

No. 17013/28/2019-PR  
Ministry of Home Affairs  
Government of India

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Women Safety Division, 2<sup>nd</sup> Floor,  
Major Dhyan Chand National Stadium,  
India Gate, New Delhi-110002

**October 25, 2019**

To

1. Chief Secretary/Principal Secretary (Home) of all States and UTs
2. DG/IG (Prison) of all States and UTs.

**Sub: Safety and security of Prisons and prison inmates –  
Formation of High Security Jail in States.**

The Central Government has been interacting with the States and UTs from time to time by means of various advisories, meetings, conferences etc. on various aspects of prison administration.

2. The Government of India is aware that the States and UTs are taking appropriate measures to meet the requirement of safety and security of prisons. However, the safety and security of prisons and inmates is an important issue and requires sustained focus and attention of all stakeholders.

3. As you are aware, the Ministry of Home Affairs (MHA) had prepared a Model Prison Manual in 2016 and had shared the same with all States and UTs in May 2016. The Manual provides detailed guidelines on various aspects of prison administration and seeks to achieve uniformity in basic principles governing the prisons in all States and UTs. MHA has also issued several advisories to the States and UTs from time to time sharing guidelines on various aspects of prison reforms. The Model Prison Manual 2016 and the Advisories issued by MHA, as also some important guidelines issued by ICRC and NHRC etc. are available on MHA's website. The States/UTs can make use of the same by reaching out at the following URL of MHA:

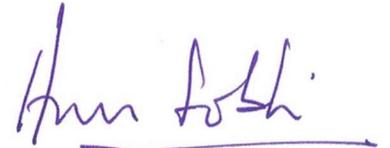
[https://mha.gov.in/Division of MHA/Women Safety Division/prison-reforms](https://mha.gov.in/Division%20of%20MHA/Women%20Safety%20Division/prison-reforms)

4. One important aspect which has been engaging the attention of the Government is the secure custody of inmates which is the primary responsibility of prisons. In consonance with the goals and objectives of prisons, the States are required to provide appropriate facilities and professional personnel for the classification of prisoners on a scientific basis. Studies of prisons worldwide indicate that often the closed environment of prisons become breeding ground for running extortion rackets, hatching conspiracies and centers of radicalization. This aspect needs careful attention and response of the prison administration.

5. As society in general is becoming more diverse, complex and interconnected, prison society has come to reflect this. This necessitates changes in staff skills and competences, especially with regard to radicalization and extremism. In this regard, attention is invited to Ministry of Home Affairs' Advisory No. 17011/52/2017-CT-1 dated 16.4.2018.

6. The first requisite of a progressive prison is the scientific classification of prisoners. The reformation of prisoners cannot be effective if all types of prisoners are lodged together. Different types of criminals need individual treatment. Unless a well-planned classification of inmates is made and habitual and hardened criminals who have adopted crime as a way of life are separated from the rest, it would be difficult to save the first offenders from the crime infection.

7. The States/UTs may, therefore, consider formation of a high security prison in each State/UT to address this aspect and also endeavor to strengthen and improve the classification of prisoners and impart necessary staff skills and training to their prison personnel in handling the prison inmates.



( Arun Sobti )

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No. 17011/52/2017-CT-I  
Government of India  
Ministry of Home Affairs  
(CTCR Division)

New Delhi, the 16<sup>th</sup> April, 2018

To

1. The Additional Chief Secretary / Principal Secretary (Prison) of all States / UTs.
2. The Director General of Prison of all States / UTs.

**Subject: Radicalisation in Prisons**

Sir,

Radicalisation is emerging as a most challenging problem and is often a precursor to terrorism. Analysis of cases has shown that a large number of perpetrators of terrorist acts had been subjected to some kind of radicalisation. Therefore, counter radicalisation as well as de-radicalisation of affected individuals is important to counter terrorism.

2. Radicalisation of prisoners inside jails is emerging as an internal security challenge. There have been inputs indicative of jail inmates getting radicalised and becoming part of wider radical network. Some of the characteristics that make prisoners vulnerable to radical ideologies include alienation, predisposition to violent behavior, anti-social attitudes and a need for protection / association.

3. Several radical / terror elements linked with outfits involved in propagating ideology of radicalisation and accused of committing violent activities are lodged in various jails of the country. There is a possibility of radicalisation of other jail inmates through interaction with these radical elements. Many a times, there is no segregation of hard-core terror elements lodged in jails, which provide space to these hard-core radical prisoners to interact with the other prisoners. In some jails, radical inmates are reported to be enjoying special privileges in violation of prescribed rules/jail manual. Rowdy criminal elements lodged in jails consciously become closer to these privileged elements for the sake of enjoying some undue benefits and consequently get influenced with their thought process and ideas.

4. In order to initiate action for counter radicalisation and de-radicalisation in prisons, it is requested that the following measures may be considered by the Prison Authorities of the States:

- (i) Carrying out an assessment to determine the magnitude and scope of radicalisation in all prisons of the State.

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- (ii) Training of prison staff to recognize the signs of radicalisation and prompt reporting to higher formations.
- (iii) Safeguarding the vulnerable inmates by effective segregation of the hard-core elements/recruiters from their target audience.
- (iv) Installation of CCTV cameras in prisons to keep a watch over activities of inmates as well as prison staff (to determine complicity, if any).
- (v) Video conferencing facilities in prisons for hard-core elements to bring down their interaction with others.
- (vi) Ensuring no special privileges to radical/hard-core elements in violation of prescribed rules.
- (vii) Taking special care to ensure that no nexus is developed between gangsters, drug smugglers, naxal elements, insurgents lodged in prisons with the radical elements.
- (viii) Careful selection of preachers visiting prisons for prayers/festivals and keeping a watch over their conduct.
- (ix) Invoking the services of NGOs and religious scholars to spread effective counter narratives amongst vulnerable prisoners.
- (x) Check and ensure that no pamphlet, etc. with radical content is being circulated for the inmates.
- (xi) Taking up de-radicalisation programmes in prisons through qualified counsellors and moderate religious figures to wean away the hard-core elements from radical ideology.

5. The States may think of introducing other reformatory methods also, as appropriate, to counter this threat.

Yours faithfully,  
*V.K. Upadhyay*

(V.K. Upadhyay)

Under Secretary to the Government of India

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