

CHAPTER III

Subject Specific Compliance Audit on Prison Administration in the State

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HOME DEPARTMENT

Subject Specific Compliance Audit on “Prison Administration in the State”

3.1 Introduction

Prisons play a vital role in the administration of criminal justice system and in due execution of sentences awarded by Courts. Administration of prisons is a State subject wherein jails in the State are administered under the provisions of the Orissa Jail Manual (OJM), 1942 framed by the State Government. The OJM incorporates provisions of the Prisons Act, 1894 and the Prisoners Act, 1900.

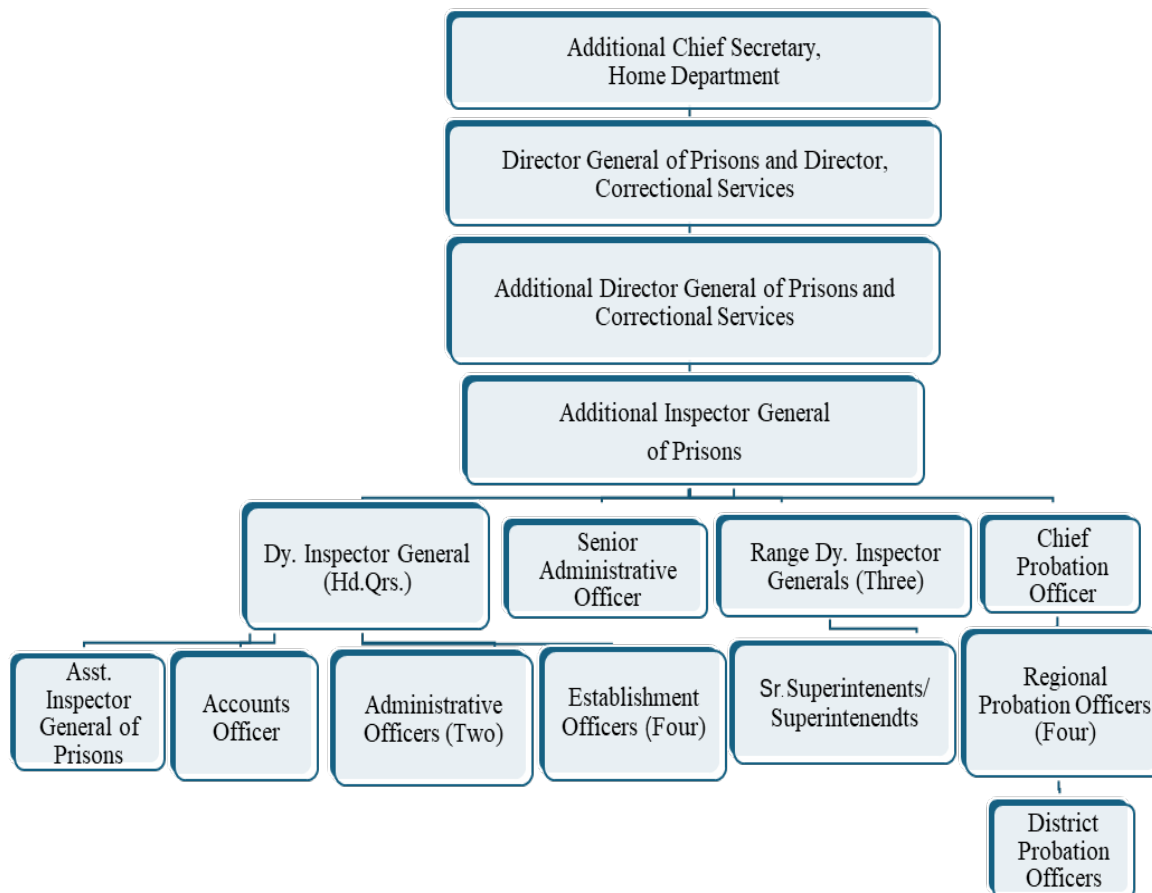
The Government of India (GoI), based on a resolution in the 5th National Conference of Heads of Prisons of States on Prison reforms *inter alia* advised States (04 May 2017) to revise the existing Prison Manuals by adopting the provisions of the Model Prison Manual, 2016. This Model manual was prepared and circulated (May 2016) by the Ministry of Home Affairs (MHA), GoI to ensure basic uniformity in prison rules and regulations across States. Accordingly, the Government of Odisha (GoO) revised (September 2020) the OJM as the “Odisha Model Jail Manual 2020”.

The overall administrative control of prisons in the State rests with the Home Department, Government of Odisha, headed by the Additional Chief Secretary (ACS). The Directorate of Prisons and Correctional Services (‘Directorate’) under the Director General (DG) of Prisons and Director Correctional Services (DCS) is in charge of overall supervision and operations of prisons in the State.

The objective of the Directorate is to keep prisoners in safe custody, provide them with decent living conditions and to ensure that their basic needs with respect to food, clothing, sanitation, healthcare *etc.*, are met. In addition to this, providing skill orientation programmes to prisoners that shall help them amend their behaviour and prepare them for their return to the community. Further, ensuring discipline amongst prison personnel, providing them periodic training and working in tandem with relevant stakeholders for the development of the criminal justice system, are other goals of the Directorate.

The Organisational setup of Prison Administration in Odisha under the Home Department is given in **Chart 3.1**:

Chart 3.1: Organisational setup of Prison Administration



The Home Department has under its jurisdiction, a total of 87 jails in the State consisting of five circle jails, two special jails, nine district jails, six special sub-jails, and 63 sub-jails. One open air jail (Biju Pattnaik Open Air Ashram at Jamujhari, Bhubaneswar), one female jail (Nari Bandi Niketan at Sambalpur) and one Jail Training Academy also come under the Department.

The circle jails are managed by Sr. Superintendents while district and other jails are managed by Superintendents/Jailors. Besides, Regional Probation Offices, District Probation Offices, Sub-divisional Probation Offices, one “District After Care Shelter” at Cuttack and “Central After Care Home” at Baripada are responsible for implementation of reform, rehabilitation and correctional measures for prisoners.

3.1.1 Audit Objective

The audit objectives of the Subject Specific Compliance Audit (SSCA) were to assess whether:

- the financial and human resource management were carried out in an economic, efficient and effective manner;
- necessary facilities (basic amenities, security, food, healthcare *etc.*) and privileges were provided to the prisoners;

- reformation, rehabilitation and correctional administrative measures for prisoners were adequate and effective; and
- monitoring, grievance redressal and internal control mechanism were efficient.

3.1.2 Audit Criteria

The Audit criteria were drawn from the following documents:

- Odisha Budget Manual, 1963;
- Provisions of Odisha Treasury Code, 1937 and Odisha General Financial Rules, 1959;
- Odisha Model Jail Manual, 2020;
- Orissa Probation Offender Act, 1958 and Rules, 1962;
- Instructions and guidelines issued by the State and Central Government; Odisha High Court; National Human Rights Commission (NHRC) and the Apex Court including on prison reforms; and
- Monitoring mechanism as envisaged in the Jail Manuals.

3.1.3 Audit scope and methodology

The SSCA was conducted during June 2023 to February 2024 covering the period 2020-21 to 2022-23. Audit test checked records of the Home Department, Directorate of Prisons, Regional Probation Office³⁴ along with District Probation Offices³⁵ under its control and 15 out of 87 jails³⁶ selected through stratified random sampling. Records of Orissa State Police Housing and Welfare Corporation Limited (OSPH&WC) were verified to examine the execution of prison projects. Interviews of prisoners by way of questionnaires on the quality of ration/diet, accommodation, health and sanitation facilities *etc.*, were conducted in the presence of jail officials. Physical inspection of assets was done in the presence of jail staff, and photographs of assets created/facilities available were taken wherever necessary to corroborate audit findings.

An Entry Conference was held on 13 June 2023 with the Special Secretary, Home Department, GoO. The audit findings were discussed with the Department in an Exit Conference held on 23 September 2024, and replies obtained from the Government have been suitably incorporated in the Report.

³⁴ Regional Probation Office, Cuttack

³⁵ District Probation Officers, Puri and Cuttack

³⁶ Two Circle Jails (Berhampur and Choudwar), two District Jails (Puri and Balasore), one special Jail (Bhubaneswar), two special Sub-Jails (Bhadrak and Deogarh), six Sub-Jails (Anandpur, Aska, Baragarh, Nayagarh, Udala and Athagarh), Open Air Jail (Jamujhari) and Women Jail (Sambalpur)

3.2 Audit Findings

3.2.1 Delay in Constitution of Prison Development Board

As per para 1201 of Odisha Model Jail Manual (OMJM), 2020, a Prison Development Board (PDB) was to be set up in order to improve and modernise infrastructural facilities in prisons, and have an institutional arrangement conducive to speedy decision making by taking advantage of modern technology and managerial practices. The main functions of this Board, headed by the Chief Secretary included improvement of prison infrastructure facilities and suggesting measures for improvement in quality of life of prisoners. The Home department, in its notification (27 January 2022) prepared the guidelines for the functioning of the PDB in which it was stated that the Board would prepare a three-five years Action Plan, on the basis of which annual targets for improvement of prison infrastructure facilities would be set up. The Board would also review the implementation of annual targets and suggest further measures to be undertaken for their achievement. The meeting of the Board was to be held at least once in every six months.

Audit scrutiny revealed that though the OMJM had been approved (September 2020) by the Government, the PDB was constituted only in January 2022, with a delay of more than one year. Also, PDB had not prepared any Action Plan during the period 2020-22 and as a result, no annual targets were in place to ensure improvement in prison infrastructure and quality of life of prisoners.

The Government in reply stated (September 2024) that separate action plans are being prepared by the Department for building and infrastructure, modernisation of prisons, and for reform and rehabilitation of the inmates.

The fact, however, remained that due to non-preparation of Action Plans, annual targets for improvement in the living conditions of prisoners, treatment of prisoners³⁷ and vocational training *etc.* could not be set.

3.2.2 Non-constitution of State Advisory Board

As per OMJM, 2020, a State Advisory Board (SAB), headed by the Principal Secretary, Home Department, was to be set up to advise the State Government and the prison administration on matters relating to correctional work in prisons, rehabilitation of inmates and redressal of grievances of prisoners/their relatives. Besides regular official members, the SAB was also to include non-official³⁸ members, to be appointed by the State Government. The SAB was to act as a meeting ground of departmental heads of Prison, Education, Health, PWD *etc.*, in order to bring about effective inter-departmental co-ordination,

³⁷ The modern concept of penology is based on treatment of offenders, their reformation and re-assimilation in the society. The three domains of correction of offenders are pre-care *i.e.*, probation, care *i.e.*, welfare of prisoners and after care *i.e.*, rehabilitative measures.

³⁸ Three members of the Legislative members of the state, two elected members of parliament from the State, three eminent members of the public working in the field of social reform and a retired officer of prison not below the rank of Deputy Inspector General.

besides creating social awareness about, and stressing on the need for rehabilitation of offenders.

On scrutiny of records of the Home department, GoO, it was seen that the DG of Prisons & DCS proposed (15 February 2021) ten names of non-official members to the Department for the SAB. The Department approved nine names as non-official members on 19 March 2021 which included four members as proposed by the DG of Prisons & DCS. However, the SAB had not been constituted as of June 2023 *i.e.*, after a lapse of more than 26 months from the date of approval of non-official members as the Chairman and Official members had not been appointed.

Thus, in the absence of constitution of the SAB, important functions of reviewing and advising the Government on correctional mechanism in prisons and rehabilitation of inmates *etc.* could not be performed.

The Government in reply stated (September 2024) that as per Home Department Notification 11979 (March 2021) the SAB was constituted with nine non-official members for a period of three years to advise the State Government and the Prison administration on the matters relating to correctional work in prisons, rehabilitation of inmates and redressal of prisoners' grievances.

The reply is not acceptable as the notification referred related only to appointment of nine non-official members for the SAB. The Chairman and other official members had not been appointed as envisaged in Rule 1194 of OMJM. Further, during the period 2020-21 to 2022-23 no meetings of the SAB were held.

3.3 Financial Management

3.3.1 Preparation of budget

Rule 46 of the Odisha Budget Manual (OBM) issued (08 November 1963) by the GoO stipulates that the departmental level budget estimates have to be based on estimates submitted by the district officers of the department. The estimates need to be prepared carefully with personal attention by the officers submitting them, so that they are as accurate as possible.

Scrutiny of records at the Directorate of Prisons revealed that expenditure was incurred towards the heads of salaries, wages and purchase of dietary items³⁹ for prisoners during the period 2020-23. During this period, the Home department had allotted ₹717.49 crore through budgetary provision, out of which ₹625.95 crore had been utilised as given in **Table 3.1** below:

³⁹ The daily diet of prisoners in Odisha jails includes a morning snack, lunch, and dinner. The morning snack may include tea, upma, or poha. Lunch and dinner typically include roti, rice and dal.

Table 3.1: Statement showing allotment, expenditure and surrender of budget during 2020-21 to 2022-23

(₹ in crore)

Financial Year	Allotment	Expenditure (Per cent)	Surrender/Excess (Per cent)
A	B	C	D
2020-21	210.76	173.94 (82.53)	36.82 (17.47)
2021-22	220.43	194.97 (88.45)	25.46 (11.55)
2022-23	286.30	257.04 (89.78)	29.26 (10.22)
Total	717.49	625.95 (87.24)	91.54 (12.76)

(Source: Records/ information furnished by the department)

From the above, it is evident that during the years 2020-21 and 2022-23, between 10.22 to 17.47 per cent of total funds were surrendered by the Department. It was also noted that a large part of the surrendered amount constituted of salaries⁴⁰ which ranged from 53 per cent (2020-21) to 81 per cent (2021-22) of the total surrendered amount indicating that there was scope for improvement in the budget formulation process.

The Government, in reply stated (September 2024) that the funds were surrendered under the salary heads due to vacancy, non-fixation of pay of some staff under ORSP Rule. Necessary steps are being taken to prepare the Annual Budget in a realistic manner henceforth.

Non-utilisation of ₹41.72 lakh provided by 13th FC

The GoI, Ministry of Finance sanctioned (April 2011) the 13th Finance Commission (FC) award to the State Governments for specific purposes. This *inter alia* also included funds made available for upgradation of security of jails and ensuring better amenities to the prisoners. The States were also advised by GoI, Ministry of Finance to utilise the funds provided, in a time bound manner.

Audit scrutiny revealed that a sum of ₹38.40 lakh was released out of 13th FC grants (March 2013 to March 2014) in favour of Special Jail, Bhubaneswar towards setting up of small-scale industries⁴¹. However, the Superintendent refunded (15 July 2023) the entire funds of ₹41.72 lakh with interest of ₹3.32 lakh to the concerned treasury without development of the said industries. Thus, funds provided by the FC for a specific purpose were refunded by the Special Jail after ten years without achieving the stated objectives.

The Government in reply stated (September 2024) that there was no misutilisation of funds as the same has already been deposited in the Government Head of Account. However, the fact remained that the funds provided by GoI under 13th FC grant were not utilised for the intended objectives.

⁴⁰ The amount of salary surrendered during the financial years 2020-21, 2021-22 and 2022-23 had been ₹19.51 crore, ₹20.55 crore and ₹17.84 crore, respectively.

⁴¹ Installation of Pampada, Badi, Chatua, candle and Agarbati unit and Tailoring Unit

3.3.2 Delay in construction of Bhadrak jail

Annexure-II of guidelines for recommendation of grants, issued (April 2011) by the Ministry of Finance (MoF), GoI, stated that, ₹100 crore had been recommended for the state of Odisha under the 13th Finance Commission grants for upgradation of security of jails and ensuring better amenities to prisoners. Para 140A of the Odisha General Financial Rules (OGFR), 1959, Vol-I stipulates that when other civil departments execute work, they shall follow closely the provisions contained in the Orissa Public Works Department (OPWD) Code until separate rules are framed for execution of works by the officers of other civil departments. Para 3.7.4 of the OPWD Code stipulates that no work should commence on land which has not been duly made over by a responsible civil officer.

Scrutiny of records at OSPH&WC revealed that for construction of Special Sub-Jail at Bhadrak, the DG of Prisons & DCS accorded administrative approval for 15 components (June - three components⁴², July - three components⁴³ and October 2012 - nine components⁴⁴) and released (October 2014) ₹9.74 crore along with the land of 21.94 Acres which was handed over (22 May 2015) to OSPH&WC. However, before commencement of the construction work, the site was inspected by the SE, OSPH&WC, Additional Inspector General (AIG), Prisons, Tahasildar, Bhadrak and Joint Manager, OSPH&WC, and they found that a proposed Prime Minister Gram Sadak Yojna (PMGSY) road was intersecting this land provided for the jail.

As per the request of CE, OSPH&WC, the DG Prisons & DCS took up the shifting of roads issue with concerned State Government Authorities (Panchayati Raj Department), who refused to (October 2015) alienate the land to jail authorities. Subsequently, after six years, the Tahasildar, Bhadrak sanctioned advance possession of another land (25 October 2021), measuring 20 Acres at Bahudarada, Bhadrak for construction of the jail.

Thus, from the date of release of funds (October 2014), it took approximately seven years for the land to be finalised leading to considerable time overrun in the completion of the project. Further, due to release of funds before finalisation of the project site, ₹9.74 crore



Photo No. 8: Construction of 180 capacity male ward of Bhadrak jail without outer jail wall

⁴² (1) Construction of 6 E Type quarters, (2) construction of two D Type quarters and (3) construction of 20 F Type quarters

⁴³ (1) Construction of a female ward of capacity of 50, (2) construction of toilet blocks for females and (3) construction of a dining hall for females

⁴⁴ (1) Construction of Kitchen and Gas Godown, (2) construction of two toilet blocks for convict and UTP, (3) construction of dining hall for male, (4) construction of 12 cells, (5) construction of perimeter wall, (6) construction of 150 capacity UTP male ward, (7) construction of 100 capacity male convict ward, (8) construction of administrative building and (9) construction of site development, approach road and drainage system

remained blocked with OSPH&WC for this entire duration (from 2014 to 2023).

OSPH&WC submitted (03 June 2022) the plan and estimates for one of the components, *i.e.*, the construction of 180 capacity male ward of new Special Sub-Jail building at Bhadrak, at the cost of ₹5.32 crore and administrative approval of ₹4.93 crore was accorded for the same by DG Prisons (29 June 2022).

The OSPH&WC issued (26 December 2022) the work order for construction of Bhadrak jail to the contractor at the cost of ₹4.24 crore with a stipulation to complete the work within 12 months. However, the work was still in progress after an expenditure of ₹2.16 crore (as of December 2023).

It was noted that the CE, OSPH&WC had submitted the estimates in June 2022, without including any provision for an outer jail wall for the male ward component and administrative approval for this was accorded without ensuring the security aspect for effective utilisation of this component.

During the joint physical verification (13 December 2023) conducted by Audit, in the presence of Superintendent, Special Sub-Jail, Bhadrak and Assistant Project Manager, OPH&WC, it was noted that no outer jail wall was in place.

Thus, placement of funds prior to handing over of site, delay in allocation of land and absence of an important component like the outer jail wall not only delayed project completion but also affected the functionality of the jail. Further, the possibility of escalation of project cost in such a scenario could not be ruled out.

The Government in reply stated (September 2024) that the construction work for 180 Capacity Male Ward for New Jail at Bhadrak has been completed and for the balance work like Administrative Building, Hospital Building, Kitchen, Godown Block, Factory Block *etc.*, the rough cost estimates have been prepared and submitted to Government for approval and provision of funds. The tentative work programme for completion of the project is by end of June 2027.

The reply is silent on the provisioning of the outer jail wall in the estimates. It also highlights systemic inefficiencies on the part of the Department wherein even after a lapse of more than ten years since fund release, large components of the project remain incomplete and even the estimates have not been approved.

3.4 Safe custody, Security and Prison Management

3.4.1 Overcrowding of prisoners in various jails

Taking cognizance of the overcrowding of prisoners in six jails⁴⁵, the Hon'ble High Court of Odisha, in its judgment (23 December 2021) directed that there was an urgent need to decongest prisons and accommodate prisoners who are in excess of the holding capacity of concerned jails.

In such cases, inmates were to be shifted in a phased manner to alternate safe and secure premises, by upgrading other state buildings/ facilities to meet the requirement of prisons.

In this context, the scheduled accommodation⁴⁶ of prisons and existing prison population for undertrials and convicts during the last three years in 87 jails of the State is given in **Table 3.2** below:

Table 3.2: Holding capacity of Prisons to accommodate prisoners and present inmate population of the jails for the period 2020-21 to 2022-23

As on 31st March of the Financial Year	Holding capacity of jails	Prison population								
		Under- trial prisoners				Convicts				Grand Total
		Male	Female	Trans-gender	Total	Male	Female	Trans-gender	Total	
A	B	C	D	E	F	G	H	I	J	K
2020- 21	19,824	16,505	578	0	17,083	3,202	108	0	3,310	20,393
2021-22	20,035	16,661	613	2	17,276	2,581	85	0	2,666	19,942
2022-23	22,034	15,253	564	1	15,818	2,963	81	0	3,044	18,862

(Source: Compiled by audit from the information available on the departmental website)

From the table above it is noticed that while the overall Holding capacity of prisons in the State has increased, there has been a decreasing trend in the prison population during the last three years. However, on examination of detailed position of jails by Audit, it was noted that 31 of 87 jails in the State were overcrowded.

There was overcrowding in seven of the 15 test-checked jails during the period 2020-2023. The scheduled accommodation and present inmate population in these overcrowded jails is given in **Table 3.3**:

Table 3.3: Statement showing scheduled accommodation and present inmate population in test checked jails, as of 31 March 2023

Sl. No.	Name/ Category of prisons	Scheduled capacity			Actual number of prisoners			Percentage of excess as on 31.03.2023
		As on 31.03.2021	As on 31.03.2022	As on 31.03.2023	As on 31.03.2021	As on 31.03.2022	As on 31.03.2023	
A	B	C	D	E	F	G	H	I
1.	District Jail Balasore	480	480	530	656	643	643	21.32
2.	Special Jail Bhubaneswar	749	861	991	953	1,080	1,239	25.03

⁴⁵ District Jail Phulbani, Special sub-jail, Bhadrak, and the sub-jails in Jajpur, Nayagarh, Paralakhemundi and Malkangiri

⁴⁶ Holding capacity of the prisons

Sl. No.	Name/ Category of prisons	Scheduled capacity			Actual number of prisoners			Percentage of excess as on 31.03.2023
		As on 31.03.2021	As on 31.03.2022	As on 31.03.2023	As on 31.03.2021	As on 31.03.2022	As on 31.03.2023	
A	B	C	D	E	F	G	H	I
3.	Special Sub-Jail Bhadrak	166	201	201	394	346	257	27.86
4.	Sub-Jail Anadpur	77	77	77	64	65	78	1.29
5.	Sub-Jail, Aska	146	146	146	204	213	182	24.66
6.	Sub-Jail, Nayagarh	160	260	260	293	297	287	10.38
7.	Sub-Jail, Udala	89	89	89	87	78	105	17.98

(Source: Compiled by audit from the information furnished by the DG prisons and DCS)

Scrutiny of records in the test checked units revealed that during 2020-23, Superintendents of five overcrowded jails⁴⁷ had shifted 838 inmates to nearby jails with unused scheduled capacity to address the overcrowding issues, as discussed in **paragraph 3.4.2**. However, in spite of shifting of these inmates, the overcrowding in the above jails persisted and ranged from 1.29 per cent to 27.86 per cent, as on 31 March 2023, as enumerated in **Table 3.3**.

This lop-sided distribution of prisoners showed that the steps taken by DG Prisons and DCS of directing concerned Jail Superintendents to shift excess prisoners from overcrowded jails to underutilised jails, was not sufficient.

The Government in reply stated (September 2024) that, the prisons in Odisha are currently operating at 74 per cent capacity, with a total capacity of 23,656 against an inmate population of 17,580 (as of 30 June 2024). This indicates that the prisons are not generally overcrowded but there are specific jails that are consistently facing issues of overcrowding such as, District Jail Jajpur, District Jail Bhadrak and Special Jail Bhubaneswar. The State Government has taken proactive measures by approving construction of three new jails at Bhubaneswar, Jajpur and Bhadrak. Moreover, steps are being taken regularly to reduce the overcrowding situation in Jails by constructing additional wards and shifting of prisoners.

The Government vide its reply has concurred that there are Jails facing overcrowding issues. Further, position as observed during audit in test-checked districts highlights that the directive of the Hon'ble High court is yet to be fully implemented.

3.4.2 Non-availability of space for prisoners

As per clause 8(5) of OMJM, 2020, a minimum ground space of 3.71 Sqm per prisoner for sleeping barracks was required to be provided for accommodation.

⁴⁷ Sub-Jails Aska, Nayagarh and Udala, district jails Bhadrak and Balasore

Audit scrutiny of 15 test-checked units revealed that space available per prisoner for sleeping barracks in nine prisons⁴⁸, as on 31 March 2023, was less than the required space per inmate, as per prescribed norms, as detailed in **Table 3.4:**

Table 3.4: Statement showing details of space available for prisoners in the jails
(in square meters)

Name of the prison	Scheduled accommodation as per norm	Actual number of Prisoners accommodated (as on 31.03.2023)	Area of the barrack inside the prison	Space available per prisoner as per scheduled accommodation (D/B)	Space available per prisoner as per actual number of prisoners (as on 31.03.2023) (D/C)	Shortage of space per inmate against scheduled accommodation*	Shortage of space as per actual number of prisoners (in percentage) #
<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>	<i>F</i>	<i>G</i>	<i>H</i>
Bhubaneswar	991	1,239	3,344.49	3.37	2.70	0.34	1.01 (27.22)
Deogarh	183	167	530.92	2.90	3.18	0.81	0.53 (14.29)
Choudwar	1,156	1,070	3,877.50	3.35	3.62	0.36	0.09 (2.43)
Bhadrak	201	257	489.97	2.44	1.91	1.27	1.80 (48.52)
Balasore	530	643	1,404.70	2.65	2.18	1.06	1.53 (41.24)
Puri	640	587	2,107.00	3.29	3.59	0.42	0.12 (3.23)
Udala	89	105	230.77	2.59	2.20	1.12	1.51 (40.70)
Aska	146	182	449.09	3.08	2.47	0.63	1.24 (33.42)
Nayagarh	260	287	547.01	2.10	1.91	1.61	1.80 (48.52)

(Source: Compiled by audit from the information received from Department)

* Calculated as per minimum ground space of 3.71 Sqm minus space available as per Column E

Calculated as per minimum ground space of 3.71 Sqm minus space available as per Column F

From **Table 3.4**, it is noticed that there was a shortage of space per inmate in barracks of the Jails even in terms of scheduled accommodation which ranged from 0.34 sq. mt. (Special Jail, Bhubaneswar) to 1.61 sq. mt. (Sub-Jail, Nayagarh). This shortage was further accentuated as the actual inmate capacity exceeded more than 40 per cent in four jails. Thus, the availability of less space per inmate led to congested living conditions for the prisoners as discussed in **paragraph 3.4.1**. Such prisoners were deprived of the standard requisite space for sleeping and basic living conditions, as per the norms.

The Government in reply stated (September 2024) that the prisons in Odisha are currently operating at 74 per cent capacity but there are specific jails that are consistently facing issues of overcrowding such as District jail, Jajpur, District jail, Bhadrak and Special jail, Bhubaneswar. The State Government has taken proactive measures by approving construction of three new jails at Bhubaneswar, Jajpur and Bhadrak. Moreover, the issue of overcrowding is also being tackled through the transfer of inmates from overcrowded facilities to those with lower population.

⁴⁸ Aska, Bhubaneswar, Bhadrak, Balasore, Choudwar, Deogarh, Puri, Nayagarh and Udala

Sanitary arrangement

As per clause 953(2)(a) of OMJM, 2020, each prison shall provide covered cubicles for bathing, at the rate of one for every ten prisoners, with proper arrangements to ensure privacy.

Scrutiny of records at DG of Prisons & DCS revealed that in all the 87 jails, as against the requirement of 2,203 bathing places as per the scheduled accommodations, only 916 places were available for bathing and there was a shortage of 1,287 bathing places. This shortage of adequate bathing places existed in 58.40 *per cent* of all jails across the State. Moreover, Audit scrutiny of the selected 15 units revealed that there was a shortage of bathing places in 10 out of 15 jails, ranging between 50 *per cent* in Sub-Jail, Athagarh to 90.57 *per cent* in district Jail Balasore. In Sub-Jail Deogarh, the women inmates were using open *pindis*⁴⁹ to take a bath. Similarly, there was a shortage of 71 toilets in four⁵⁰ out of 15 test checked jails, in which Special Jail, Bhubaneswar had the shortage of toilets to the extent of 25 *per cent*. Thus, inadequate bathing spaces/toilets in jails deprived the prisoners of their basic needs of sanitary living conditions and instances of open bathing places for women inmates raised concerns regarding their privacy.

The Government in reply stated (September 2024) that steps are being taken from time to time for construction of bathrooms, toilets in Jails to provide hygiene and sanitation, based on the requirement and availability of space inside jails. During the last three years, 57 bathing platforms for prisoners have been constructed. Further, steps will be taken to construct bathrooms for female prisoners of Deogarh jail during the current FY 2024-25.

However, the fact remained that the Government did not provide the required number of bathing places and toilets, thus not taking care of the sanitary and hygiene needs of prisoners leading to deprivation of basic living conditions.

3.4.3 Deficiency in engagement of guarding staff

Clause 92 (4) of the OMJM, 2020 states that there shall be at least one guard for every six prisoners and that this ratio shall be followed in all three shifts. Further, Clause 92 (5) (n) of the above Manual stipulates that the guard staff shall be responsible for security, custody, maintenance of discipline, welfare of prisoners, reporting defects in prisons *etc.*

On scrutiny of records at the DG of Prisons & DCS, it was noticed that based on the scheduled accommodation of prisoners in 75 jails, 3,515 guarding staff were required (operating in one shift). As against the required guarding staff, for management of 21,058 inmates, only 1,680 posts (47.49 *per cent*) were sanctioned by the Government which was not adequate for guarding even one shift. Against these 1,680 sanctioned posts of guarding staff, there were only 1,282 guarding staff in position, as of March 2023. Thus, there was a deficient

⁴⁹ Open bathing platform

⁵⁰ District Jail Balasore (2), Special Jail Bhubaneswar (51), Special Sub-Jail Bhadrak (15) and Sub-Jail Nayagarh (3)

deployment of 2,233 (63.53 *per cent*)⁵¹ guarding staff against the norm and shortage of 398 guarding staff, against the existing sanctioned strength of 1,680 posts, as detailed in the *Appendix-XV*.

Though, the Hon'ble High Court directed (28 July 2022) that the Prisons Development Board (PDB) should conduct a separate meeting for creation of additional post of warders and ministerial staff⁵², the required posts had not been created till April 2024.

Further, it was observed that in the 15 test-checked Jails, there was a shortage of guarding staff in 12 jails against the sanctioned strength. This shortage of staff against the sanctioned strength of 446 ranged from 8.33 *per cent* in sub-jail Udala to 32.55 *per cent* in Circle Jail, Berhampur.

In the absence of adequate Guard staff, essential functions related to safety and security, custody, welfare of prisoners as well as smooth operation of jail administration could not be performed.

The Government in reply stated (September 2024) that, the total number of guarding staff as on 31 March 2024 was 1,581 against the sanctioned posts of 2,122. Further, based on the scheduled accommodation of 23,656 prisoners in 87 Jails, it is assessed that 3,943 guard staff are required for management of prisoners. However, steps are being taken for filling up vacant posts as well as to create additional posts of Guarding Staff according to the norm as per OMJM or the national average of 1:9.

The reply of the Government supports the audit contention that there is an existing shortage of essential guard staff in Jails and that necessary steps have still not been taken to fill up vacant posts and create additional posts for ensuring security of prisons. Moreover, the sanctioned posts were not in conformity with the OMJM stipulation of one guard for every six prisoners in all three shifts.

3.4.4 Lack of essential security equipment

Clause 734 of OMJM, 2020 states that secure custody of inmates is the primary responsibility of the prison, and the overall objective of reform and rehabilitation has to be pursued within the framework of custody. In addition, clause 572 of the above manual stipulates additional security measures such as good security, lighting, use of wireless communication, intercoms, door frame metal detectors, handheld metal detectors, deep search metal detector, non-linear junction detector, siren systems, *etc.*

The DG of Prisons and DCS is responsible for procurement of the essential equipment. They shall submit the requirement along with the details of funds required to the Home department for provision of such funds in the budget.

⁵¹ 3,515- 1,282 guarding staff

⁵² Categories of personnel treated as ministerial personnel
Section Officer, Accountant, Salesman-cum-accountant, Senior Assistant, junior Assistant, Stenographers, clerk-cum-typist, Data Entry Operators, Task Taker, Sales attendant and miscellaneous staff like sweepers, cook and peon

On Scrutiny of records of 15 test-checked units, it was observed that essential security equipment required for safe and secure jail administration was either not available or not operational as detailed in **Table 3.5:**

Table 3.5: Statement showing availability of security equipment in the selected units

Sl. No.	Name of the equipment	Number of test-checked Prisons (out of 15) where items were not available	Total number of items available in 15 test- checked Prisons	Number of defunct/ non-operational items in 15 test-checked prisons
<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>
1	Closed Circuit Camera	2	493	92
	Door Frame Metal Detector	4	11	3
3	Search Light	3	70	15
4	Mobile Jammer	13	9	9
5	Baggage Scanner	8	7	6
6	Handheld metal detector	0	113	31
7	Walkie Talkie System	0	317	149
8	Non-linear Junction Detector	13	2	0

(Source: Information received from test-checked units)

From the above table it can be seen that:

- In four jails, door frame metal detectors were absent and in the other test-checked jails, out of the 11 put to use, three were not in working condition. Moreover, in District Jail Puri and Sub-Jail Aska, the door frame metal detectors were kept at a place other than the entrance, defeating the purpose for which they had been procured.
- Out of seven baggage scanners available in test-checked jails, only one baggage scanner (District jail Bargarh) was found to be in working condition.
- All six Mobile Jammers available in circle Jail Berhampur and three in District Jail Balasore were not in working condition. Only circle Jail Choudwar and District jail Balasore were found to have one non-linear junction detector each.



Photo No. 9: Door frame metal detector in Berhampur Circle Jail



Photo No. 10: Idle baggage scanner in Special Jail, Bhubaneswar

Audit observed that due to absence of these security equipment, the prisoners could not be scanned during admission to the prisons especially for the

purposes of detecting possession of inadmissible items. During 46 search operations conducted during 2020-23 in Special Jail, Bhubaneswar, 74 Mobile phones, 56 sim cards, one pen drive, 26 empty liquor bottles and 1.76 kg of Ganja were seized. Similarly, two mobile phones and 1.19 kg of ganja was seized in the district jail, Balasore during search operations conducted during March 2021 to December 2021.

These serious violations clearly indicated that the aim of secure custody of the inmates and the overall objective of security and discipline of the inmates had been adversely affected. The presence of prohibited articles within the prison premises could be attributed to the lack of essential security equipment and non-functioning of the available security equipment.

The Government in its reply stated (September 2024) that during this year, Action plan has been approved for supply and installation of CCTV System, Body Worn Camera, additional Video Conferencing System, security pole, Non-linear Junction Detector (NLJD), Deep Search Metal Detector, Night Vision Device and Mobile Phone Detector in different Jails under the 'Modernisation of Prisons Project' to strengthening the jail security system. Besides, proposal for Drone Camera will be provided on pilot basis for a few selected Jails.

However, the fact remained that the Government did not provide adequate security equipment to the jails due to which the basic security systems in the prisons were absent. Moreover, the Government also did not take any action against the erring officials of Special-Jail Bhubaneswar and District jail, Balasore despite presence of inadmissible items such as mobile phones, sim cards and ganja in these jails.

Cases of escape from the prisons

Clause 1044 of OMJM, 2020 prescribes certain situations to be handled on an "Emergency basis" and escape from prison is mentioned as one such emergency situation. Moreover, Clauses 1057, 1059, 1060, 1063 and 1064 of the above Manual, prescribe methods to deal with the situations relating to escapes from prison, which shall be followed to recapture the fugitive prisoner who had either escaped from inside the jail or from outside during transit, treatment at Hospital/Court, etc.

During test check of records at DG of Prisons & DCS, relating to the escape of prisoners from jails, it was noticed that there were 29 instances of escape of prisoners in the State, during the last three years (2020-23), out of which 17 had been recaptured and 12 were yet to be traced and recaptured, as detailed in **Table 3.6:**

Table 3.6: Statement showing details of prisoners escaped and recaptured during FYs 2020-23.

Financial Year	No. of prisoners escaped			No. of prisoners recaptured	No. of prisoners yet to be recaptured
	From Jail custody	From referred Hospital	Total		
<i>A</i>	<i>B</i>	<i>C</i>	<i>D</i>	<i>E</i>	<i>F</i>
2020-21	07	03	10	8	2
2021-22	05	02	07	3	4
2022-23	08	04	12	6	6
Total	20	09	29	17	12

(Source: Information furnished by DG of Prisons & DCS)

Despite prisoners escaping custody/hospitals, no adequate steps such as deployment of essential guarding staff, providing required equipment/apparatus to staff, watch towers to curb the escape of prisoners from jail custody, etc., were taken by the Department to guard against further such incidents.

Scrutiny of records pertaining to one test-check Jail, i.e., Special Sub-jail Bhadrak, revealed that, there was a deficient deployment of guarding staff to an extent of 21.42 per cent (as mentioned in *Appendix-XV*) and modern equipment like CC camera and Baggage scanner though available were non-functional. In addition, there was no watch tower in this prison.

The Government in its reply stated (September 2024) that two of the escaped prisoners have been re-captured and one prisoner of Jajpur Road Jail died on 16.04.2024. Steps are being taken to apprehend the remaining nine prisoners. Recruitment process for filling up of 403 vacant post of Jail Warders has been completed in the month of May 2023. Total sanction of Guarding staff has been increased from 1,872 to 2,122 in all jails and number of guarding staff is 1,581 against the sanctioned posts of 2,122 as of March 2024. Further, during this year, Action plan has been approved for supply and installation of security equipment to strengthen the jail security system.

However, the fact remained that there was laxity on the part of the Government by non-provision of adequate guarding staff, modern equipment and watch towers necessary for monitoring and prevention of such escapes from the prisons.

3.4.5 Insufficient watch towers

Clause 433 of OMJM, 2020 stipulates that there shall be a double ring security provided to all security enclosures. Also, the inner security of the enclosures shall be manned by highly trained staff of the prison, while the outer security, including the watch towers and security wall, shall be the duty of a special armed guard. Further, as per clause 422, there should be watchtowers in all corners and one central watch tower within the enclosure. Clause 572 (i) of the above Manual provides for additional security measures associated with watch towers, such as installation of searchlights, binoculars and night vision equipment along the periphery. In addition, clause 1054 (3) of the Manual stipulates that the guard posted in the watch tower shall be in readiness to keep

a watch inside and outside the jail and in position to prevent escapes. Audit scrutiny revealed that in seven⁵³ out of the 15 sampled Jails, watch towers had not been constructed and in the remaining eight jails, 31 watch towers were available against a requirement of 40. Moreover, special armed guards for outer security had not been made available in seven jails where these watch towers had been set up, defeating their very purpose.



Photo No. 11: Watch tower without any personnel or security equipment, Special Jail, Bhubaneswar

In case of Circle jail, Berhampur, watch towers were constructed in all its corners. However, it was noted by Audit that although armed guards were deployed in these towers, no binoculars, night vision equipment and walkie-talkies were provided to them (July 2023), affecting their functionality. In this Jail spread over an area of 48.870 acres, the purpose for which the watch towers had been constructed could not be fulfilled due to the insufficiency of such necessary equipment.

Thus, non-provision of watch towers in seven out of 15 test-checked jails and failure to post guarding staff with requisite equipment, not only led to non-compliance with the provisions of the OMJM Manual but also affected the safety and security of premises, leading to cases like escape of prisoners as pointed out in **Paragraph 3.4.4**.

The Government in reply stated (June 2024) that watch towers are being utilised properly in most of the jails where these have been constructed but in some cases towers are not properly utilised/ constructed due to shortage of manpower. The security related equipment were not in working condition or were outdated, and therefore steps are being taken to upgrade the existing Jails of the State by provisioning Watch Tower facility.

The reply of the Government is not acceptable as the fact remains that seven test-checked prisons were functioning without watch towers and special armed guards, which may lead to the possibility of serious security threats. Further, no effective steps had been taken by the Government to resolve shortage of Guards or upgrading security equipment.

3.4.6 Non-implementation of e-prison project

The Ministry of Home Affairs, GoI, had initiated (November 2017) implementation of an e-prison project in all States. This project aimed at computerisation of the functioning of all prisons in the country including digitisation of prisoner data and making it accessible to all designated authorities of the Central and State Governments in an electronic format. This

⁵³ Anandapur, Aska, Athagarh, Bhadrak, BPOAA Jamujhari, Sambalpur and Udala

e-prison project was to be a part of the broader Integrated Criminal Justice System (ICJS) wherein systems of three main organisations namely, Courts, Police Stations and Prisons were to be electronically interlinked. The duration of the e-prison projects was for three years from 2017-18 to 2019-20 with 60:40 cost sharing basis by GoI and State Government.

ICJS data integration between the Court, Police and Prison systems is primarily based on primary key of respective domains. The primary key of the domains used for this data linking are First Information Report (FIR) No. (Police), Case Number Record (CNR) No. (Courts), FIR/CNR No. (Prisons), FIR (Forensic) and FIR/CNR (Prosecution) *etc.*

Moreover, three fields, *viz.*, FIR number, FIR date and Police Station name are also to be mandatorily filled in the e-prisons application software. While implementing the e-prison initiative, it was noticed that information related to these three mandatory fields was either missing or not available. Besides, as the Prison Department was getting prisoners from various agencies *i.e.*, State Excise, Forest and other Central agencies, other than the Police, the Department found difficulty in obtaining data relating to the primary key, date *etc.*, for the e-prison software and its subsequent complete integration with ICJS.

Scrutiny of records on the scheme on implementation of e-prison project at DG of Prisons & DCS, revealed that an expenditure of ₹9.22 crore was incurred as of March 2023, which included GoI share of ₹6.10 crore. As against GoI timeline of three years (*i.e.*, 2017 to 2020), the Department belatedly completed the requisite components *viz.*, customisation (in 2019-20), procurement and installation of Information Technology hardware at State Prisons (2020-21) and establishment of connectivity (in 2021-22) at a total cost of ₹9.22 crore.⁵⁴

Besides, out of the 13.93 lakh prisoners' data uploaded in the e-prison software, total numbers of ICJS data linked to Courts was only 1.69 lakh (12 *per cent*), as of June 2023.

The failure on the part of the Department to upload the basic information related to prisons in the e-prison software system and subsequent non-linking with ICJS database led to improper integration of prison data with the ICJS database despite incurring an expenditure of ₹9.22 crore. Further it also deprived both the State and Central authorities of access to prisoners' data in a readily available, electronic format.

The Government in reply stated (September 2024) that, ICJS is a GoI programme for which MHA is monitoring and NIC is the Nodal Agency, and it is a continuous programme. Despite the absence of CNR in the e-prison portal a significant number of prisoners records (1,68,515) out of 13.93 lakh have been successfully linked with various Courts as of June, 2023

⁵⁴ Customisation: ₹0.03 crore, Establishment connectivity: ₹5.25 crore, Procurement and installation of IT hardware at State Prison: ₹2.50 crore and Data linkages with ICJS: ₹1.44 crore

demonstrating progress in data integration. Due to personal efforts of e-prisons staff, Odisha Prisons have achieved commendable milestones in data linkage with ICJS, securing the third position nationwide. This is evidenced by the linkage of 7.05 lakhs prisoners' records and 7.55 lakhs FIRs in the ICJS portal, out of 14.75 lakh prison data as of 03 April 2024.

However, the fact remained that even after incurring an expenditure of ₹9.22 crore, three mandatory fields namely FIR number, FIR date and Police Station name were missing or not available in the e-prison software due to which the data pertaining to prisoners such as registration, personal details, details of court action, conviction, remission or parole details, could not be fully integrated with ICJS.

3.5 Health facilities for prisoners

Shortage of Medical professionals: Medical administration is one of the most important concerns of prison management and therefore the Medical Officer of a prison shall give careful attention to treatment of sick prisoners and to every matter connected with the health of prisoners.

3.5.1 Clause 976 of OMJM, 2020 states that hospital accommodation should be provided on the scale of 5 *per cent* of the daily average of the inmate population in all jails. Further, the prison hospitals were categorised as either Type-A⁵⁵ or Type-B⁵⁶, depending on the number of hospital beds.

Scrutiny of records at DG of Prisons & DCS revealed shortage of hospitals and hospital staff in all prisons of the State as detailed in **Table 3.7**:

Table 3.7: Showing details of sanitary arrangements available for prisoners in the State

Particulars	Type of Hospitals					
	'A' Type (30 beds and above)			B' Type (less than 30 beds)		
	Required	Existing	Shortfall	Required	Existing	Shortfall
A	B	C	D	E	F	G
No. of hospitals ⁵⁷	9	5	4	78	82	--
Medical officers as per existing beds	15	5	10	174	6	168
Staff Nurses as per existing beds	15	0	15	174	0	174
Sr. Pharmacist as per existing beds	10	5	5	174	7	167
Jr. Pharmacist as per existing beds	10	0	10	87	39	48
Male/female nursing assistants as per existing beds	15	5	10	174	36	138
Laboratory technician as per existing beds	10	0	10	87	0	87
Psychiatrist as per existing beds	5	1	4	87	0	87

(Source: Information received from the DG of Prisons & DCS)

From **Table 3.7**, it is evident that there was shortfall in the existing number of hospitals for Type-A, to an extent of 44 *per cent* during the period 2020-23.

⁵⁵ Hospitals with 30 beds and above

⁵⁶ Hospitals with less than 30 beds

⁵⁷ Calculated on the basis of number of scheduled accommodations (05 per cent of average inmate population) as on 31 March 2023

In addition, scrutiny of manpower requirement in the 15 test checked prisons as per the type of hospital revealed that there was shortage in the cadre of Medical Officer (68.75 *per cent*), Staff Nursing (100 *per cent*), Laboratory Technicians (100 *per cent*), Nursing Assistants (81.25 *per cent*) and Pharmacist (68.09 *per cent*) as against the prescribed norms in the OMJ Manual, 2020 which was indicative of the fact that, medical personnel provided to the jails for treatment of jail inmates were not up to the requisite numbers.

In reply, the Government stated (September 2024) that the Prison Directorate is constantly endeavouring to provide adequate health care to the prisoners and adhere to the Odisha Jail Manual Rules to that effect and shortfall as pointed out by Audit will be addressed over time.

Shortage of beds and clinical facilities: As stated above, the OMJ Manual, 2020 stipulates that hospital accommodation should be provided on the scale of five *per cent* of the daily average of inmate population in all jails. Further, clause 988 of the above Manual prescribes that the clinics *viz.* Dental, Ophthalmology, Minor Operation, Clinical Laboratory, X-ray lab, Physiotherapy and Psychiatric with related equipment shall be made available to the prison hospitals.

Audit scrutiny of selected 15 units revealed that there was shortage of beds against authorised capacity in case of 13 jails. This shortage ranged from 34.35 *per cent* (Circle jail, Berhampur) to 100 *per cent* (five sampled jails⁵⁸). Moreover, except minor Operation Theater and Physiotherapy clinical facility at Berhampur and Psychiatric facility at Choudwar, no clinical facilities were available in any of the sampled prisons. Since a clinical laboratory with the required equipment and laboratory technicians was not available, inmates were referred to outside laboratories for clinical tests during the FYs 2020-23. Thus, shortage of clinical facilities led to deprivation of basic medical facilities to the prison inmates.

In reply, the Government stated (September 2024) that in some of the jails, hospital wards are now under construction. After completion of the hospital wards, different hospital instruments and equipment to those jails will be supplied. Necessary steps will be taken for supplying of hospital equipment to the jails as per requirement.

The Government's reply in both the above paragraphs highlights that necessary remedial action needs to be taken by the State in order to ensure that provision of adequate health care facilities to prisoners is prioritised.

3.6 Keeping psychiatric inmates in jail with other prisoners

As per the Section 30 of Prisoners Act, 1900, where it appears that any person detained or imprisoned under any order or sentence of any court is of unsound mind, the State Government may order his removal to a lunatic asylum or other place of safe custody within the State. Besides, the Chairman, NHRC

⁵⁸ Athagarh, Anandpur, Aska, Nayagarh, Udala

advised (September 1996) that no mentally ill person should be permitted to be continued in any jail after 31 October 1998. Similarly, as per Rule 320 of OMJM, 2020, the inmates suffering from mental ailment should be transferred to appropriate mental health institutions.

Scrutiny of records of the 15 sampled jails revealed that in 10 jails⁵⁹, 121 mentally ill patients were detained as on 31 March 2023 with other prisoners without ensuring segregation. They were also not transferred to a lunatic asylum, place of safe custody or appropriate mental health institutions. The psychiatric prisoners were living inside the jail with other inmates and being treated by the visiting psychiatrist specialists in violation of the codal provisions and instructions of NHRC, due to non-availability of separate lunatic asylums.

In reply, the Government stated (September 2024) that as per the OMJM Rules 407, 408 and 409, detailed guidelines have been issued and mental health is continuously monitored by trained Doctors/Psychiatrist, assisted by the Medical Team and mental health professionals in the Jails. Thirty five Mental Health Professionals are engaged in different Jails of the State to provide mental health care of prisoners.

However, the fact remained that at present, as noticed during Audit, 121 mentally ill patients are being housed with other prisoners in violation of the codal provisions.

3.7 Reformation, rehabilitation and correctional measures

3.7.1 Non-functioning of After-care shelters

Clause 857 of the OMJM, 2020 stipulates that the process of after-care and rehabilitation of offenders is an integral part of institutional care and treatment and these two shall never be de-linked. As enumerated in Clause 858 of the above manual, the objective of the after-care services is to extend help, guidance, counselling, support, assistance in the removal of any social stigma and assist in the process of the individual's physical, mental, vocational, economic, social and attitudinal post-release readjustment and ultimate rehabilitation. Moreover, Clause 858 (2 and 3) of the Manual states that it shall be the duty of the State to devise and develop mechanisms for rehabilitation of released convicts, and for this purpose Discharged Prisoners' After-care and Rehabilitation Committee shall be set up at the district and State level.

On scrutiny of records of DG of Prisons & DCS, it was noticed that no such Committee had been set up at either the district or the State level.

Besides, although After-care shelters were established by the State Government prior to 2002 in seven districts⁶⁰ of Odisha, six of these had been

⁵⁹ Anandpur, Aska, Athagarh, Bargarh, Bhadrak, Balasore, Deogarh, Nayagarh, Puri and Udala

⁶⁰ Balasore, Balangir, Berhampur, Cuttack, Puri, Sambalpur and Sundargarh

abolished, as a part of the medium-term fiscal reform measures, since March 2002 and only one shelter was still functioning at Cuttack. Despite the crucial role played by such centers in providing guidance and protection of released prisoners and assisting in their rehabilitation, no action was initiated by DG of Prisons to re-establish these After-care shelters in the State.

Besides this State shelter in Cuttack, only one other After-care home run by GoI was functioning at Baripada. The inmates admitted and released during 2020-21 to 2022-23 in these two functional After-care shelters / homes are detailed in **Table 3.8**:

Table 3.8: Statement showing inmates available in After-care shelter for last three years

Name of the After-care shelter/home	Opening balance of inmates	2020-21		2021-22		2022-23		Number of inmates as on 31.03.2023
		Inmates admitted	Inmates released	Inmates admitted	Inmates released	Inmates admitted	Inmates released	
District After-care shelter, Cuttack	0	01	01	0	0	0	0	0
Central After-care home, Baripada	11	0	11	04	01	02	02	03

(Source: Information collected from the DG of Prisons & DCS)

Table 3.8 shows that a very negligible number of inmates were getting admitted into these After-care shelter facilities. In case of the district After-care shelter, Cuttack only one inmate was facilitated for rehabilitation against a sanctioned inmate population of 25. Similarly, in the central After-care home at Baripada, only six inmates were inducted during 2020-23 as against a stipulated capacity of 100 inmates. It is pertinent to mention that the post of After-care Officer at Cuttack has remained vacant since 2013. Further, it was observed that DG of Prisons & DCS had not taken any suitable steps or devised mechanisms to contact or guide prisoners, prior to their release, about the rehabilitation facilities available. Thus, there was lack of attention at the level of both prison and State authorities to the post release, after-care of prisoners which was not in consonance with the vision of the Manual.

In reply the Government stated (September 2024) that efforts have been underway to establish After-care and Rehabilitation Committees at district and state levels as outlined in Clause 857 of the OMJM. However, due to administrative constraints and resource limitations, progress has been slower than anticipated.

3.8 Vocational training and Work Programmes

Clause 780(1) of the OMJM, 2020 states that vocational training and work programmes shall be treated as essential features of the correctional programmes. The objective of such programmes was to impart discipline and work culture among the inmates. Moreover, the purpose was training and preparing inmates for achieving lasting social readjustment and rehabilitation.

As such, Clause 781(2) of the Manual stipulates that a Board of Work Programme and Vocational Training under the chairmanship of Inspector General of Prisons, shall be set up at the Prison Headquarters and vested with full fiscal and administrative powers. The functions of the Board were to plan and implement programmes for work and vocational training. Also, in consultation with the Ministry of Skill Development and Entrepreneurship, GoI, the GoO would identify certain trades as suitable for the inmates to be trained in, so that once they are released, they may be gainfully employed.

Clause 782 of the Manual stipulates that the vocational training to employable convicts as well as to undertrial prisoners would be provided, and the prison shall have adequate staff for efficient organisation of various training programmes. In addition, liaison shall be established by the Inspector General of Prisons with the Department of Technical Education, Director of Industries (including Cottage Industries), Industrial Training Institutes, Polytechnics, Vocational Training Institutions and Director, Employment Mission to develop vocational training on a practical and pragmatic basis.

On scrutiny of records at DG of Prisons & DCS, it was noticed that DG, Prison had set up (02 February 2021) a Board of Work Programme and Vocational Training under the chairmanship of DIG (Headquarters) with the primary function of planning and implementing programmes for work and vocational training. However, after setting up of the Board, no vocational training programme were carried out during the FYs 2020-22 by DG, Prisons.

During 2022-23, in consultation with Odisha Skill Development Authority (OSDA), it was decided by DIG of Prisons (HQ) (30 September 2022) to provide training on three trades *viz.*, Assistant Hair Stylist (AHS), Assistant Beauty Therapist (ABT) and General Duty Assistant (GDA) to 340 candidates in two prisons⁶¹ in 12 batches.

This involved a project outlay of ₹62.58 lakhs by OSDA, wherein training was to be imparted by two agencies namely; 'Orange Cross' and 'Indulge' selected by the Director of Prisons and DCS on nomination basis (Direct selection-single source basis) without getting the approval of the competent authority or adopting the standard practice through tendering. This was in violation of the instructions of the Finance department (30 November 2018) which stated that Terms of Reference (ToR) and Issue of Request for Proposal (RFP) would need to be issued.

Accordingly, OSDA released ₹31.29 lakh in the first phase to the DG of Prisons & DCS. Thereafter, the DG of Prisons & DCS released (November 2022) this amount to the superintendents of both the prisons at the rate of ₹15.65 lakh each for payment to the agencies conducting the training programme. It was noted that as of September 2023, against 340 candidates to be trained in three courses *viz.* AHS, ABT and GDA, only 60 inmates were imparted training of AHS and 40 inmates of ABT in the Central Jail, Cuttack at Choudwar. Similarly, 50 inmates of the Central Jail, Cuttack and 88 inmates of Special Jail, Bhubaneswar underwent training for only the skill of GDA in

⁶¹ Circle jail, Cuttack at Choudwar and Special jail, Bhubaneswar

the corresponding period. Thus, there was a shortfall in providing training to 102 inmates in both the jails.

Further, scrutiny of records at the selected 15 test checked units revealed that, neither had any instructions been issued by the Government nor had the Superintendents of jails concerned drawn up an annual plan to conduct training programmes. During 2020 to 2023, only 15 trainings⁶² were held in six⁶³ jails covering 134 inmates by the concerned Superintendents. Liaison with the departments associated with vocational training had not been sought to conduct these trainings.

Apart from the District jail, Balasore, none of the other 14 selected prisons had deployed staff for efficient organisation of various training programmes.

In reply, the Government stated (September 2024) that vocational training programmes are being conducted at the jails with the help of District Authorities. A community FM Radio Station has been setup at the Special Jail, Bhubaneswar and 14 inmates have been trained with Radio Jockey skill. Trainings in General Duty Assistant (GDA), welding, LED bulb making, white phenyl making, mustard oil pressing, bakery items manufacturing, mushroom growing, seasonal vegetable growing *etc.*, are being organised for interested prisoners to make them financially independent and self-sustainable. A training on “Assistant Beauty Therapist” will be imparted to 240 inmates for 300 hours meant for both Circle Jail, Cuttack and Special Jail, Bhubaneswar.

However, the fact remains that, there has been a shortfall in the number of vocational trainings imparted in jails during the Audit period. Further, there were deficiencies in the planning process for conduct of such training programmes as the Inspector General of Prisons did not plan and implement the programmes for work and vocational training in all jails after ensuring proper liaison with the department of Technical Education, Director of Industries, Industrial Training Institutes, Polytechnics, *etc.*

3.8.1 Prison Industries

Clause 781 (1) of the OMJM, 2020 states that the employment and production policy in prison should be designed to cater to the needs of prisoners coming from both rural and urban areas and the emphasis should be on the kinds of skills and jobs that would ensure employment, or self-employment when the inmate is released from prison. Clause 782 (13) of the above Manual states that the prison industry shall be given preferential treatment to run various industrial or production units by the State Government and the executive and supervisory personnel shall be given training in modern methods of management.

⁶² District jail Puri held rural self-employment training during 2022-23, 2. Special jail Bhubaneswar on candle, phenyl, liquid soap and ujala making 3. BPOAA, Jamujhari on agriculture, 4. Sub-jail, Deogarh on mushroom cultivation 5. District jail Balasore on LED bulb making and tailoring. 6. Nari Bandi Niketan on tailoring , beauty parlor course, MoP training, paper thunga , bowl making *etc.*

⁶³ District Jail, Puri; Special Jail, Bhubaneswar; BPOAA, Jamujhari; District Jail, Balasore; Special Sub-Jail, Deogarh and Nari Bandi Niketan, Sambalpur

Thus, it was imperative to set up jail industries that could provide training and means of employment for prisoners.

Scrutiny of records at DG of Prisons & DCS revealed that, only 18 out of 87 jails had 42 prison industries, covering 15 trades⁶⁴ established during the period 1960 to 2015, which were functional. They ranged from one trade⁶⁵ to six trades⁶⁶ industries per jail.

During⁶⁷ 2012-13 to 2018-19 seven jail industries⁶⁸ with a project cost of ₹3.19 crore had been taken up by OSPH&WC.

Despite completion of civil work in respect of these seven units, only one⁶⁹ unit was operational and the remaining six units were yet to be made operational as of March 2023. Besides, out of those six units, two units pertaining to test checked prisons were studied in detail and the findings have been discussed in *paragraph 3.8.2*.

Further, it was noticed that there were 19 prison industries covering 11 trades in only seven⁷⁰ out of the 15 test checked jails. Moreover, out of 2,511 convicts to be employed, only 1,181 (47 per cent) were employed in the prison industries during 2020-23 in the test checked units. Thus, due to lack of prison industries in eight units⁷¹ and deficient provisioning of funds for procurement and installation of machinery in the existing prison industries, requisite number of prisoners were deprived from working in prison industries and therefore denied an opportunity for self-employment, after their release from the prison.

In reply, the Government stated (September 2024) that the inmates who are willing to work in the jail industries are being considered for engagement as the inmates cannot be pressurised to work in the industries.

However, the fact remained that the remaining 1,330 (2,511-1,181) convicts, were deprived of such employment in jail industries. Besides, absence of industries in seven prisons and deficient provision for such employment in eight other prisons indicates that either no opportunity was available for prisoners willing to work or there was very limited choice.

⁶⁴ Phenyl, Fly Ash Brick, Weaving, Durry making, Tailoring, Smithy, Fabrication, Book binding, Mustard oil, Dairy farm, Blanket making, Knitting and embroidery, Mushroom cultivation, Carpentry and Jute mat

⁶⁵ District jail, Keonjhar and Special sub jail, Talcher

⁶⁶ Circle Jail, Berhampur

⁶⁷ One during 2012-13 and the remaining six during 2018-19

⁶⁸ Food processing unit at Circle Jail Berhampur (₹110.74 lakh), Fly ash brick unit at Circle Jail Berhampur (₹18.81 lakh), Fabrication unit at Special Jail at Rourkela (₹17.54 lakh), Fabrication unit at District Jail Bolangir (₹5.81 lakh), Fabrication unit at Circle Jail Sambalpur (₹14.04 lakh), Fabrication unit at BPOAA Jamujhari (₹29.92 Lakh) and Prison textile mill at BPOAA Jamujhari (₹122 lakh)

⁶⁹ Fabrication unit at Circle Jail Sambalpur (₹14.04 lakh) which was later converted to Mustard Oil Processing unit.

⁷⁰ No industries were present in the remaining eight test-checked jails

⁷¹ Anandpur, Athagarh, Aska, Bargarh, Bhadrak, Deogarh, Nayagarh and Udala

3.8.2 Food processing unit and Fly ash brick unit at Circle Jail, Berhampur

Under the State plan for programme expenditure of the FY 2018-19, six prison industries were proposed to be set up by the OSPH&WC. The Food processing unit and Fly ash brick unit at Circle Jail, Berhampur were two among these six units with a project cost of ₹1.30 crore. Both the units were handed over (18 December 2019 and 23 March 2021) to the jail authorities by OSPH&WC after completion. In the meantime, the Superintendent, Circle Jail, Berhampur requested (21 January 2020 and 07 February 2020) the General Manger, District Industrial Centre (DIC), Berhampur for submission of estimates for procurement of machinery for fly ash brick unit and food processing unit.

For the food processing unit, no estimates were received from the DIC, but for the fly ash bricks unit, an estimate of ₹18 lakh was received (February 2020) from the DIC by Circle jail, Berhampur. However, no funds were made available to DIC for supply and installation of machineries by the DG&DCS (as of June 2023).

In the meantime, the Superintendent, Circle Jail, Berhampur intimated (20 May 2022) the DG of Prisons & DCS regarding the difficulties that would be faced in running both the industries, as they had been constructed outside of the northern perimeter of the jail. Being adjacent to cultivable land, it would be difficult to run the units from a security point of view as the prisoners would need to be taken outside the jail premises.



Photo No. 12: Idle food processing unit at Circle jail, Berhampur

In addition, it was suggested by the concerned jail Superintendents in their communication that both the units as well as the vacant cultivable land may be covered with a perimeter wall, to make them functional. However, it was noted that the security concerns had not been addressed and a perimeter wall had not been constructed to cover the vacant cultivable land.

Thus, it is evident that due to non-provision of funds for procurement of machinery and due to security concerns related to the location of the projects, both these units, constructed at a cost of ₹1.14 crore could not be made functional. Due to defective planning and lack of foresight, the Government did not provide a means for employment and wage earnings to the inmates despite the expenditure incurred.

In reply the Government stated (September 2024) that necessary steps have already been taken for construction of a perimeter wall all around the Food processing unit and Fly Ash Bricks Unit. The superintendent concerned has

been requested to obtain the plan and estimates from the DIC/OSIC for procurement of machinery.

The reply highlights the fact that despite more than three years having elapsed since the completed units were handed over, the same have not been made operational due to lack of timely action by the concerned authorities.

3.9 Incentive to the prisoners

3.9.1 Unpaid incentive to prisoners

Clause 787 (5) of OMJM, 2020 stipulates that the wages shall be deposited in the prisoners' savings bank accounts every month and the passbook shall be kept with the concerned Jailor.

Audit scrutiny of records at selected units, revealed that in three⁷² out of the 15 test checked jails, incentives earned by 107 prisoners, amounting to ₹3.77 lakh, had not been paid, after their release, as of July 2023 as given in **Table 3.9:**

Table 3.9: Statement showing unpaid incentives in test checked prisons

Name of the prison	Amount of unpaid incentive (in ₹)	Number of cases
A	B	C
Sub- Jail, Athagarh	97,890	4
Circle Jail, Berhampur	1,18,158	46
District jail, Balasore	1,61,633	57
Total	3,77,681	107

(Source: Records of test checked prisons)

Besides, it was also noticed in Circle Jail, Berhampur that, ₹78,051 drawn as an incentive from the treasury (April 2015 to September 2021) in respect of 33 prisoners was lying with office administration (since April 2021 for a period of three and half years) due to non-availability of the details like saving bank accounts and wage registers of the prisoners although all the prisoners had been released. In addition, incentives amounting to ₹40,107 for the period April 2022 to October 2022 had not been disbursed to the concerned prisoners due to non-opening of Savings Bank Accounts.

The concerned jails were responsible for opening of such bank accounts in the name of the prisoners. Thus, due to non-opening of bank account in the name of such prisoners along with non-disbursement of wages to the respective prisoners by the concerned jail authorities, wages earned by prisoners were lying undisbursed with the jail authorities after their release and the prisoners were deprived of their rightful earnings.

In reply the Government stated (September 2024) that District Jail, Balasore has made payment to convicted prisoners of ₹2,00,000 up to February 2024. In respect of Berhampur Circle Jail, out of the ₹1,18,158 unpaid incentive, ₹78,051 of 33 inmates was drawn from the treasury and payment of ₹1,240 to

⁷² Sub-jail, Athagarh; District Jail, Balasore and Circle Jail, Berhampur

only one released prisoner was paid. The remaining amount of ₹76,811 was declared unclaimed and deposited to the treasury. In the other 13 cases, incentive for the work executed by the prisoner was not disbursed due to non-availability of bank account of inmates.

Thus, out of 46 released prisoners in Berhampur and Athagarh, wages were paid only to one prisoner, depriving 45 prisoners of their just dues. A directive should be issued by the DG&DCS prison to all jails that incentive should be released to the concerned inmates at the time of their release.

3.10 Inadequate execution of probation work by Probation Officers

Section 4 of the Probation of Offenders Act, 1958 confers powers to the Court to release certain offenders on probation based on good conduct. As per clause 15(2) of the Probation Officer (PO) Act, if the PO considers that the probationer has made sufficient progress and further supervision is not necessary, he shall make an application to the Court for discharging the bond under section 8(3) of the Act. Rule 14(1) of the Orissa Probation of Offenders Rules (OPOR), 1962 stipulates that, upon receiving a direction from the Court under Section 14(a) of the above Act⁷³, the PO shall make direct enquiries regarding the offender's character and antecedent, his social and environmental conditions, and any other facts which the Court has directed to enquire into.

Rule 14(5) of above Rules stipulates that, the PO shall, subject to any direction given by the Court, visit the houses of the probationers and make enquiries and number of visits shall not normally be less than once a month. Moreover, as per Rule 14(8) of the above Rules, the PO shall advise and befriend a probationer and where necessary secure suitable employment or training for him so as to eliminate the chances of his reversion to crime.

3.10.1 Sanctioned strength and Men-in-position of POs

Scrutiny of records at DG of Prisons & DCS revealed that the following posts of POs were lying vacant as of March 2023 as detailed in **Table 3.10**:

Table 3.10: Sanctioned strength and Men-in-position of POs as on 31 March 2023

Name of the post	Sanctioned strength	Men-in-Position	Vacancy
Regional Probation Officer	04	03	01 (25 per cent)
District Probation Officer	13	07	06 (46 per cent)
Sub-divisional Probation Officer	17	3	14 (82 per cent)

(Source: Records of DG of Prisons & DCS)

From **Table 3.10** it is evident that in case of district and sub-division level, there were vacancies of 46 and 82 per cent, respectively in the cadre of POs. Due to these vacancies, the existing POs failed to effectively supervise

⁷³ Probation of Offenders Act, 1958. Section 14 (a) of the Act states that, A probation officer shall, subject to such conditions and restrictions, as may be prescribed – inquire, in accordance with any directions of a Court, into the circumstances or home surroundings of any person accused of an offence with a view to assist the Court in determining the most suitable method of dealing with him and submit reports to the court.

probationers and discharge their function of monitoring progress of probationers and providing guidance to them.

In reply the Government stated (September 2024) that the observed shortfall in executing pre-sentence inquiries during 2020-21 can be attributed to the COVID-19 pandemic, which severely curtailed physical court operations. However, 13 new Correctional Officers have been recruited for moving forward the supervision work.

3.10.2 Admission and termination of Probationers at DPOs

On scrutiny of records at two DPOs (Cuttack and Puri) of the 15 test-checked units, Audit observed details related to probationers admitted for supervision and cases of those where supervision was terminated and probationers were released, as given in **Table 3.11**:

Table 3.11: Probationers added and released during 2020-23 by DPOs, Cuttack and Puri

Financial year	DPO Cuttack									DPO, Puri							
	Opening Balance (OB)	Number of probationers added					Grand Total	Terminated	Balance	OB	Number of probationers added					Terminated	Balance
		DPO, Cuttack	APO, Cuttack	SDPO, Jajpur	SDPO Jagatsinghpur	Total					DPO, Puri	SDPO, Khordha	SDPO, Bhubaneswar	Total	GT		
2020-21	40	0	6	0	0	6	46	35	11	79	7	1	0	8	87	57	30
2021-22	11	14	2	1	0	17	28	9	19	30	35	14	1	50	80	22	58
2022-23	19	25	14	1	3	43	62	19	43	58	70	56	11	137	195	29	166
Total		39	22	2	3	66	106	63	43		112	71	12	195	274	108	166

(Source: Progress reports of DPOs)

From **Table 3.11**, it is evident that there were a total number of 380 (106 plus 274) Probationers in the two DPOs (as on March 2023), which included 261 Probationers who had been admitted during the FYs 2020-23 and 119 prisoners admitted prior to April 2020.

Of this, only 171 probationers were released, after their period of supervision was over, leaving a balance of 209 probationers. Since, the posts of SDPOs at Jajpur and Jagatsinghpur and APO, at Cuttack remained vacant and the function of aforesaid officers was executed by Regional Probation Officer, Cuttack, there were a smaller number of Probationers admitted during the corresponding period.

In reply the Government stated (September 2024) that the recently recruited Correctional Officers are expected to elevate the quality of probation services adhering to the norms and ratio under PO Act. In the meantime, JCO (SDPO) have been posted at Jajpur and Jagatsinghpur and in other jails to improve the admission of probationers.

However, the fact remained that due to vacancies in the cadre of POs, all the courts could not be visited which resulted in less admission of the offenders in the above districts.

3.10.3 Visits of DPOs to houses of probationers

Rule 14(5) of the Orissa Probationer of Offenders Rules, 1962 stipulates that, the POs shall, subject to any direction given by the Court, visit the houses of the probationers and make enquiries as to their behaviour, mode of life and employment and number of visits shall not normally be less than once a month.

Scrutiny of monthly progress report records related to the two DPOs, Cuttack and Puri, under the test-checked units, revealed that there were deficiencies in the visits made by DPOs, to the houses of probationers, which are enumerated in **Table 3.12:**

Table 3.12: Details of visits of DPOs to houses of probationers during 2020-23

Particulars	DPO, Cuttack			DPO, Puri		
	2020-21	2021-22	2022-23	2020-21	2021-22	2022-23
Total number of probationers during the year	46	28	62	87	80	195
Number of Home visits were to be conducted ⁷⁴	244	159	405	609	406	1,409
Number of Home visits conducted	15	52	100	107	104	214
Shortfall	229	107	305	502	302	1,195
Percentage of shortfall	93.85	67.30	75.31	82.43	74.38	84.81

From **Table 3.12** it was noticed that the shortfall of visits in the test checked DPOs during the last three years ranged from 67.30 to 93.85 *per cent*. Evidently, due to shortage in requisite number of POs, liaison with courts and supervision of probationers had been hampered thereby depriving the probationers from availing the intended benefits in contravention of the provisions stipulated in the PO Act, 1958 and OPOR, 1962. In addition, irregular visits by DPOs deprived the probationers from getting aid/ advice on suitable opportunities for employment, relaxation or exemption for conditions of bonds with permission of Hon'ble Courts.

The Government did not furnish (September 2024) any reply.

3.11 Monitoring, grievance redressal and internal control

3.11.1 Shortfall in inspection of prisons

Clause 704 (1) of the OMJM, 2020 states that every jail shall be inspected twice a year out of which at least one such inspection shall be carried out by the officer of the rank of Senior Superintendent. Clause 704 (2) of the above manual stipulates that the range Deputy Inspector Generals of Prisons shall

⁷⁴ It is the cumulative total of the probationers at the end of each month during the entire year

inspect all jails coming under their jurisdiction half yearly. Moreover, Clause 706(1) of the Manual states that the Head of the Directorate or any other officer of the rank of Deputy Inspector General of Prisons and above from the Prison Headquarters shall inspect all jails in the State at least once in a year.

On scrutiny of records at DG of Prisons & DCS, it was noticed that the inspections had not been conducted by the range DIGs, Senior Superintendents and Headquarters office during the period 2020-21 to 2022-23 as per the provisions of the Manual as enumerated in *Appendix-XVI*. The shortfall of inspections by the Range DIG, Senior Superintendent and Prison Headquarters ranged between 68.39 per cent and 92.72 per cent.

Thus, due to lack of inspections by the aforesaid authorities, basic important issues relating to prison inmates like health, sanitation, presence of prohibited articles *etc.*, could not be addressed. In addition, issues like shortage of guarding and other prison staff, security equipment *etc.*, as discussed in *paragraphs 3.4.3 and 3.4.4* which affected the prison administration, persisted due to non-monitoring by the designated officers. Moreover, the inmates lost the opportunity to present their grievances before the inspecting authorities.

In reply the Government stated (September 2024) that, a circular was issued to all Range DIG of Prisons and Senior Superintendents for effective visit and inspection in Jails. All range DIG of Prisons have been instructed to issue an annual inspection programme in accordance with the provision made in Clause 704 of the Odisha Model Jail Manual. Now the three Range DIGs have been regularly inspecting the jails and the Additional IG of Prison is also inspecting the jails.

However, the fact remained that inspections were not conducted as mandated and basic issues like health, sanitation, and presence of prohibited articles *etc.*, could not be addressed.

3.11.2 Absence of Grievance Redressal System

Clause 803 of OMJM, 2020 states that there shall be a Grievance Redressal System (GRS) in every prison to provide every inmate the legitimate opportunity to voice his grievances. There shall be one or more complaint boxes in every prison. The superintendent shall form a permanent committee of GRS who shall meet at least once a week to look into all the complaints.

Besides, one prison grievance register shall be maintained by the prison welfare officer who would note down the grievance and put it up in the grievance redressal committee meeting for discussion and resolution.

During scrutiny of records in the 15 selected units, it was noticed that complaint boxes had been installed inside each prison. However, in all the sampled jails, neither the Committee on GRS had been formed to look into the complaints, nor was a grievance register maintained.

In reply the Government stated (September 2024) that most of the Jail Superintendents conduct grievance meetings every Monday for redressal of

prisoners' grievance. Further, they have maintained grievance registers to provide legitimate opportunity to every inmate to voice his/her grievances.

However, grievance registers, or minutes of the grievance meetings had not been furnished to Audit to ascertain that the grievances of the prisoners were being addressed.

3.12 Conclusion

Owing to improper planning in construction of new jails and failure in shifting of prisoners from overcrowded jails, overcrowding was noticed in seven (46.67 *per cent*) out of 15 test checked jails during Audit. This overcrowding affected not only the health and hygiene of prisoners but also impacted day to day living conditions.

There was a delay in the constitution of the Prison Development Board and the State Advisory Board had not yet been constituted impacting overall policy making and monitoring and review of prison administration.

The safe custody of prisoners was not ensured due to deficiency in the engagement of guarding staff, lack of modern security equipment, insufficient watch towers, *etc.* There were also deficient health facilities due to shortage of medical professionals and clinical facilities.

Moreover, Audit observed failure to provide vocational training with non-functioning of prison industries, non-payment of timely incentive to the prisoners and non-performing of probation work in true spirit which adversely affected the reformative and rehabilitation process of prisoners. There was a lack of inspections of prisons by respective higher authorities and insufficient visits by the probation officers. There was also absence of a grievance redressal system in prisons.

3.13 Recommendations

The Government may:

- **Ensure better management of space in prisons by shifting prisoners from crowded jails to ones with prisoners less than their scheduled capacity, so as to reduce overcrowding of prisoners;**
- **Sanction and post required number of guarding staff and medical professionals for efficient security of jails and providing better medical facilities to prisoners;**
- **Construct sufficient watch towers and procure and maintain basic equipment for effective safety and security of jails;**
- **Implement the e-prison project with proper integration of prison data with the ICJS database to enable seamless access to prisoner data in an electronic format;**
- **Ensure functioning of After-care shelters/homes and posting of adequate staff for post release rehabilitation of prisoners;**

- **Conduct vocational training and work programmes for the inmates in every jail for effective social readjustment and rehabilitation of inmates; and**
- **Set up prison industries on various trades in every jail and make existing prison industries functional by procuring required machinery and ensuring timely payment of wages to prisoners.**