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Government of India  
Ministry of Home Affairs  
Women Safety Division  
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Major Dhyan Chand National Stadium  
India Gate, New Delhi-110001  
April 5, 2022

To

The Chief Secretaries of all State Governments  
The Administrators of all UTs Administrations  
The ACS/Principal Secretary (Home) of all States/UTs  
The DG/IG Prisons of all States/UTs

**Sub: Implementation of the 'Modernisation of Prisons' project in Prisons of all States and Union Territories.**

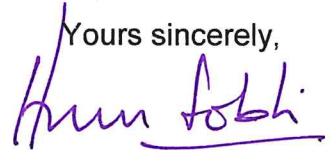
Sir/Madam,

Prisons are an important and integral part of the Criminal Justice System of the country as they not only play the critical role in keeping the offenders in custodial segregation but also help in the process of their reformation and reintegration with the society through various correctional programmes in the Jails.

2. Given the significance of prisons in the criminal justice system, the Ministry of Home Affairs (MHA) attaches high importance to efficient prison management and correctional administration. As part of its ongoing support to States and UTs in various forms, including issue of guidelines and Advisories in the matter of Prison Reforms from time to time, MHA has decided to provide Grant in aid to the States and UTs, through the 'Modernisation of Prisons' project for a period of five years starting from FY 2021-22, for using modern-day security equipments in Prisons for enhancing the security of jails and to facilitate the task of reformation of prisoners through correctional administration.

3. The Guidelines for implementation of the 'Modernisation of Prisons' project is attached for information of all States, UTs and Prison authorities. It may be ensured that the funds released for the project are used strictly for the purpose for which the Grant in aid is being provided.

Yours sincerely,



(Arun Sobti)

Deputy Secretary (PR & ATC)

Phone: 2307 5297

Email: [dspr.atc@mha.gov.in](mailto:dspr.atc@mha.gov.in)

## Guidelines for implementation of Modernisation of Prisons Project

### **Background**

Prisons are an important and integral part of the Criminal Justice System of the country as they not only play the critical role in keeping the offenders in custodial segregation but also help in the process of their reformation and reintegration with the society through various correctional programmes in the Jails.

Given the significance of prisons in the criminal justice system, the Ministry of Home Affairs (MHA) attaches high importance to efficient prison management and correctional administration. As part of its ongoing support to States and UTs in managing the affairs of prisons, MHA has been issuing guidelines to States/UTs in the form of various advisories and by way of providing financial support for upgrading prison facilities.

The Govt. of India has decided to provide financial assistance to States and UTs, through the Modernisation of Prisons project for using modern-day security equipments in Prisons for enhancing the security of jails and to facilitate the task of reformation and rehabilitation of prisoners through correctional administration programmes.

### **Key objectives of the Modernisation of Prisons Project**

- (i) Filling the existing gaps in security infrastructure of jails.
- (ii) Providing new security equipments to jails in line with modern day technologies.
- (iii) Strengthening the jail security system through security equipments like Door Frame/ Metal Detectors/ Security Poles, Baggage Scanners/ Frisking/ Search/ Jamming Solutions etc.
- (iv) Focus on correctional administration, which includes bringing attitudinal change in the mindset of prison officials handling inmates, through extensive training and by introducing appropriate programs for inmates for their skill development and rehabilitation, including engagement of trained correctional experts, behavioral experts, psychologists, etc.

### **Project components:**

<b>S. No.</b>	<b>Component</b>
1	Video Conference Infrastructure
2	Body worn cameras
3	Door Frame/ Metal Detectors/ Security Poles etc.
4	Baggage Scanners/ Frisking/ Search/ Jamming Solutions
5	Correctional programmes including counseling/ therapies/ vocational training etc

### **Duration of the project**

The duration of the project is for five years – 2021-22, 2022-23, 2023-24, 2024-25 and 2025-26.

## Methodology

The Central Government will provide Grant in aid to States and UTs for implementation of the project.

## Implementation Strategy

MHA shall provide funds to States/UTs depending upon the number of prisons in a State/UT, number of prison inmates, jail staff, etc. The proposal of funding will be decided by the Steering Committee constituted for implementation of the modernization of prisons project.

## Coverage

The project will cover all States and Union Territories and shall broadly cover the following prison types-

Central Jails
District Jails
Sub-Jails
Women Jails
Open Jails
Special Jails etc.

## Core components of the Modernisation of Prisons Project

- (i) **Video Conference Infrastructure:** To be used for production of Jail inmates before the courts and for trial proceedings, etc. of high risk inmates. It can also be used for virtual meeting of inmates with their legal counsels and their visitors.
- (ii) **Body Worn Cameras:** Body worn cameras (BWCs) can be effective in prison environment not only to keep a vigil on the conduct of the prison staff but to capture the incidents of indiscipline, moments of aggression and violence by the inmates. BWCs can be effective tools during surprise checks, search operations, frisking etc., and can be used judiciously by prison authorities.
- (iii) **Door Frame/Metal Detectors/ Security Poles etc.:** In order to strengthen the search procedure of inmates, there is a requirement of effective technical equipments. Door Frame Metal Detectors, Hand Held Metal Detectors, Security Poles and other modern gadgets can be procured for major jails.
- (iv) **Baggage Scanners/Search/ Jamming Solutions:** Prevention of smuggling of contraband items in prisons is a challenge. Technical solutions are required for effective frisking and searching in the prisons to detect these items. X-Ray Baggage Scanners, Deep Search Metal Detector etc. are some good technical solutions available. Technology-based mobile phone jamming solution may also be installed in the prisons for blocking the calls and also allow dynamic upgradation of these solution as per the evolving mobile phone technology.

- (v) **Correctional programmes for inmates, including counseling/therapies/vocational training etc:** Reformation of prisoners is one of the main objectives of the Correctional Administration system. There is a need to design reformatory programmes catering to the needs of undertrials and convicted persons in jails. Funds can be used by jail administration to hire Correctional and Behavioural experts/instructors/trainers to visit the jail, once or twice a week etc. Under their guidance, staff as well as the skilled among the inmates can guide other inmates on rest of the days. Funds can also be used for setting up libraries or upgrading the existing set-up through purchase of books, racks etc. Small industrial units can also be set up in jails which will help in providing labour opportunity to the inmates and also generate revenue for jails and will also provide vocational training and skills to the inmates.

### **Centre and State/UT responsibilities**

Both MHA and States/UTs shall be responsible for the success of the project. The responsibilities of MHA and States/UTs are indicated below:

#### **Responsibility of MHA**

MHA would be responsible for the following:-

- (i) Develop overall strategy for achieving the objectives of the Modernisation of the Prisons project.
- (ii) Provide financial assistance to States and UTs.
- (iii) Constitution of governance structure for monitoring and decision making.
- (iv) Overall monitoring and evaluation of the project.

#### **Responsibility of States/UTs**

States/UTs shall be responsible for managing the operations of Modernisation of Prisons project at State/UT level and would be responsible for the following:

- (i) Procurement of equipments: It may be ensured that GFR, Procurement Policy and other instructions of the Government of India issued from time to time are followed and procurement of equipments is done on aggregated basis for better price discovery.
- (ii) The expenditure would be on 'project mode' with clear understanding that all future recurring and non-recurring expenditure after the project period would be borne by the States/UTs.
- (iii) Data base of prisoners shall be updated.
- (iv) Ensure appropriate supplementation of funds by the State from the State's budget wherever necessary for successful implementation of Project.
- (v) Furnish periodic report to MHA about installation of equipments at prisons.
- (vi) Maintenance of equipments.
- (vii) Full participation and support of Prison authorities for implementation of the project in a time bound manner.

- (viii) Constitute State/UT level Committee for monitoring and implementation of the project.
- (ix) Furnish Utilisation Certificate to MHA in a time bound manner in the proforma prescribed in GFR 12-C (as per General Financial Rules, 2017) within the stipulated time frame.
- (x) Funds released to the States/UTs are intended for particular items of work and are to be utilized for specific purpose only. Funds are not to be diverted for any other item without obtaining the specific approval of MHA.
- (xi) States/UTs will follow the prescribed administrative and financial rules/regulations, procedures of accounting, internal control, auditing and releasing funds under the scheme.

**Approval and release of funds**

- a) Financial support will be released by MHA during each of the FYs 2021-22, 2022-23, 2023-24, 2024-25 and 2025-26 on recommendation of the Steering Committee.
- b) The release of funds in the subsequent years will be based on the Utilisation Certificates furnished by the States in respect of funds released during previous years and on the basis of evaluation of the implementation progress by MHA. This is also linked with the adoption of Model Prison Manual 2016.
- c) On non-receipt of UCs from a particular State for previous financial year, the amount will be released to better performing States with no pending/overdue UC and better commitment towards implementation of the project.

**Accounting and auditing**

The scheme shall be subject to audit as per standard procedure.

The accounting records and related documents will be subject to audit by CAG of India as well as by the Internal Audit team of MHA.

**Governance Structure**

MHA would monitor the project implementation on periodic basis. Similarly, State/UT is required to set up Committees at State/UT level for proper monitoring of the implementation.

**Centre level Committee**

Steering Committee	Composition	Function
	JS (WS) – Chairperson DS (Prison Reforms) – Member Representative of BPR&D – Member	Approval of the project. Overall direction, monitoring and guidance of the project. Approval of funds for specific items for

	Representative of IFD, MHA – Member Any other member co-opted by the Chairperson.	States and UTs Take periodic review of the project and suggest corrective measures, if required. Periodical meetings/visit to track the progress of the project.
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### State/UT level Committee

State/UT Committee	Composition	Function
	DG/IG (Prisons) - Chairperson Representative of State/UT Home Department Representative of State/UT Finance Department PMS Nodal Officer Any other representative to be decided by the State/ Prison authorities	Disbursement of funds to District Prisons and other units/agencies Overseeing utilization of funds and provide utilization reports to MHA as this is one of the mandatory requirements for gaining access to funds by MHA Sanction for various project components Overall direction, monitoring and guidance of the project Manage implementation across all prisons Ensure proper training arrangements for staff for use of security equipments. Ensure deployment of appropriate handholding personnel Regularly communicate with the Steering Committee at Centre on progress, challenges, requirements etc. for the project.

### General conditions for implementation of the project

- a. No additional posts shall be created in the project.
- b. For procurement of equipments, etc., GFR, Procurement Policy and other instructions of Government of India issued from time to time to be followed and procurement of equipments would be on aggregated basis for better price discovery.
- c. The expenditure would be on project mode with clear understanding by the stakeholders that all recurring and non-recurring expenditure after the project period would be borne by the States/UTs.
- d. Data base of all prisoners shall be updated.

### Monitoring of project

The project would be closely monitored both at Centre and State/UT level. At the level of Centre, the progress of the project will be reviewed at the end of every quarter.

The States/UTs should appoint a suitable Committee to monitor the progress of the project on a monthly basis and provide regular report to MHA.

### **Sunset Clause**

The scheme has approval up to 31.3.2026, without any further committed liability or contingent liability for the project.