison dairies at any institution. Technical know-how from this department should also be obtained for the efficient running of the dairy units.

11.39.39 The dairy units should be provided with adequate veterinary cover. Dairy animals should be of good breed and should be purchased in consultation with the animal husbandry department. Old and uneconomic milch cattle should be replaced at regular intervals.

11.39.40 Adequate buildings and equipment should be provided for dairy units in prisons in consultation with the animal husbandry department.

11.39.41 The milk produced in the prison dairy should be supplied to the prison, the prison hospital, the prison canteen, etc., and the excess milk should be sold to co-operative dairies, dairy development corporation, etc. Manure should be supplied to prison farms.

11.39.42 There are limitations on developing dairies in closed prisons. Such dairies, wherever they exist, should be closed down.

11.39.43 Poultry should also be treated as items of mixed farming. Project reports from the poultry development department should be obtained before starting poultry in prisons.

11.39.44 The requisite number of personnel should be provided for each poultry unit.

11.39.45 Birds of the recommended breeds should be kept in the poultry units. Old and uneconomic birds should be replaced in consultation with the poultry development department.