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NOTE

As directed by the Commission I visited Bilaspur and Kangra districts of Himachal Pradesh to assess the status of mental health care with ref. to the case pending before the Supreme Court i.e. Upendra Baxi Vs State of UP. I utilized this opportunity to visit District jail, Dharamshala in Kangra district. Enclosed herewith is my visit report to the jail. I shall be grateful if the same is placed before the Commission early.

JSRT

NHRC

S. Jalaja, Spl. Rapporteur, NHRC

9-8-2015.

JS (R) 10/8/15

Pr. forward the jail visit report to Director (A) Unit.

SA Anujeev 10/8/15

8824/501 Rm 10/8/15

1094/50(R) 10/8/15

Report on visit to District Jail Dharamshala, Himachal Pradesh on 24-7-2015 by S. Jalaja, Special Rapporteur, NHRC

Jail Profile and History

Pl put up urgently. The next P.A meeting is to be on 1/9/15.

Amey 10/8

MS Saha, RA

N.H.R.C PRP&P Division DIR Unit
10 AUG 2015
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Himachal Pradesh is one of the few states in India which has introduced important jail reforms. They inter-alia include setting up of Open Jails, improvements in infrastructure, correctional approach to management of prisoners, focused vocational training and preparation of prisoners to life outside jails.

According to the State Government at the time when the Prisons Department of Himachal Pradesh came into existence, there were mostly sub jails in the state, which were established by converting existing judicial lock-ups at the district headquarters. Later on, with the passage of time, and based on requirements, the number of different categories Prisons was increased to ten. At present the state of Himachal has altogether 14 prisons, including two Central Jails (Naha and Kanda at Shimla), two District jails (Chamba and Dharamshala), an Open jail at Bilaspur, a Borstal jail at Mandi, besides eight sub jails. The authorized capacity of Jails in Himachal Pradesh is 1626, including 106 female prisoners. Besides, provision of additional infrastructure in jails, one barrack each in Central Jail Nahan & Kanda, District Jail Dharamshala, Chamba and sub jails of Solan and Mandi have been reserved for housing inmates entitled for open air jail facility.

Land and infrastructure

Originally established as sub jail in 1913 during the British period, the jail in Dharamshala was upgraded as District Jail in 1968.

Located in 31 canals of (16 ½ *bigha*) land almost the entire area is covered by buildings. The jail buildings comprise of 03 blocks A, B, and C (with 04, 02 and 08 barracks each respectively) and a separate block for female prisoners. Apart from the 03 blocks there are 06 cells, one hospital block and a block for accommodating the kitchen.

Manpower

The jail has a staff strength of 79 against which 58 are in position; 21 posts are vacant. Apart from Superintendent of the jail and Deputy Superintendent, 02 Assistant Superintendents are in position. Although a Medical Officer is posted, services of a Lady Medical Officer (LMO)/Gynaecologist are not available. The other staff members comprise of 01 Welfare Officer, 01 Senior Asst, 02 Clerks, 01 Dispenser, one Junior Technician, 03 Female Warders and 01 Sweeper. 04 posts of

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Head Warder, 01 post of Head Warder and 15 Warders and one Sweeper are vacant. However, against 15 vacant posts of Warders, 26 Home Guards have been appointed.

Jail capacity and occupancy

The jail has a sanctioned capacity of 265 (257 male; 08 female) against which 293 prisoners (277 male and 16 females) are lodged in the jail. No children below the age of 06 are staying with their mothers. As per data provided by the prison authorities, 27 prisoners (23 male 04 female) are life convicts; 46 male prisoners are undergoing sentences other than LI. 26 male prisoners are kept in Open jail L/C and 17 male prisoners in Open Air S/C. It was stated that there are no prisoners sentenced with death penalty or high security prisoners in the jail.

Under-trial Prisoners

It is seen that under trial prisoners are lodged in a new block (block: A), a welcome initiative aimed at segregation of under trials and convicts, taken by the jail authorities. The building is well constructed with a quadrangle in the middle offering much needed air and space to prisoners. Barracks have 09 beds each and were neat and clean. Fans/lights were in working condition. No ventilators, however, were available. It was learned that all essential items of daily use have been provided to prisoners, including blankets.

177 (165 male; 12 female) under trial prisoners are lodged in the jail. As per reports 43 prisoners (36 male and 07 females) have spent up to three months in jail; 22 (21 male, 01 female) up to 03-06 months; 40 (39 male 01 female) 06-01 year; 43 (43 male 0 female) 01-02 years; 29 (26 male 03 female) 2-3 years; 3-5 years and above 05 years nil. Free legal aid has been provided to 26 UTs i.e. 24 males and 02 females.

I spoke to some of the Under Trials. Karamchand 53 is booked under POSCO Act and has spent 08 months in jail. Dinesh 32 is booked under NDPS Act and has spent 10 months in jail. Ranjit Singh 38 is alleged to have been involved in a murder case (Sec. 302 IPC). Pankaj Kumar is allegedly involved in a case under Sec. 376 IPC and has been in jail for past 09 months. Dileep Chand 43 booked u/s 302 IPC has spent one year. Kulwant 37 is booked u/s 306 IPC is in jail for 06 months. Ashok Rana 32 in jail for last 11 months is trained in Yoga. Anil kumar 21 has spent 15 months and is allegedly involved in a case filed u/s 376 IPC. Amrish Rana 39 is alleged to have committed murder and booked u/s 302 IPC is

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also trained in yoga. He runs the jail canteen now. *Considered to be the most dangerous among the prisoners and the one who always used to complain has now changed for the better.* He runs the jail canteen now. He teaches yoga to prisoners and is involved in various humanitarian activities. When asked what brought the transformation, he pointed at the Jail Superintendent.

The Under Trials stated that they had no complaints.

It was learned that Lala Lajpat Rai was lodged in this very jail from 21-4-1922 to 9-1-1923. The chair used by him is still preserved in his memory.

Naxalite prisoners

It was learned that there are no naxalite prisoners lodged in the jail.

Mentally ill prisoners

I was informed that there are altogether *21 prisoners* under treatment for various mental illnesses in the jail. Their number indicates that a proper screening has been done. 03 were transferred to mental hospitals for treatment. The rest are undergoing treatment in the jail. It was stated that prisoners are screened for mental illnesses at the time of admission as well as once every 06 months.

Condition of prisoners.

I visited a ward wherein some of the mentally ill prisoners were kept. The ward has a capacity of 17. It was clean and well maintained. Fans and lights were in good condition. Beds, bed sheets and blankets have been made available to the prisoners. Navdev Singh 79 booked u/s 306 IPC has spent 03 years out of 07 years sentence awarded to him. He pleaded innocent and complained that no statement was taken from him by the police/court. Arun kumar 29 charged u/s 376 IPC is sentenced for 7 years. Baldev Singh 34 is a psychiatric patient allegedly involved in a case u/s 302 IPC. Chandrasekhar another psychiatric patient has completed 14 years. *A proposal has been sent to the higher authorities for his release. This needs to be expedited.* In the mean time his family members, if any, ought to be contacted by the jail authorities so that his family could take charge as soon as he is released. Rajni Kant 44 booked u/s 302 IPC is in jail since 2003. The prisoners stated that they had no complaints to make.

Women Prisoners

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Women prisoners numbering 16 (sanctioned capacity 08) are seen accommodated in a separate block. Their ward was in good condition and had ventilators. Lights and fans were found working. 02 toilets have been provided for their use and were found to be very clean.

I spoke to some of the women prisoners. Reshma 50 booked u/s 302 IPC is sentenced for life and has spent 09 years in jail. *In fact her full family is lodged in the jail and are serving their sentences.* Premi Devi 50 is convicted for life for murder u/s 302 and has spent 09 years in jail; Gayatri Devi 57 also convicted for life in a case u/s 302 IPC. *Her son also is lodged in jail.* Both have completed 05 years in jail. Lajja Devi 57 is a life convict who has spent 03 years in jail. Krishna Devi 37 has a case against her u/s 302 and as UT has completed 02 years. Jyoti 21 stated that her husband who was a taxi driver got killed. She is alleged to be involved in his murder. She has completed 02 years as UT. Rosy 21 is being proceeded against under POSCO Act. She also has completed 02 years in jail. Nimmo Devi 40 also has a case against her u/s 302 of IPC. She has completed 21 months in jail. Sarla Devi 306 and Chandresh Kumar, daughter, both have been booked u/s 306 for alleged murder of her daughter-in law. Shaukeen Devi 45, Amrita Devi 32 and Gatan Devi 28 came to the jail only the previous day. She and her daughters have been booked u/s-306/498 IPC for alleged murder of her daughter- in- law. The case of Nirmala Devi 55 is also similar- dowry related. She has already spent 06 months in jail. Rajani wala 33 is booked u/s 366/363 IPC in a kidnapping case and has spent 09 months in jail. Most of the women pleaded not guilty.

It is seen that quite a few women are incarcerated for committing major crimes, including murder. As pointed out in my earlier reports most of them are co-accused. When whole families are allegedly involved in land and family disputes police arrest the entire family, including women members, based on FIR filed by opposite parties. The consequence is that women who are not directly involved in the crime committed are also detained. Sometimes they have their young children/babies with them. The Apex court has already issued directions against indiscriminate arrests in dowry-related cases. Incarceration of women, therefore, ought to be the last resort. *Along with other jail reforms the state government ought to introduce far-reaching reforms concerning women prisoners.*

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In Upadhyay vs state of Andhra Pradesh the Apex court has issued comprehensive directions concerning care of women and children lodged in jails. In the absence of a lady doctor, their health care is affected. Luckily there were no pregnant women or children below the age of six. *At least an ANM from the nearest health facility needs to be tagged to the jail for the care of women prisoners.*

It was also noted that very little efforts have been made for making women prisoners literate. Some of them could pursue higher education. *A woman teacher ought to be posted urgently by the State Government.*

Vocational training for women ought to be up scaled and diversified.

If possible a kitchen garden could be developed to enable them to spend some time there. *Women ought to be allowed to collectively celebrate religious and cultural events. Facilities for worship ought to be provided to women if possible within their enclosures. Counselling facilities with the help of NGOs may also be provided to them.*

Custodial Deaths /rapes/violence

It was stated that no such incidents were reported in the jail in recent times.

Escape of prisoners/jail break

Jail authorities mentioned that no such incidents have been reported in the jail in recent times.

Basic amenities

Water supply and Sanitation

It was noted that pipe water supply is available in the jail. Two hand pumps are also installed which are said to be in working condition. Man- to- toilet ratio is stated as 1:6. All toilets are stated to be functional.

Power Supply

Power supply is stated to be available for 24 hours. A back- up generator of 10 KV capacity is available.

Food supply

The kitchen was found to be good condition. Cooking is done with the help of LPG stoves. It was mentioned that food served is on calorie basis and the cost works out at Rs 33/- per head. Even if the subsidy factor is taken into account the cost worked out appears to be too low. It was stated that food materials are supplied by the Civil Supplies Department. As per diet chart for breakfast bun and tea are served. Rice *dal* and *Roti* are served for lunch and *Roti* and vegetables for dinner. Besides, tea is served twice. *In this connection reforms in the diet of prisoners introduced by the state of Kerala are note-worthy and they need to be emulated by Himachal.*

Education

It was stated that although no teachers have been specially engaged for educating the prisoners, the task is carried out through prisoner-volunteers. Over 90 prisoners are stated to attend the literacy sessions. 22 prisoners are registered with IGNOU. They are also encouraged to pursue National Open School Programme and Indira Gandhi National Open University Programme to continue their education up to possible higher level and opt for other skill development.

It is seen that despite these steps taken it is necessary for the authorities to take up education of prisoners in a mission mode; endeavouring to make the entire prison population literate in a given period of time, encouraging those who are literate to acquire higher qualifications.

Jail Hospital

As mentioned earlier only one Medical Officer is posted in the jail, but no lady doctor or Gynaecologist is available. A prisoner trained- pharmacist- cum- dresser is assisting the MO. The hospital is well- aired, hygienic and clean. OPD attendance is stated to be 80-90. Cases relating to female prisoners are referred to hospitals. No separate Female ward is available; also there is no Isolation Ward in the hospital.

It was stated that prisoners are screened for mental illness. It was confirmed that there were no leprosy / malaria/ HIV/AIDS cases and only 02 cases of TB detected. Tests are conducted only in Govt. Facilities. *The state Govt could consider having testing facilities in each of the jails through partnership with reputed institutions so that prisoners need not be escorted and taken out every time a need arises and*



also that in that set up creation of posts, purchase of equipments etc are not needed. An Ambulance with dedicated number 108 is maintained by the hospital.

Some complaints /suggestions were received from inmates/staff during visit to the jail hospital such as

- Misuse of psychiatric drugs/tranquilizers by prisoners to get intoxication/sleep
- Resident male/female workers need to be posted for indoor health care. They ought to assist the jail Pharmacist from Prison Dept, as he requires the support of auxiliary staff.
- There is need to have designated smoker's zone in the jail; no smoking should be allowed in the barracks;
- When a patient is referred to a higher facility from the jail police escort given is only for watch and ward duty. There is no body to assist the patient. Therefore, each time a patient is taken out and admitted in a different facility his/her family members ought to be informed for better care of prisoner.
- Ambulance 108 should give priority to the needs of jail inmates as most of the time ambulance being not available private taxies are required to be hired.
- There should be separate barracks for mentally ill and a prison staff posted to look after them. He may be given special incentive / allowed remission/parole as reward.
- Counsellors ought to visit the jail once a fort night.

The jail authorities ought to look into these suggestions and take immediate necessary action. The present prisoner-trained pharmacist ought to be removed and a regular pharmacist posted in his place. *Stringent action ought to be taken against those who misuse the drugs bought in the jail.* Accountability ought to be fixed. Purchase and distribution of drugs ought to be carefully monitored.

Video-conferencing

Video-conferencing facility (between courts and jails) in the jail is functional. But no prisoner was produced on the day of my visit.

I was told that friends and relatives of prison inmates can now avail video conferencing facility to interact with prison inmates. A unique initiative for prisoner communication called Jail Vartha was started in the jail. It was stated that 6-7 prisoners on the average meet family members/relatives on daily basis. This is an excellent initiative by the state Government. More awareness needs to be created about the facility. Periodic evaluation will ensure its success.

Legal Aid

It was stated that almost all deserving prisoners in the jail have been provided legal aid. Women prisoners and other vulnerable persons ought to be given priority. District Legal Authority is stated to be functional. Counselling is organized on monthly basis. *These interventions ought to be reviewed and correctional measures taken from time to time.*

Lok Adalats

Lok Adalats are reportedly being organized on regular basis. District and Sessions Judge regularly visit the jail.

Surety

It was confirmed that no prisoner is languishing in jail for want of surety after getting bail.

Parole

Jail authorities have claimed that the inmates of the jail are provided a healthy environment and are released temporarily on parole/furlough under the HP Good Conduct Prisoner's (Temporary Release) Act 1968 to enable them to attend to their domestic affairs. *Verification by District Magistrates and Superintendent of Police of Jail inmates seeking parole will now be done once in three years instead of each time of parole. This is welcome step.*

It is learned that parole is sanctioned liberally. Presently 10 prisoners are on parole which has been sanctioned by DG Prisons. It was stated that the prisoners who have been sanctioned parole *invariably return to the jail.*

Remissions

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Remissions are sanctioned every year on the occasion of Independence Day and the Republic day.

Complaints management

A Committee consisting of 04 UTs, 04 regular prisoners and staff look into the complaints filed by the prison inmates. The Jail Superintendent takes a round of the prison on daily basis and listens to the grievances of prisoners. Besides, complaint boxes have been placed in common areas of the prison to facilitate the inmates in filing their complaints.

Telephone facility/waiting room/visitors

Jail authorities claimed that telephone facility provided to the prisoners to make phone calls to any of three previously disclosed numbers under supervision has enabled the inmates in lessening their worries and tension. *Jail administration however, could consider introducing the telephone management system installed in Central Jail Patiala by TATA Indicom which is quick, efficient and user-friendly.*

Library

A small library with 700 books is available in the prison premises. *It would be necessary to stock a few books in the women's section too to inculcate reading habits amongst them.*

Cultural programs

It was stated that cultural programs are organized from time to time. When inquired about the participation by women prisoners it was stated that women prisoners also participate in those activities. *To allow women prisoners to participate freely they ought to be allowed to observe religious/cultural events within their enclosed space.*

Sports

Facilities are available for playing both indoor games like carom and chess and outdoor games like badminton and volley ball. When inquired about having sport

facilities for women it was stated that in the new barrack being constructed for women it is planned to have facilities for playing badminton.

Religious activities

At present the jail has a temple in its campus. However, in order to ensure religious and social harmony places of worship of other communities need to be set up in its premises. In fact as ~~women prisoners~~ find it difficult to come out of their wards due to security issues, *such facilities for offering prayers ought to be made within the women's section.*

Yoga

The jail authorities have involved reputed institutions like Art of Living, Patanjali Yog Pith to train the inmates in Yoga and meditation. It was stated that 05 prisoners were trained in teaching yoga.

Recreation facilities

TV sets are provided in the Wards for the entertainment of the prisoners. 03 news papers are also available. *Women's section also ought to be provided with newspapers to enable women inmates to be in touch with outside world.*

Canteen

Canteen facilities are available to inmates of the jail.

Vocational Training

It was stated that vocational training is given on carpentry and welding for 06 months. Cutting and tailoring are also taught. Those who are trained are allowed to appear in polytechnic exams. Art of Living, NGO, is imparting vocational training to the inmates. Lion's club is planning to provide sewing machines to female prisoners. For dairy farming five milch cows are to be donated by them.

Involvement of NGOs

As mentioned NGOs like Art of Living Foundation and Patanjali Yog Pith are collaborating with the jail administration. *There is need to involve NGOs in other*

activities like counselling of prisoners, management of mentally ill prisoners, vocational training and training of prison staff.

Drug De-addiction program

Although it was mentioned that screening for drug addiction is carried out with the help of Red Cross Society, Dharamshala, *there is need to strengthen drug de-addiction program in the jail.*

Inspections

It was stated that regular inspections are carried out in the jail especially by the District and Sessions Judge as well as by the CJM. No inspections appear to have been conducted recently by DM/SP. It was learned that DG Prisons, however, had inspected the jail on 5-1-2015 and 5-3-2015.

Security

Adequate measures seem to have been taken for ensuring security of the jail. 51 Warders, 11 Head Warders and 04 Female Warders take care of the security within the jail. Out area is guarded by Home Guards. Against sanctioned posts of 35, 23 home guards are in position. According to jail authorities a new locking system has been introduced and regular search operations are carried out within the prison. All 04 CCTV are stated to be functional. However, no mobile jammer is installed.

Solar Lighting

It was good to see that solar lighting and heating have been introduced in the jail.

Budget

The jail receives Rs.02 crores annually as budget allocation, including, Rs.50 lakhs for materials, salary as per requirement, Rs 05/lakhs as office expenditure, transport cost as per requirement and medical re-imburement.

Modernisation

Jail authorities have claimed that Computers were provided to Jails in the State and data was uploaded after installing E-Prisons Software.

Jail Manual

It is stated that superintendence and management of the Himachal Prisons were governed by the Punjab Jail Manual up to 16th May 2000, when the Himachal Pradesh Jail Manual came into existence. However, *there is need to revise the manual in line the Model jail manual circulated to states by the Union Home Ministry and introduce further changes which are required.*

Pending Issues

Issues raised by the jail authorities include insufficient allotment of funds for construction of Female Block (only Rs.50 lakhs allotted so far), construction of the compound wall of the jail, additional block/staff quarters and demolition of old structures.

OPEN JAIL

The country's first open-air correctional facility was set up in Bilaspur district jail 27 years ago and it has now been extended to six other jails at Dharamsala, Nahan, Solan, Mandi, Chamba and Kanda districts. One barrack in each of the six jails have inmates all undergoing life terms working outside in the town on the lines. Prisoners serving sentences for rape or for narcotics offences, however, have been excluded.

An Open Jail has been functioning in the jail campus since 1977. Out of 06 blocks in the jail one block is set apart for accommodating 43 prisoners who are part of the Open jail. One Warder is specially posted to take care of the prisoners.

The prisoners are sent out to the nearest town at 8am and they return at 5pm. The prisoners are allowed to work within an area of 8 km radius around the jail. No family members are, however, allowed to stay with the prisoners. According to jail authorities no prisoner has left or run away from the prison so far.

Prisoners have been provided vocational training so that they are able to generate their own income from the chosen trade. 04 trained convicts have been trained in bakery; Mobile vans run by prisoners. Services started include car washing station the within campus wherein six prisoners are involved; a poly house, cowshed, laundry units are proposed.

Observations/ Recommendations:-

In modern times the aims and objectives of Prisons have undergone change from retribution and deterrence to correction and rehabilitation. The State Government has claimed that Himachal Pradesh continues to be at the forefront of prison reforms and that prison reforms are being addressed holistically. New prisons and additional barracks have been constructed and the existing old prisons building have been renovated to the possible extent. Earnest attempt has been made by the authorities for improving the quality of life of the prisoners. Basic rights of prisoners to clean and adequate drinking water, sanitation and bathing facilities and day to day have been taken care of to a large extent. Prisoner welfare measures like liberal sanction of parole, telephone facility, facilities for meeting/ with family members, canteen facilities have been implemented. Extension of Open air systems to six more jails is a welcome initiative. Improvements in the video-conferencing system and its innovative use for prisoner contact by relatives and family members illustrate the use of technology in modern prison management. Steps have been taken for spiritual and emotional development of prisoners. However, more remains to be done:-

2. Undertrials

Steps may be taken to reduce the under trial population (from around 58%) in the jail. Accountability for this purpose needs to be fixed on the DM/SP/Jail Superintendent.

3. Scrutiny of cases

Cases relating to elderly prisoners, female prisoners and physically/mentally challenged prisoners need to be scrutinized quickly to find out the extent of their involvement, for taking remedial measures.

4. Lok Adalats

Lok Adalat needs to be made more effective. A list of petty cases should be prepared in advance and placed before the court.

5. Legal Aid

Although legal aid is stated to have been made available to most prisoners, its impact needs to be assessed. With the help of District Legal Authority legal counselling should be made effective.

6. Monitoring of cases

A system for computer-aided monitoring / tracking of cases should be put in place quickly.

7. Remission

A list of remission cases should be got prepared and follow up action taken as per directions of the Apex Court.

8. Visitor's Board

A Visitor's Board needs to be constituted quickly in the jail.

09. Right to health

a. Posting of a Lady doctor

In addition to the medical officer already in position, a LMO should be posted full time in the jail immediately. In case no LMO is available on regular basis, at least a senior nurse/ANM should be posted in the jail to take care of the day-to-day health problems of female prisoners and their children.

b. Improvement in the jail Hospital

c. An isolation ward and ward for women prisoners need to be set up in the jail hospital. Para medical staff including a regular Pharmacist, male/female helpers and Dresser ought to be posted without any delay.

c. Screening for malaria, TB, HIV/AIDs, chronic diseases/mental conditions needs to be organized on regular basis.

11. Improvements in the condition of women

Female prisoners –convicts and under trials too ought to be segregated and kept separately. Separate kitchens may be allowed inside the female wards. Other suggestions concerning women prisoners have already been included in the earlier part of this report.

12. Food supply

The cost of food supplied to the prisoners needs to be re-fixed. As suggested the Kerala model could be followed as far as diet of the prisoners is concerned.

13. Literacy

Literacy program should be further strengthened and their quality improved as already suggested.

14. Vocational programs need to be restructured so that the elderly prisoners/ women are also occupied and are able to earn their livelihood. Apart from stitching and tailoring women could be taught other skills like packing food, handicrafts, painting, fabric designing/ producing stationery items used in offices/shoe making etc so that they are able to earn their livelihoods after leaving the jail.

Repair of equipment

All equipment in the jail should to be repaired on priority.

B. Long Term Measures

1. **A comprehensive modernization plan** for the jail needs to be put in place.
2. **Filling up of vacant posts** should get high priority
3. **Delegation and decentralization**

Items which can be delegated to Superintendents of jail should be identified and action taken.

4. Rights of women prisoners are to be taken care of by fully implementing the guidelines issued by the Apex Court.

4. Jail Hospital

Modern facilities including a path lab ought to be provided to the jail hospital.

5. Regular Posts of doctors and staff

The posts of medical officers need to be sanctioned in the jail, as also those of supporting staff.

8. AYUSH medical facilities should be provided, especially to older patients.

9. Literacy program

A comprehensive literacy and educational program both for male and female prisoners needs to be chalked out. It should be implemented with NGO support. A Computer centre for training both boys and girls should be started.

11. Vocational training in useful trades (the products ought to have ready markets) needs to be improved with the help of reputed NGOs.

12. Training

Wherever possible convicts spending long time in the jail could be trained and their services utilized, especially in the jail hospital.

18. Civil works

There is need to monitor progress of civil works undertaken by the PWD and other agencies. Expenditure on this account needs to be monitored closely.

20. Services of reputed NGOs should be utilized in the areas of health, education training, prisoner's welfare etc. In case no NGOs are available in the district partnership with State level NGOs could be thought of.

21. Audit

Budget expenditure under all items should be audited to find out if any misappropriation has taken place.

22. Untied funds

An untied fund of Rs.05 lakhs may be provided to the jail for taking up emergency items of works for the welfare of prisoners. It should be sanctioned by a committee of DM/SP and the Jail Superintendent.

23. Jail Manual

Although a **Jail Manual** has been put in place in the state it needs to be further improved, learning from the experience of other states which have introduced jail reforms. The provisions of the Manual ought to be shared with the prisoners. Jail staff should be trained in implementing the Manual.

The Way Forward

A good beginning has been made in the state by introducing jail reforms. Being a small state it is comparatively easy for the State Government to improve the conditions in its jails. It now has to usher in the second level of reforms concerning life, reformation and rehabilitation of prisoners and their integration with society.