BOOK TWO

EXPERIENCE AND TRENDS IN OPEN PENO CORRECTIONAL INSTITUTIONS

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CHAPTER I

EXPERIMENTS ABROAD
OPEN-PENO CORRECTIONAL INSTITUTIONS

The origin of a correctional practice in any country must, if the study is to be reasonably exhaustive, be sought in tradition, national culture, indigenous law, general social organisation, the importation and adaptation of foreign ideas, or in other facets of community-growth and development. The open peno correctional institution is one of the most constructive and humane, and at the same time, utilitarian and economical developments in penology.

Dr. Charles Germain called the European system of prison labour "open" which was widely practised in the latter half of the nineteenth century. One may possibly find the origin of later efforts to make the prison "open". Under this system, which one can regard as transition between the classical prison and the open Institution, the prisoner worked under guard outside the prison-walls during the day, and returned to safe custody within the walls at night.

Another penal practice which may have inspired the later development of the open prison was that of the transportation of convicted criminals. According to
Dr. Eris O'Brein: "This system derived from two ideas of primitive justice (i) the idea of exile or banishment and (ii) the idea that the criminal be called upon to do any dangerous task for the common good".

The system of transportation and settlement had its offensive aspects and account of the system as it functioned in American Colonies (1717) and in Australia (1786) leave no doubt that prisoners often worked under conditions of extreme hardship, and that treatment was as often revoltingly brutal. In other instances, however, the combination of hardwork, strict supervision and new surroundings served to effect some reformation of character, and instances are not wanting of former prisoners, who later became men of affluence and position in their community. In point of fact, transportation to Australia was being condemned in England in later 19th century on the grounds that it was conceived of as a punishment but was not in effect a punishment at all.

There are certain elements in the system of transportation and settlement which appear to have been adopted to the open institution system in the Philippines in the 20th century, particularly in the huge penal colonies of Davao and Iwahig.
According to Professor Max Grunhut, it was the beginning of an extra-ordinary social experiment and the attempt to reconcile penal policy with a colonial purpose. In this experiment, too one might find some of the seeds of the philosophy and practice of the open peno correctional institutions in this region.

**ENGLISH SYSTEM OF TRANSPORTATION AND SETTLEMENT**

(1) **WALES**

Penal policy in the colony was dictated by the necessities of settlement and the needs of the moment. Most of the convicts were employed on public works and buildings and in cultivating the government established farms. Some were assigned as domestic servants of the officers and assignment became a system of unpaid convict-labour specifically provided by the government which retained, none the less, certain controls in respects of hours of work, adequacy of rations, clothing and shelter.

Further, as a matter of necessity, but also to encourage good conduct, well behaved convicts were rewarded. Some were appointed to positions of responsibility or profit, being made overseers, policemen, Government clerks and so on, others were granted "ticket-of-leave" which freed them from normal convict-labour obligations and permitted
them to work for themselves in a particular area although liable to report to the police regularly and to have their tickets withdrawn for any offence. At the expiration of their sentence, they were given grants of 30 acres of land to cultivate for their own livelihood with extra acreage for their wives and children.

**General Principles**

A communal system of labour, a system of assignment of convicts to private settlers, and a system of absolute and conditional pardons: By an unconditional pardon, the term of the sentence was remitted and, except in specifically designed cases, the ex-prisoner was entitled to leave the settlement immediately. The unexpired portion of the convicts' sentence was remitted on condition that he continued to reside within the territory during the term of his original sentence.

Emancipated prisoners wishing to become settlers were given assistance to do so (land, one year supply of provisions, seed and stock), 18 month assigned servant supported by Government could employ other convict labourers at his own expenses. Later on, a scale of years (of sentence served) was prescribed to make the prisoner eligible to apply for emancipation.
Some of the ideas on which penal settlements were based are central to the theory of open peno correctional institutions. Reform of the criminal could be assisted by encouraging him to pass through ordered stages of decreasing adversity leading up to a stage which approximated to conditions of freedom, the idea being that order and control in the institution could be maintained through the self-discipline of the inmates, the idea that the group was, in the main, responsible for the conduct of its members.

Alexander Maconochie devised a **system** to put into effect his theory of reform of the individual through what he called "well arranged adversity". This principle of "well arranged adversity" would seem to be reflected in the movement of prisoners from secure correctional institutions— with their strict and rigid regimes—to less secure institutions with more liberal regimes and finally to the open peno correctional institutions, where conditions were as close as possible to the free conditions of the outside world. Incidentally, it is not unlikely that the mark system influenced the thinking that lead to the formulation of "Progressive stage system" adopted many years later in many correctional systems.
Some of the practices of the English system of transportation settlement have inspired measures in contemporary open penal colonies. The many abuses of the system—the flogging, the chains, the harsh exacting labour and the like—are another matter.

As long as punishment was regarded as the main purpose of imprisonment, the treatment of prisoners in the open could not be different from that meted out to them in closed institutions. When in consequence of the penal reform movements of the late 19th century, the idea of a prison as a place of reform began gradually to be considered along with the theory of the prison as a place of punishment. It was not long before it began to be realized that prisoners could as well, if not in fact better, be reformed in surroundings which were similar to those which they would experience on release, and which could be a better place of preparation for such release. Thus, some countries began to experiment with prison camps and other open type institutions with an emphasis on reform, even while other countries were continuing the practice of transporting their prisoners to wall-less places for punishment.

Upto the First World War, movement towards the establishment of permanent open type institutions for the
rehabilitation of prisoners was relatively slow. In the main, this movement consisted of innovation in certain countries, including some in Asian region, concerning the employment of prisoners on outside labour projects such as the clearing of the forested land, the building of roads and bridges and the like. The prison camps established for this purpose were necessarily temporary, but sometimes were of long duration depending on the nature of the work undertaken.

The World Wars gave an impetus to the open institution movement in that several European countries were forced through sheer necessity to have civil prisons in barracks, camps and other non-secure buildings.

The First International Conference at which the matter of the open institutions was discussed in detail on the basis of national reports, listed its agenda item as a question, viz., "To what extent can open institutions take the place of the traditional prison". The desirability and usefulness of the open institutions was by 1950, not in question, the extent of its coverage was being examined.

At this Conference, the XII International Penal and Penitentiary Congress Organized by the International Penal and Penitentiary Commission, an attempt was made to
draw out from the experiences of participating countries
the principles which should govern the establishment of
open peno correctional institutions. The Congress was
held at the Hague (Netherlands) in 1950, and by that time
several countries had already in operation many different
types of open institutions for different categories of
offenders.

Out of the Congress discussions emerged a resolution
defining the term "open peno correctional institution",
describing its characteristic features, its advantages
and the principles on which it should be run.

A functional theory of open institution was
gradually evolving through the process of international
discussion, agreement and dissent. As social institutional
theory, it had distinct advantages. It was not formulated
in abstract, it was drawn out of actual practice and
correlated through international consensus of opinion.

(3) ANDAMAN AND NICOBAR

These islands 293 in number in the Bay of Bengal
were used from 1857 to 1943 as dumping ground for criminals,
that is, those radical nationalists who opposed British
rule. The islands were also used as an ordinary penal
colony for convicted non-political murderers who had been
transported for life. The area became known as Kala Pani (Black waters). Most of these transported convicts were encouraged by the then government to bring their wives and children from India to the islands. Once transported to the Andamans the convicts never returned to the mainland.

(4) **UNITED STATES OF AMERICA**

**Basis of Social and Legal Reforms**

Declaration of independence pronounced a self-evident truth that all men are created equal and are endowed with certain inalienable rights which are above and beyond the law and cannot be taken or bargained away. Chief among these are rights to life, liberty and pursuit of happiness. It was a basic assumption that the very purpose of the law was to protect these rights. This legal concept finds expression also in the modern belief in individualised treatment of the offenders.

**Current Trends - Correctional Administration**

State administration of correctional treatment has gone farther in the above mentioned fields of institutional administration, parole and probation supervision. Jails are still under local administration but several states have set up institutions for misdemeanants, thus bringing
within a State system some of those prisoners who in most States are still under municipal government.

Deterrence

Experienced penologists do not dismiss the idea of punishment. They recognize the fact that being sent to a prison, however humanely it is operated, is punishment in itself. They know that it is impossible to make a prison so pleasant that the prisoners will not consider their imprisonment punishment. They believe it is neither necessary nor justifiable to add to the punishment inherent in loss of liberty, separation from one's friends and family, and the stigma of a prison sentence. Experience has convinced them that efforts to do so tends to reduce the number of offenders who become law abiding citizens on release. They are certain that emphasis on the punitive theory of imprisonment works against rather than for the protection of society.

Prison serves more effectively for the protection of society against crime only when its emphasis is on rehabilitation. Correctional thought is directed towards developing institutional plants, personnel and progress that will accomplish the rehabilitation of as many offenders
as possible and will enable those who cannot be released to adjust to the restricted life of the prison.

No doubt that a substantial percentage of adult offenders is not likely to be salvaged by any method, the prison administrators direct their programme of rehabilitation to the presumably incorrigible as well as the probably reclaimable group and consider a small minority of prisoners as completely hopeless cases. This may seem to be an impractical and visionary viewpoint, but it is wholly realistic and it is based on a clear-cut idea of what rehabilitation is and what it can accomplish.

**Essential Elements**

Rehabilitation is not a vague, haphazard and loosely defined process. The essential elements of a well rounded correctional programme of individualising training and treatment in an institution for adult offenders include the following:

**Scientific classification and programme-planning** on the basis of complete case histories, examinatory tests and studies of the individual prisoners, adequate medical services, having corrective as well as curative treatment as their aim and making full use of psychiatry, psychological
and sociological services, properly related to the problems of education, work assignment, discipline and preparation for parole, individual and group therapy under the direction of psychiatrists, psychologists or trained social therapists, employment at tasks comparable in variety, type and pace of the work of the world outside, and especially tasks with vocational training values, education, planning in accordance with the individual's needs and interests with heavy emphasis on vocational training, literary services, designed to provide wholesome recreation and indirect education, directed recreation both indoors and outdoors, so organised as to promote good moral and sound physical and mental health, a religious programme so conducted as to affect the spiritual life of the individual as well as that of the whole group-discipline, that aims at the development of self-control and preparation for free life, not merely conformity to institutional rules, adequate building and equipment for the varied programmes and activities of the institution and above all, adequate and competent personnel, carefully selected well trained and serving under such conditions as to promote a high degree of morale and efficiency.

The position taken by the proponents of the theory of rehabilitation may be summed up as follows: They do not
rule out the necessity of custodial segregation, but consider custody as means to an end in the vast majority of cases and an end in very few cases. They do not deny the desirability of achieving deterrent effect if it can be brought without impairing the effectiveness of rehabilitation programmes that offer more assurance of good results than deterrance does. In short, they believe, all things considered, the prison that is not geared towards rehabilitation as one of its primary aims stands condemned on its own evidence.

America cannot solve her crime problem by locking men in prison. Neither can she adjust men in prison and prepare them for the day of release.

Jail officers will admit that if they had the proper facilities in the form of different types of institutions for different types of prisoners and the necessary trained personnel to sort out and place the hardened and dangerous offenders in the proper maximum security institution, they would need such a secure unit for not more than 25 per cent of all prisoners. The rest could be handled in medium and minimum security institutions.
A farm type building with suitable buildings and programmes was proposed and a site of 2000 acres was secured near the town of Chino—Southern California. The project was under the direction of a State Board of prison directors, a group of five unsalaried lay members appointed by the Governor and confirmed by the State Senate.

It was then that fear entered the picture. The custody-minded prison board dominated by custody minded prison officers differed in their ideas on prison management from the intent of the legislation. 'If Southern California wants a prison it shall be they said, and because of the great fear of escapes they proceeded to build an old type penitentiary. The two existing prisons were in a bad shape, on the national rating scale California stood second from the bottom. Inspite of this, the prison board started two maximum security cell blocks of Chino, surrounded half the 2600 acres with high chain link fence topped with 6 strands of barbed wire, and erected ten gun towers, all of which had no place in a minimum security prison. They further planned a 20 feet wall to surround all the building and expected to provide five additional gun towers to keep the men in at night.

In 1938, after a serious disturbance at San Quentin prison, the intransigent prison board was removed and with
the appointment of a new board the way was opened for a more reasonable attitude towards a minimum security institution. Here, emphasis would be placed on freedom of choice, acceptance of responsibility while in prison and preparation for return to community life. As individuals change slowly; therefore, the process of adjustment must be gradual.

**Chino's Staff**

They were a fine looking group with an eager desire to make good on this new job. This careful selection of staff has paid big dividends to the State of California.

**The First Bus Load of Prisoners**

On July 10, 1941 Suprintendent Kenyon J. Scudder took the first group of 500 inmates to Chino as ordinary passenger - 34 convicts and three officers with no handcuffs, leg irons, billy clubs, no guns and there was no lock in the bus door. The convicts' behaviour was most commendable.

**Escapes**

When decision was taken not to build the inner fence around the building with its five additional guns it was thought that 10 per cent of the convicts will escape. Still USA lost 40 per cent in the first four years. Now with 1500 men at Chino proper escapes are less than 10 per cent and the housing units are never locked.
Visiting Preileges

In a minimum security prison liberal visiting privileges help to develop further an atmosphere of freedom and to place responsibility upon the individual inmate.

Work, Work-training, Recreation

The department of correction has emphasised the importance of constructive useful work, and in prison industries and in many other tasks to be performed all men work 7½ hours a day. Over half of them are paid from 2 to 10 cents per hour.

Classes in bricklaying, tile-setting, plastering, welding, machine shop work, body and fender repair, auto mechanics and a host of others, taught by journey man instructors furnished by Chino High School District, furnish man with skills to an employer upon release. This is of great importance in a prisoner's ultimate adjustment. Men in prison must be kept busy in useful work and wholesome recreation for their leisure hours. The recreation programme ranges from football to checkers, music, radio, TV., dramatics etc. play their important part. It is amazing what talent a prison population contains. Too often we never afford it opportunity for expression. When we do, men rise to great heights and receive a great deal of
therapeutic treatment in mere performance. There is an important place for religion and spiritual counsellings in every prison in the world.

Social Living

Men in prison often fear the day of release. How will society receive them? Will there be a whispering campaign against them in the neighbourhood? What about traffic bright lights, noise and confusion in public places? Will they be able to meet and converse with people?

Classification and Selection

In setting up a minimum security institution in any State adequate facilities must be provided for the proper classification and selection of men from the prison system. A few wrong selections can cause a lot of trouble.

Classification

Classification is a method by which study of the offender, diagnosis, treatment planning and adjusting and changing the treatment according to requirements are coordinated in the individual case. It is also a method by which the treatment is kept adjusted to the inmates' changing needs. Classification procedure should not end with initial diagnosis and programme planning. It has to
be dynamic process functioning from the time of admission of the prisoner till his release.

Recent Progress

In the past 25 years several states have made real progress in the care and treatment of men in prison. They have abolished the silence system and the striped clothing, mail and visiting privileges have been improved; and men are being classified and trained for useful work. Seagoville Texas, a minimum security institution of the Federal Bureau of Prisons, is an outstanding example of what can be done with carefully selected and well trained personnel. Wall kill N.Y. is another splendid institution where emphasis is placed on training and adjustment instead of on mere custody. Construction costs and upkeep are much less and more men can be handled on.

Minimum security prisons should be kept small. Seagoville with its 300 men is ideal. No such institution should ever exceed 1,000 men. When it goes beyond that figure individual treatment must give way to mass treatment.

What of the Future?

When society realises that her prisoners are people, that they come from her communities, and will return there again, then she must turn her attention upon those
unsatisfactory conditions that exist in every society? Conditions that breed delinquency and crime, and enlist the help and assistance of the average citizen to clean them up. When she does that society can start closing down her prison.

(5) BELGIUM

Each essential stage in the history of Belgium prison reform has arisen out of social problems or political conflict. In 1831 a number of cellular prisons were erected to ensure the separation of inmates from one another.

World War I

It struck death blow at this system. In 1920 was created an anthropological penitentiary service for the examination of prisoners and their allocation to appropriate institutions. Every prisoner's medical and anthropometric examination was made compulsory. Since 1924, the anthropological service has been supplemented by the creation of psychiatric annexes, where inmates suspected of mental diseases are submitted to constant observation. Since 1931, prisoners with serious mental diseases have been interned in a special social defence institution after a period.
World War II

Prison administration, for lack of finances had been compelled during the war to make experiments which had unforeseen effects. Prison inmates died of hunger for inadequate rations. It was decided to expand horticulture in the institutions. A group of 50 prisoners, chosen for their physical attitude for such work and was sent to the Mateau of Marneffe, situated in a park surrounded by an ordinary hedge. It was expected that escape would be numerous, but this radical experiment with an open regime demonstrated, instead the possibility of keeping in custody, without the aid of bars or iron gates, a group of offenders in whom a group spirit, interest in the kind of work undertaken, and also the fear of being returned to a cellular prison took the place of physical restraints.

In 1946, a fire broke out at night in one of the buildings. To fight the flames the inmates formed a chain down to a nearby swamp. In the morning all the prisoners were present. Again in rains when a village was flooded, a group of the prisoners went to the assistance of the villagers and earned their gratitude by rendering valuable aid. Today the open regime is used in 4 institutions containing about 5 per cent of prison population and it is expected that this system will be considerably expanded.
Work Programmes

For two reasons: (a) to avoid demoralisation by idleness and (b) to help to combat the lack of manpower suffered by a country in process of reconstruction.

Work gangs left the prisons to repair air-fields, clear away the rubble of ruins, repair drainage systems and dig ditches. To begin with, the popular reaction was acute but little by little people became used to it.

The Battle of Coal

The country lacked fuel. It was decided to have the collaborators participate the battle of coal who were under 35 years of age and capable of heavy work were invited to volunteer as miners, a dangerous and hard occupation, especially for those men who had never done manual labour. Many were hired. The work was hard and dangerous but the compensations were not negligible. The prisoner received the normal wages of a miner, from which only about 50 francs were withheld to pay his daily cost of maintenance. In addition, he received the benefit of social welfare laws like a free worker which guaranteed him compensation for an accident or an occupational disease, family allowance for his children and even paid vacation. Every work day in the mine extracting coal was counted as equal to two days of the sentence. This experiment was
completely successful and lent considerable support to the 'battle of coal'. The last mining camp for prisoners was closed on December 31, 1950.

Re-educational Programmes

Important as labour, re-education was an element in rehabilitation, it was not enough to guarantee the re-education of these sentenced for enemy collaboration. It was necessary not only to conquer the lack of understanding of that part of the public which protested vehemently because they thought that these enemy collaborators were being treated too well.

Present Trends

This special experience with the improvised training of thousands of offenders has left profound traces in the management of prisons. The trend is towards a less rigid regime. The specialisation of institutions is being pushed along. Disciplinary regulations for all prisons are being progressively modified.

A Modified Regime

The uniform of prisoners has been changed to resemble the fatigue-dress of the army and has, therefore, lost that degrading character deliberately aimed at
humiliating the prisoner. Prisoners are permitted to subscribe to a daily newspaper and to certain technical, literary, or illustrated magazines. The use of radio has been extended to most of the institutions. All letters written by prisoners and those addressed to them from the outside used to be censored by a staff member. This device was very useful for learning to know the prisoner and appraise his relation with his family. It required however, considerable work often superfluous; and from the point of view of the security of the institution or the discipline it had little practical value. Today the correspondence is controlled by a sampling method. No constant surveillance, except over the correspondence of certain prisoners, is now being exercised. Visits by the families of the prisoners no longer occur in partitioned visiting quarters except in the cases of those held for trial or those who are dangerous.

Today social welfare laws (unemployment and disability insurance, family allowances etc.) cover prisoners working outside the institutions for public authorities and ways are now being sought to extend the benefits of this legislation to other categories of prisoners.
Education

In 1950, at the Nivelles Prison a 'documentation centre' was set up. It is operated entirely by prisoners assigned to it. It is their job to gather and put at the disposition of inmates of all prisoners institutional material referring to the various fields of knowledge or technology.

Conclusion

The reform movement is still in progress. It is constantly trying to improve its methods. If we continue to believe in the relative and hence transient value of any type of prison-regime, the reform of prisons will never be finished. Recent developments tend to render prison regimes more humane and give them a more educational character. Does this attitude show better results than did the old system based essentially on repression and intimidation? This is difficult to answer. The number of recidivists remains high. New institution, like Marneffe, can already show very favourable statistics of social rehabilitation.

(We must also recognise that the relative ineffectiveness of penal treatment derives at least in part from factors extraneous to the prison system. The prison is only a link in the penal system. It cannot be an all
purpose institution and still give favourable results. Too often courts send offenders to prison who do not require this treatment. Still more often the duration and the forms of punishment do not meet the needs of individual treatment. Before passing any judgement on the effectiveness of the prison treatment it would be necessary to improve the methods by which the courts select and measure out the penalties they impose).

(6) **SWEDEN**

By the end of World War I cellular punishment had been cut to 6 months and for young prisoners it was 3 months. At the same time, other questions were coming to the fore; the occupation of prisoners in the institutions, vocational and other training, medical and psychiatric care for those needing it, the transfer of the care of the mentally abnormal or disturbed to the mental health department, special forms of treatment for youthful offenders, parole and aid for discharged prisoners, probation and so forth.

**Waiver of Prosecution**

The public prosecutor can now drop a case if the offence is insignificant or if there are assurances that
the youth will be otherwise properly cared for and treated. By means of a suspended sentence or a waiver of prosecution most offenders under 18 are now transferred to child welfare authorities who must deal with them in supervised freedom or in schools for child care. The system set up for the treatment of criminals, therefore, rarely has any contact with the youngsters.

Parole

In 1943, two forms of parole were instituted (1) mandatory when 5/6ths of a term of not less than 6 months had been served and the (2) discretionary when 2/3rd of a term of not less than 8 months had been completed. When sentences are for these short periods, mandatory parole is generally given. Discriminatory parole cannot be given unless certain other pre-requisites exist. The paroling authority must take into account the circumstances of the crime, the offender's previous conduct, his conduct in the institution, the situation facing him on release and so forth.

These reforms helped to depopulate the prisons and petty offenders are saved from contact with jail. It
must be regarded as a great gain both from the humanitarian and the penological point of view. A young person is committed to indeterminate maximum term of 4 years to a special treatment agency, the Youth Prison Board (1935). This Board fixed the length of time to be served in youth-prisons generally one year.

**Mentally Abnormal Offenders**

In 1937 legislation was brought in concerning detention, internment, respectively, of certain mentally abnormal offenders and normal recidivists. The Schlyter plan has not been fully executed as yet (Minister of Justice, Karl J. Schlyter drew a plan in 1934).

**As a Human Being**

The prisoner has a right to secure books, periodicals and daily newspapers. He is to be encouraged to maintain 'desirable' contacts with near relatives. The warden may censor his mail but may waive this prerogative. A prisoner may be allowed to work outside the institution and occasionally he may live in the institution but work outside for a private employer in the vicinity.

**Permits to Prisoners**

No prisoner receives permit unless his sentence calls for at least 10 months imprisonment (exceptions are
sickness and death). If granted, he may have 48 hours plus the time needed to travel from the institution to his destination and back. Later permits are granted at intervals of 4 months and are lengthened to 72 hours each plus travel time. First permit is granted after ten months.

Rules are more liberal for those committed to a youth prison. The lowest percentage of abuses was shown by those sentenced to hard labour or simple imprisonment (8 per cent) and highest by the 'youth prison' inmates (30 per cent). As a rule the abuses were of a trifling character.

**Institutional Boards or Committees under 1945 Act**

These Boards were to be advisory and were to express their opinion on questions relating to pardons and parole among other things.

**Building Programme**

These plans called for extensive remodelling of old institutions and the construction of new ones.

**Research Projects and Experiments 1955**

Sweden is now considering to plan to ask for appropriations to conduct the following types of experiments:
i) Intensive industrial therapy of different types carried on in an institutional setting or in supervised freedom with control groups made up of offenders not so treated.

ii) Intensive group therapy along various lines, control groups being used.

iii) Intensive efforts to change the environment to which the prisoner will be released after treatment, control group of prisoners not subject to such efforts.

The cost of the different experiments would have to be analysed in order to estimate their economic implications.

The District Plan

The Swedish penal institutions number about fifty. Most of them are very small. A few accommodate a hundred or more inmates, the largest one can take 600 prisoners. The rest have 30 to 50 each. The system is, therefore, complicated and difficult to administer. The progressive emphasis on individualised treatment has made these administrative disadvantages increasingly apparent.

The Future

Reorganisation of the treatment of abnormal and habitual offenders? This clientele needs about 500 beds.
So several institutions close together were erected with common kitchen, heating plant, assembly hall, athletic field hospital and so forth and yet keep inmates divided into small and separated groups. This plan provides both closed, semi-open and open departments on a single large track.

Although a considerable increase in personnel — physicians, psychologists, social workers and other treatment personnel is envisaged and there is to be no skimping in custodial staff and work supervisors, the end result would mean a considerable saving in cost of operation. Comments on the plan have revealed great hesitancy. It is feared that such a concentration of abnormal offenders may bring trouble.

The plan also presupposes a reorganisation of the after-care of those released from institutions. It is planned to set up special boarding homes and to improve parole supervision in great deal with the exception that the high recidivist rate of this class of offenders will be reduced.

(7) FRANCE

Prison reform is a continuous and uninterrupted task. The history of penal institutions is but the recital
of a constant evolution of ideas concerning the basis and means of administering different punishments, especially that of imprisonment. No where the penologists have declared themselves satisfied. A constant search goes on for new means more suitable to the struggle against criminality and to the treatment of offenders.\(^5\)

In general this work progresses imperceptibly under the influence of ideas that advance slowly and end by prevailing. But it may happen that after some special crisis this or that country will decide to hasten matters and solemnly proclaim a set of principles on which it plans thenceforth -- to base its penal policy.

In France, it was the condition produced by World War II that occasioned a vast reform movement. Events had brought about a considerable increase in prison population\(^6\) touching social strata which until then had no experience with prison. The result was an acute awareness of a problem which for some years had been pressing because of the elimination of the transportation of convicts to French Guiana and which had become still more distressing because by 1945 the condition both of prisons and prisoners were disastrous due to the destruction or deterioration of numerous institutions, the complete
lack of physical equipment, difficulties in food supply and so forth. The concept evolved that prisons are correctional institutions and that the rebuilding of lives and the ultimate social rehabilitation of their inmates is their primary objective.\textsuperscript{7}

The Scientific Examination of Offenders

A prison officer can only tread gingerly when he approaches a problem about which it has been possible to write that 'the indeterminacy of the phenomena (of human behaviour) makes scientific truth (about them) impossible\textsuperscript{8} and also that 'the most obvious obstacles to the introduction and carrying out of the ideals of classification are the lack of knowledge of human nature and the absence of definite and certain methods for the diagnosis and treatment of personality defects in the inmates of a penitentiary.

Nevertheless, since 1950, the idea of the necessity or utility of scientific observation of an offender, either for the purpose of sentencing him or for the purpose of treatment has been affirmed in five international conferences. (Hague Congress I.P.P.C. Proceedings) II Preparatory session of the Third
REFERENCES

1. Paul Comil, Secretary General of the Ministry of Justice, Brussels, Professor of Criminal Law, The Free University, Brussels, "Prison Reforms in Belgium Since the War".

2. Hardy Goransson, "Treatment of Criminals and other Asocial Individuals", The Annals, Vol.197 (May 1938), p.120.


5. United States Prison Congress of Cincinnati in 1870 adopted the famous Declaration of Principles that Served as a starting point for the entire modern reform movement (H.E. Barnes and N.E. Teeters: "New Horizons in Criminology").

6. The Prison population, which fell before the war, reached its peak in 1946 since then it has been decreasing constantly. Post war statistics include 3 categories of prisoners unknown before the war: Enemy collaborators, Hard Labour Convicts (formerly transported beyond the ocean), Habitual offenders sentenced to preventive detention (who also used to be transported before the war).


 CHAPTER II

INDIAN

EXPERIMENTS OF OPEN-PENO CORRECTIONAL INSTITUTIONS

INDIAN OPEN-PENO CORRECTIONAL INSTITUTIONS

During the early nineteenth century it was a common practice to employ prisoners outside the jail walls on construction of roads or cleaning of drains under strict security arrangements. When the First Prison Discipline Committee (1836-38) reviewed the system it condemned the system and the inhuman living conditions in which prisoners were made to work in the open. It seems that this practice gradually disappeared thereafter. The Prison Conference of 1877, however, re-opened the question of employing prisoners on large public works such as digging of canals and considered such employment as very valuable. The Indian Jails Committee, (1919-20) later found that the employment of prisoners on public works was no longer in vogue except in Assam and the Andamans. That committee did not consider such a form of employment proper as it made maintenance of proper discipline and segregation of prisoners difficult. It also found that this system exposed prisoners to epidemic diseases and, therefore recommended that such employment should be permitted only when the location and climatic
conditions were satisfactory and arrangements for good water-supply could be ensured. It did not favour employment of prisoners on canal digging or in laying of railway lines as this required frequent shifting of gangs resulting in unhealthy living conditions. The Committee opposed the use of belchains at night as a means of security and recommended construction of barracks with suitable security arrangements. The committee was of the opinion that "the open air life and the employment in forms of labour not dissimilar from that in which large numbers of prisoners engage in freedom are not antagonistic to reformatory influences". During the period 1920-50 no significant progress was made in this direction.

In the post Independence period there was a growing realisation of the need for change of attitude towards the treatment of offenders and attention began to be given to the introduction of humanising influences in prisons. Many experimental schemes for the reformation and rehabilitation of prisoners were introduced. Of all such experiments, the employment of prison labour in open conditions under minimum security in the early fifties proved very successful from every point of view. Even though the practice of employment of prisoners in open conditions is more than a century old, the objective of
this practice has vastly changed over the years, specially in the post independence era. Whereas originally it aimed at extracting hard labour from the prisoners under conditions which were humiliating and dehumanising, now it aims at providing them with useful work under conditions which help in restoring their self-respect and giving them a sense of pride and achievement.

The first open peno correctional institution was started in Uttar Pradesh in 1952, where prisoners were associated with nation building activities. The Uttar Pradesh Jail Department celebrated the Silver Jublee of its open prison movement in 1978. The success of these open institutions can be judged from the remarks of Chief Justice Chandra Shekharan, when he visited the Sampurnanand camp, Ghurma, Markundi District, Mirzapur, which are as follows:

"I am happy to visit the open jail. The idea of reclaiming persons - who due to accident of circumstances have committed crime-is a very noble idea. I wish the scheme of open prisons all success. I was delighted to see the cultural programme of the prisoners. There is so much talent among them. If properly utilized their talent will enrich the cultural life of the people".
The entire philosophy of administration, mode of maintaining discipline and enforcement of orders and assessment of problems and methods of tackling them being different from those of the closed jails.

Now several states have set up such institutions.

The present situation is as follows:

<table>
<thead>
<tr>
<th>State</th>
<th>Open Peno Correctional Institution</th>
<th>Year</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>1. Maula Ali Colony, Hyderabad</td>
<td>1954</td>
<td>150</td>
</tr>
<tr>
<td></td>
<td>2. Prisoners Agricultural Colony, Anantpur</td>
<td>1965</td>
<td>235</td>
</tr>
<tr>
<td>Assam</td>
<td>1. Open Air Agricultural-cum-Industrial Colony, Barbheta, Jorhat</td>
<td>1964</td>
<td>53</td>
</tr>
<tr>
<td>Gujrat</td>
<td>1. Open Prison, Amreli</td>
<td>1968</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>2. Open Air Prison, Ahmedabad</td>
<td>1972</td>
<td>20</td>
</tr>
<tr>
<td>Karnataka</td>
<td>1. Open Air Jail, Kormangala</td>
<td>1971</td>
<td>150</td>
</tr>
<tr>
<td>Kerala</td>
<td>1. Open Prison, Nettvkeltheri</td>
<td>1962</td>
<td>200</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>1. Mangaoli Open Prison, District Guna</td>
<td>1975</td>
<td>150</td>
</tr>
<tr>
<td></td>
<td>2. Laxmipur Open Prison, District Banua</td>
<td>1975</td>
<td>150</td>
</tr>
</tbody>
</table>

contd.....
<table>
<thead>
<tr>
<th>State</th>
<th>Camp Name</th>
<th>Year</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maharashtra</td>
<td>1. Open Prison, Yervada</td>
<td>1955</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2. Open Prison, Paithan</td>
<td>1968</td>
<td>600</td>
</tr>
<tr>
<td></td>
<td>(Two more camps established recently)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mysore</td>
<td>1. Open Air Jail, Soundatti</td>
<td>1968</td>
<td></td>
</tr>
<tr>
<td>Rajasthan</td>
<td>1. Prisoners Open Air Camp at Agriculture Research Farm, Durgapura</td>
<td>1955</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>2. Shri Sampurnanand Bandi Shivir, Sanganer, Jaipur</td>
<td>1963</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>3. Prisoners Open Air Camp, Central Mechanised Farm, Suratgarh</td>
<td>1964</td>
<td>150</td>
</tr>
<tr>
<td></td>
<td>4. Mander Open Camp, Ganga Nagar</td>
<td>1977</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>5. Semi Open Camp, Bharatpur</td>
<td>1974</td>
<td>20</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>1. Sampurnanand Agricultural Camp Industrial Camp, Sitarganj, District Nainital</td>
<td>1960</td>
<td>1,130</td>
</tr>
<tr>
<td></td>
<td>2. Sampurnanand Camp, Ghurma Markundi, District Mirzapur</td>
<td>1956</td>
<td>1,000</td>
</tr>
</tbody>
</table>

contd....
<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Open Prison attached to Model Prison, Lucknow</td>
<td>1949</td>
<td>1,700</td>
<td></td>
</tr>
<tr>
<td><strong>Himachal Pradesh</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Open Air Jail, Bilaspur</td>
<td>1960</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td><strong>Punjab</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Open Air Agricultural Prison, Nabha</td>
<td>1970</td>
<td>200</td>
<td></td>
</tr>
<tr>
<td>(One more camp established recently at Kapurthala)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tamil Nadu</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Open Air Prison, Singanallur</td>
<td>1956</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>2. Open Prison attached to Central Prison, Salem</td>
<td>1966</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>3. Annexies for women at Madurai and 2 for men at Tiruneivde, and Coimbatore</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

One of the most progressive steps taken in the field of correctional administration in this country has been the establishment of open prisons in various states. Till independence the employment of prisoners outside the jail walls was generally discouraged. The first All India Jail Committee appointed to review prison administration in 1836-38 condemned the system of employing
prisoners outside Jails on construction of roads, cleaning of drains and similar occupations. The All India Jail Committee of 1919-20 also did not favour such employment on the ground that enforcement of discipline and proper tasks were difficult in the then prevailing conditions. During the period 1920-47, though several state governments appointed committees to review prison administration, no particular attention was given to this area. After independence, with the leaders, who had themselves experienced jail life, being at the helm of affairs, "the outlook and attitude towards the treatment of prisoners have undergone a radical change. The change has been further accelerated by the impact of various international conferences on prevention of crime and treatment of offenders held under the auspices of the United Nations. The treatment of offenders in open conditions has now been accepted as an important component of correctional process. Open peno correctional institutions have proved their utility and efficacy both in the rehabilitation of prisoners and for the developmental projects launched by the government. Thus open prisons have come to stay as an important part of correctional administration.

In the initial stages, the development of open peno correctional movement has not been very systematic,
but now India has reached a stage where as a result of experimentations in this regard, a definite pattern is gradually emerging. It is, therefore, essential that different aspects of the organization and administration of open prisons are reviewed and various programmes in this area are standardised. The Model Prison Manual contains specific provisions for open institutions and 'open colonies'. While pointing out the various advantages of such institutions, the All India Jail Manual Committee has made some specific recommendations in this respect. One of these is that the "minimum standards as prescribed for closed institutions regarding housing, equipment, sanitation, hygiene, medical services, diet, care and welfare services etc., should be followed at each open work camp, semi-open institution open training institution and open colony. There should also be good communication and transport facilities at these institutions. "The of transfer/inmates from closed institutions to open prisons, it is suggested, should be affected through semi-open training institutions". Local conditions, resources and arrangements for developing open institutions need to be scrutinised periodically.

THE INTERNATIONAL SEMINAR ON CORRECTIONAL ADMINISTRATION held at Varanasi in May 1986 deliberated
upon the kinds, quality, content implied in the term "open". Greater emphasis was laid on the necessity of adopting of a more meaningful, dynamic view of openness in relation to the life, living conditions, management and administration of inmates instead of withdrawing physical precautions of escape. Late Dr. Sampurnanand, Chief Minister, Uttar Pradesh once remarked", I am not sure that we in Uttar Pradesh have been able to make very serious contribution to penological theory, but we certainly claim to have carried out some bold experiments in the domain of Prison Reform".

THE ALL INDIA SEMINAR ON CORRECTIONAL SERVICES, PRISON, PROBATION AND AFTER CARE was held on March 11, 12 and 13, 1969 at New Delhi and among its agenda it discussed the following issues in this regard:

(1) The extent to which recommendations of the ALL INDIA JAIL MANUAL COMMITTEE in this regard have been implemented by the various states;

(2) The extent to which the provisions of the Model Prison Manual have been incorporated in the State rules and regulations governing open prisons;

(3) Characteristic features of open prisons in India;
(4) Selection, training and service conditions of the staff employed in open prisons;

(5) Nature and condition of the work and employment for prisoners in open prisons;

(6) Educational and recreational programmes in open prisons;

(7) Special privileges and amenities in open prisons;

(8) Criteria for the selection of prisoners for open prisons;

(9) Physical needs of prisoners in open prisons;

(10) Discipline and security arrangements in open prisons;

(11) Minimum standard Rules for open prisons.
A Glance over the working open camps in India

<table>
<thead>
<tr>
<th>S. No.</th>
<th>State</th>
<th>Number</th>
<th>Sanctioned capacity</th>
<th>Daily average Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>2</td>
<td>385</td>
<td>358</td>
</tr>
<tr>
<td>2.</td>
<td>Assam</td>
<td>1</td>
<td>100</td>
<td>74</td>
</tr>
<tr>
<td>3.</td>
<td>Gujarat</td>
<td>2</td>
<td>60</td>
<td>39</td>
</tr>
<tr>
<td>4.</td>
<td>Himachal Pradesh</td>
<td>1</td>
<td>113</td>
<td>28</td>
</tr>
<tr>
<td>5.</td>
<td>Karnataka</td>
<td>1</td>
<td>80</td>
<td>41</td>
</tr>
<tr>
<td>6.</td>
<td>Kerala</td>
<td>1</td>
<td>200</td>
<td>117</td>
</tr>
<tr>
<td>7.</td>
<td>Madhya Pradesh</td>
<td>2</td>
<td>150</td>
<td>33</td>
</tr>
<tr>
<td>8.</td>
<td>Maharashtra</td>
<td>4</td>
<td>721</td>
<td>367</td>
</tr>
<tr>
<td>9.</td>
<td>Punjab</td>
<td>2</td>
<td>300</td>
<td>145</td>
</tr>
<tr>
<td>10.</td>
<td>Rajasthan</td>
<td>6</td>
<td>225</td>
<td>118</td>
</tr>
<tr>
<td>11.</td>
<td>Tamil Nadu</td>
<td>3</td>
<td>154</td>
<td>96</td>
</tr>
<tr>
<td>12.</td>
<td>Uttar Pradesh</td>
<td>2</td>
<td>2,138</td>
<td>1,426</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>27</strong></td>
<td><strong>4,626</strong></td>
<td><strong>2,842</strong></td>
</tr>
</tbody>
</table>

N.B. Daily average population is falling in most of the States mainly because of the general fall in the D.A.P. of convicted prisoners.
CHAPTER III

PATTERNS AND PRACTICES OF OPEN PENAL CORRECTIONAL INSTITUTIONS

I. SELECTION AND SUITABILITY OF PRISONERS FOR OPEN PENAL CORRECTIONAL INSTITUTIONS

(A) Conditions of Eligibility

The rules governing eligibility of prisoners for transfer of open prisons vary widely from State to State. In some States these conditions have been liberalised from time to time. The experience of the last 30 years has completely falsified the fear about escape from open prisons. During the last 5 years there were only 70 escapees from 12 open prisons. In fact, there were fewer escapes from open prisons than from closed ones. This is particularly interesting when we analyse the inmate population of open prisons. 75 per cent of the prisoners in open prisons were those who had been sentenced to imprisonment for ten years or above including life term, also 70 per cent were convicted to offences against person and 6 per cent were there for even such grave offences as dacoity. It will not be out of place to mention here that in a country like Sweden where prison population is very low as compared to that in India and where all facilities for
the examination and observation of prisoners for scientific classification are available, there were 1143 escapees from open prisons in 1978. This shows that the facility of open peno correctional institution in India extended to prisoners of various categories has not generally been misused. A stage has, therefore, now come when some broad principles for the selection of prisoners for open institutions should be laid down.

It would, therefore not be proper to debar offenders, convicted of particular offences or those sentenced to long or short period of imprisonment, from being sent to open peno correctional institutions. The most important guiding factors should, therefore be the offender's suitability for admission to an open peno correctional institution and the fact that his social readjustment is more likely to be achieved by such system than by detention in a closed prison.

The criteria for the eligibility of prisoners for open-peno correctional institutions in Uttar Pradesh is different from that of other states. All states have almost common features in respect of health, conduct, age family-ties, unexpired portion of sentence etc.
(B) **Sampurnanand Camps**

For camps casual prisoners and habituals, with not more than one previous conviction, belonging to Uttar Pradesh, between 21 to 50 years of age, but not having boyish looks, sentenced to periods of one year and above with unexpired sentence of atleast 6 months are eligible. When they have done 1/8th sentence including remission in case of sentence from 1 to 10 years and 2 years actual in longer sentences, provided they are convicted of offences other than dacoity. In case of dacoity, prisoners are eligible when they have done 1/8th without remission in case of sentences upto 5 years and have only 4 years to serve. If sentenced to 5 to 10 years; but in the case of sentences above 10 years, they should complete 2/3rd sentence including remissions. Their conduct should be good and they should not have got more than one punishment for prison-offences per year of the period under-gone. They should be in good health both physically and mentally, free from physical deformity and infectious diseases. They should also be willing to go to the open peno correctional institution. Returners and exconvicts as well as those convicted for political agitations and offences, such as escapes or under special powers or under sections 153A, 216A, 231, 232, 295 and 298. 303, 309, 328, 364 and 389, 396, 416, 417, 489A of I.P.C. are ineligible.
(C) Model Prison Open Annexe

For this annexe, prisoners are eligible only when they have become self-sufficient and can furnish 10 sureties from among other self-sufficient prisoners, provided they have family ties and bear good conduct. They are eligible on completion of 1/6th sentence or 2/2 years, which ever is less, provided they are eligible for release on parole. In the case of prisoners convicted of dacoity, they should have done 5 years or 2 the sentence including remission, which ever is more, but at first they will be taken out under watch and ward for 3 months.

II. Nature and Conditions of Work and Employment for Prisoners

Nature of Work

Most of the open peno correctional institutions provided mainly agricultural work to the prisoners. This included horticulture and other allied activities. In one institution in Rajasthan some cottage industries e.g. durrie and newar weaving have been introduced to provide additional income to prisoners. In Gujarat and Assam prisoners were provided with facilities for spinning, bamboo and cane work in their leisure hours. In Mysore and Maharashtra, at present, the prisoners are employed on the digging of a canal. In Himachal Pradesh, the prisoners are given to other
were generally employed for about 8 hours in two shifts during the day. In one of the institutions in Rajasthan, no hours of work were prescribed and the prisoners worked as long as they liked. In Uttar Pradesh, the prisoners had sometimes worked at night also to complete the work within the scheduled period.

**Holidays**

In most of the States holidays, as in closed prisons, were also observed in open institutions. In Tamil Nadu and Himachal Pradesh Sundays and important religious and national festival days are holidays. In agricultural farms it was not always possible to observe holidays.

**Wages**

Camp inmates should receive reasonable remuneration for their work. This remuneration should be at least such as to stimulate keenness and interest in work. The structure of remuneration to prisoners varied from State to State. In Rajasthan, the agricultural farm prisoners were paid by the employing department Rs.3/- per day plus overtime, for cottage industries e.g. durrie, wages were given at 20 paise per sq. feet. In Assam prisoners were given annual reward of Rs.100/-. In Mysore where prisoners were employed in digging of canal, the prisoners get only Rs.1/- per day. In Tamil Nadu no wage was paid. In Himachal Pradesh prisoners
received Rs.4/- per day from the employing department, out of which maintenance charges were deducted. In Uttar Pradesh at Churk prisoners employed in prison services are paid 50 paise per day and those working on quarry received wages on piece work- basis i.e. Rs.5/- for an average output of 2.4 tonnes. For extra work they get bonus @ 833 per cent. The State receives Rs.1.25 per day towards maintenance charges from the prisoners' wages. At Sitarganj every prisoner gets Rs.8/- per day. In Andhra Pradesh prisoner received 10 paise per day and in Maharashtra they received wages as in closed prisons.

Model prison Manual 1970 prescribes that wages should be paid as prescribed by the State. Wages should be higher than at closed institutions.

Expenditure from Wages Earned

In Rajasthan, there is no restriction on expenditure and prisoners can spend as much as they like. In Assam, prisoners can remit a part of their earnings to their family and a part they can spend on toilet articles. They are encouraged to save money and to deposit it in Post Office Savings Bank Account. In Mysore and Andhra Pradesh prisoners can spend upto 50 per cent of their earnings. In Gujarat 2/3 earnings, subject to a maximum of Rs.10/- per month, can be spent by a prisoner on himself. In Himachal Pradesh
the maximum limit on personal expenditure is Rs.7.50 per month but if one wishes to remit money to his home, he could do it out of the balance at his credit. In Tamil Nadu, no such privilege is available as wages are not paid. In Uttar Pradesh, while at the Churk Camp a prisoner could spend 50 paise per day, at Sitarganj, he could spend only half of his earnings. They are also encouraged to pay their judicial fines as also to remit some money to their homes from their earnings. In Kerala a prisoner can spend up to 1/3rd on himself and can send home 1/3rd. The remaining 1/3rd he is required to collect at release.

Integration with Community Development Programme

Camp inmates should be encouraged to maintain their family contacts. Facility of additional letters and interviews may be granted on the merits of each case.

There is no deliberate attempt to integrate the programme of work in open prisons with community development schemes but all kinds of work done in prisons e.g. agriculture, construction public works are such programmes which are of a national character from the point of view of production and economy of the country.
Indemnity Against Industrial or Accidental Injury

The prisoners are not indemnified against industrial or accidental injury in any State except in Tamil Nadu and Uttar Pradesh. In Tamil Nadu compensation is given on an adhoc basis for injury sustained during the course of work but there are no rules for guidance on the subject. In Uttar Pradesh, the prisoners employed for the Government Cement Factory, Churk are entitled to relief under Workmen's Compensation Act.

Prison Services

In Uttar Pradesh, Himachal Pradesh and Maharashtra prisoners upto 10 per cent of the population are employed in prison services. In Mysore, 3 to 4 per cent and in Assam 24 per cent prisoners were employed in essential prison services. In other States, the number employed was small being 4 to 8 per cent. In Rajasthan prisoners do their own work themselves.

Daily Routine

Daily routine procedures are intended to ensure uniformity and to help in the maintenance of good discipline. Daily routine operations should aim at setting standards of performance for the inmates as well as for staff members. They should set the pattern of institutional life.
Daily routine procedures and operations should be enforced with intelligence, insight and understanding. The manners in which the routine is enforced would determine the difference between good discipline by mere force. Intelligent enforcement of daily routine would bring in an atmosphere of cooperation and good inmate-staff relationship.

Daily routine was more or less on the same lines in most of the States except in Rajasthan where prisoners had freedom to make their own programme. The usual daily routine included hours for rest, work, meals etc. Himachal Pradesh has some interesting features such as compulsory school attendance for all inmates in the morning for an hour and a panchayat session for half an hour.

Model Prison Manual (Chapter (XXI) should be adopted to regulate daily routine and programme.

III. EDUCATIONAL AND RECREATIONAL PROGRAMMES

Literacy

While in most of the States the percentage of literate prisoners varied from 24 to 30 per cent, in Himachal Pradesh it was very low being about 5 per cent. In Andhra Pradesh 15 per cent were literate.
Educational Programmes

There is no educational programme in the open prisons in Rajasthan, Tamil Nadu, Kerala and Gujarat. In Mysore facilities have been given for reading newspapers and magazines. In Assam and Uttar Pradesh literate prisoners teach illiterates in the evening. In Uttar Pradesh paid whole time education teachers have also been provided. Besides, there is also a part time moral instructor. In Himachal Pradesh, a literate or part time paid teacher is employed for literacy training. Lectures are also arranged on religious and social matters by superior staff at the open prison. If prisoners wish, they can purchase books, study and appear in higher examinations. In Andhra Pradesh literate prisoners or paid teachers provide social education to prisoners.

Library and Newspapers

Except in Tamil Nadu and Rajasthan, every open prison has a library. Uttar Pradesh, Mysore and Himachal Pradesh have also provided reading rooms. In Rajasthan prisoners can purchase their own papers but in Uttar Pradesh and Tamil Nadu prisoners are allowed one newspaper per 100 prisoners. In Kerala, Mysore and Maharashtra the scale is one newspaper for 50, 40 and 20 prisoners, respectively. In Himachal Pradesh two dailies and one weekly are provided.
Prisoners are also allowed to purchase newspapers and magazines at their own cost.

Cultural and Recreational Programmes

Rajasthan has no programme of recreation for prisoners except that they can have their own radio or avail of the opportunity of witnessing cinema shows arranged by the Social Welfare Department. Assam seems to have a good regular recreational programme in that a radio has been provided and cinema shows are occasionally arranged by Information and Public Health Department. Prisoners purchase musical instruments from subscriptions raised among themselves. They put up dramatic shows on Gandhi Jayanti or on other festivals. Uttar Pradesh has also a fairly good programme. A projector has been provided at one of the prisons and the other will shortly be purchasing one. Radios and gramophones and musical instruments have also been provided and dramatic performances are occasionally put up to which gentry is also invited. Outdoor and indoor games are also encouraged. In Himachal Pradesh, there is a good recreational hall for games. Prisoners play musical instruments and are also allowed to sing, dance and see cinema shows arranged by Public Relations Officer. The open jail has also a radio and prisoners are allowed to participate
in matches, fairs and festivals outside the jail. While Tamil Nadu has provided a radio, Gujarat is working out a programme of recreation. In Mysore prisoners are allowed to do walking and a radio is proposed to be installed. In Andhra Pradesh and Kerala games are provided and occasional dramatic and variety shows are arranged. In Maharashtra musical programmes, dramatic shows and outdoor and indoor games are provided. Prisoners also put up dramatic shows occasionally.

Religious and Moral Influences

According to Rajasthan, the fact that prisoners of all castes and creed live together gives them a sense of brotherhood. In Assam, Kirtan on Sundays and in Uttar Pradesh daily prayers supplemented by monthly lectures on moral subjects by a part time moral instructor exercise good influence on the prisoners. Important festivals are observed by prisoners in most of the States. In Gujarat, the appointment of moral teachers is being taken up. Tamil Nadu has not yet developed any such programme. In Andhra Pradesh and Kerala religious talks are often given to prisoners. In Maharashtra prisoners are encouraged to read religious books and are also allowed to observe their own religious functions.
IV. SPECIAL PRIVILEGES AND AMENITIES

Remissions

In Mysore, Gujarat and Tamil Nadu there is no difference in the rate of remissions in open and closed prisons. In Uttar Pradesh, Himachal Pradesh and Rajasthan remission is awarded at the rate of one day for each day's stay in the open prison. In Uttar Pradesh the total remissions earned should not exceed half the sentence. In Assam, they are awarded 10 days as against 6 days per month in a closed prison and in Kerala and Andhra Pradesh the rate is slightly higher than in a closed prison. Maharashtra has a graduated scale of remissions depending on the length of sentence. Prisoners with more than 14 years sentence get 30 days per month and those below and above 5 years sentence get 15 days and 20 days per month respectively.

Home Leave

Home leave is granted to prisoners in Uttar Pradesh and Himachal Pradesh for 15 days and 21 days per year respectively. Rajasthan, Kerala, Tamil Nadu and Gujarat have no system of Home Leave for prisoners in open prisons. In Assam, rules on the subject are under consideration but
12 prisoners have already been given the facility of leave for 7 to 10 days on urgent grounds. In Andhra Pradesh and Maharashtra Prisoners are allowed 14 days leave every year.

Parole

In Andhra Pradesh, the facility of release on parole is liberally granted. In Maharashtra, this facility is given when there is an emergency. Himachal Pradesh grants 28 days parole to deserving convicts. This facility is also available in Uttar Pradesh and Rajasthan as in closed prison.

Premature Release

The rules of premature release as apply to closed prisons also apply to open prisons. The usual occasions for premature release are when a prisoner is due for release under the scheme of Review Boards or on completion of 14 years' sentence. In some States there is also a 'Release of Prisoners on Probation Act' which also applies to open prisons in these States. In most of the States there is nothing to show that in exercising discretion to release a prisoner prematurely, Government showed any special consideration to prisoners in open prisons in
recognition of the high sense of self discipline shown by them in such a prison.

**Pre-Release Programme**

There is yet no pre-release programme in open prisons but in Uttar Pradesh a few prisoners found eligible for release on parole per year for employment at the farm of the Agricultural University, Pantnagar are allowed to avail of this facility and if their work and conduct during parole remain satisfactory, Government release them finally either conditionally or unconditionally on the expiry of one year's parole. During this period, they can keep their families with them or can go for a few days to their home on leave to plan a programme for the post release period. While this facility is more or less like a pre-release programme, it will be incorrect to treat it as such in any strict sense because only a very few prisoners are able to avail of this facility due to conditions of eligibility for release on parole which are harder than those for eligibility for admission to an open prison in respect of age, nature of offence, and period undergone, etc.
After Care and Rehabilitation

While in Himachal Pradesh efforts are made to provide employment to needy prisoners, in Uttar Pradesh Government have ordered the Employment Exchanges to register the names of prisoners desiring suitable employment. The Uttar Pradesh Government have also permitted the Jail Department to appoint ex-convicts of open prisons on inferior posts. In Andhra Pradesh, the prisoners on release are helped by After-care Homes and in Maharashtra, Welfare Officers extend necessary assistance in finding out employment for them. In other States, the State Governments have taken no steps to help ex-inmates of open prisons to get employment.

Other Special Privileges

In Assam guided community mixing has been allowed to prisoners on an experimental basis. They are allowed to participate in outside fairs and festivals. Muslims say prayers with public on festivals. Warders, of course, accompany the parties who participate in such public activities. In Uttar Pradesh also, prisoners were allowed to do 'Shramdan' (voluntary labour) in neighbouring villages to improve their roads and sanitation. Outsiders are invited to witness various recreational programmes such as dramatic performances, dances, etc. arranged by prisoners.
In Uttar Pradesh there is also the system of *Swayam Rakshak* under which suitable prisoners are selected to protect crops from the ravages of wild animals. For this purpose they are armed with a 'Ballam' (dagger mounted on a bamboo).

V. PHYSICAL NEEDS OF PRISONERS

Food

In Himachal Pradesh, Tamil Nadu, Maharashtra and Gujarat there is no difference in the diet prescribed for open and closed prisons. In Rajasthan, prisoners have full liberty to have anything they like at their cost except drinks and intoxicants. While in Assam and Mysore, Andhra Pradesh and Kerala, extra cereals varying between 60 to 120 grms and extra vegetables are allowed, in Uttar Pradesh the prisoners in open prisons are allowed additional diet costing 6 paise per day including 10 gm of mustard oil. These extras are given because in open prisons prisoners have to do hard work.

Clothings

In Rajasthan, prisoners use their own clothes at their own cost. In Tamil Nadu, Maharashtra, Andhra Pradesh and Gujarat there is no difference in the scale of clothings
for prisoners in open and closed prisons. In other States, they get an extra working suit.

In Assam, Maharashtra and Uttar Pradesh prisoners are provided, unlike prisoners in closed prisons with unstriped clothings as it was considered that this helped in restoring their self respect and self esteem. Mysore is also considering this reform. In Andhra Pradesh and Kerala, unstriped clothing is given even in closed prisons.

**Medical Care**

In Uttar Pradesh, Maharashtra and Andhra Pradesh, regular hospitals with Medical Officers, compounders and convict or paid nursing orderlies have been provided. In Rajasthan, Himachal Pradesh, Kerala and Mysore a compoudner is provided at the open prisons, and a part time medical officer visits the prisons regularly. In Tamil Nadu and Assam prisoners when sick are sent to the nearest jail hospital for treatment. In Gujarat, the Civil Hospital is quite close to the prison where prisoners and staff go for treatment. In all the States, serious cases are transferred to the nearest jail or civil hospitals. While in Rajasthan, an ambulance car is requisitioned from the nearest hospital for transporting sick prisoners, in other States they are sent by whatever transport is available in the prison.
Personal Hygiene

The practice of supplying hair oil and washing or toilet soap to prisoners at State cost varies from State to State according to the habits of local people. In Rajasthan, Andhra Pradesh and Kerala a prisoner can purchase these articles from his earnings. In Assam 10 gm mustard oil is given on alternate days for massage and hair. In Mysore 2 oz. hair oil per week and washing soap and tooth powder are supplied at State cost. In Uttar Pradesh 60 gm soap per week is given for washing clothes. The prisoners are also supplied with a cake of soap and 80 gm. hair oil p.m. if they are allowed to keep long hair on religious grounds. They also get neem sticks and charcoal tooth powder for cleaning teeth. In Tamil Nadu, oil and soap-nut powder is given once a month for taking oil bath and charcoal with salt is given for tooth powder. In Maharashtra, hair oil, washing soda and tooth powder are issued at State cost. In Gujarat, 28 gm of washing soda and 14 gm coconut oil is supplied per week. In Himachal Pradesh, 58 gm of soap and 29 gm of oil (58 gm for sikhs) per week is supplied to each prisoner. In addition to these articles supplied at State cost, prisoners are also free to purchase them at their own cost subject to the overall limit fixed for expenditure per week. In Himachal Pradesh, they
can purchase only 2 cakes of soap and 250 gm of oil per month.

**Canteen**

There are many problems in attempting to compare the standards of living existing in the free community and that is supposed to be the lot of the inmate in prison.

There are canteens in the open prisons in Uttar Pradesh, Mysore, Kerala, Maharashtra and Gujarat. In Kerala, the canteen is run by prisoners. It opens in evenings on working days and in the morning and evening on holidays. The prisoners purchase coupons in advance. An executive officer is in overall charge of the canteen who checks accounts and arranges purchases as per rules for government supplies. A small profit is made which is used on recreational activities. The canteens in Uttar Pradesh and Maharashtra are also run more or less on similar lines. In Himachal Pradesh, a building has been constructed for the canteen but it is not functioning due to a small number of prisoners in the open prison. In Gujarat, only tea is supplied by the canteen, and other articles are purchased from the market for the prisoners. In other States there are no canteens.
Record System

(a) History tickets of prisoners are maintained as in closed prisons. There is no system of recording the case history of each prisoner. In Gujarat, the Superintendent of the open prison sends to the Inspector General a quarterly record of the prisoners' conduct and reaction.

(b) Although the Superintendents, Jailors and Deputy Jailors are supposed to keep contact and a watch over the progress made by the prisoners, there is no system to assess such progress in an objective manner. Every effort is made by the superior staff of the prison to help and guide the prisoners in their personal difficulties. In Uttar Pradesh and Maharashtra, prisoners are divided in small batches which are in the charge of a superior officer of the rank of Jailor or Deputy Jailor who is required to keep personal contacts with the prisoners.

VI. DISCIPLINE

Nature of Punishments

Most of the punishments for prison offences prescribed for closed prisons, by their very nature, cannot be applied in an open prison. Moreover, it was generally believed that in an open prison much reliance should not be placed on punishments. Thus in Rajasthan the only
punishment prescribed for open prison is the return of the prisoner to a closed prison. This is considered a major punishment in other States also. Warning, forfeiture of remissions, fine or withdrawal of privileges are other forms of punishments. Return from an open to a closed prison in Uttar Pradesh and Himachal Pradesh has also the effect of forfeiture of entire remission earned.

Panchayat

There are no Panchayats of prisoners to adjudicate on prison offences in Rajasthan, Mysore, Tamil Nadu, Kerala and Gujarat. In Assam, Uttar Pradesh, Andhra Pradesh, Maharashtra and Himachal Pradesh, Panchayats deal with minor offences and recommend to the Superintendent the action to be taken.

Convict Officers

There is no system of convict officers in the open prisons except in Andhra Pradesh where convict overseers were employed in the Agricultural Farm only.

Returnees

(a) Prisoners are returned from open to closed prisons for persistent or major breaches of rules or prolonged illness which cannot be properly treated in the open prison.
Laxity of work or suspicious conduct including attempts at escape are other reasons for which an inmate is returned to a closed prison. In Rajasthan a prisoner can also be returned if he so wishes.

(b) The number of prisoners returned to closed prisons on disciplinary grounds in Uttar Pradesh were 95 in a total of 4898.

(c) The number of prisoners returned on disciplinary grounds was negligible as compared to the number of admissions in open prisons. This is significant as it proved that our selection of prisoners for open prisons was on the whole very satisfactory.

Disciplinary Problems

The disciplinary problems are few and far between. In Rajasthan smuggling of intoxicants was made possible due to relaxed security. In Mysore, communications with outside people could not be checked as the area of the Camp was not fenced. There were generally no disciplinary problems which could be classified as peculiar to open prisons.
VII. VISITS AND COMMUNICATIONS

Letters

In Tamil Nadu, Mysore, Andhra Pradesh, Kerala and Gujarat there was no difference in the scale of incoming or outgoing letters from prisoners in open and closed prisons. While in Rajasthan, there was no restriction on the number of letters, in Assam, Maharashtra and Himachal Pradesh the scale was more liberal. In Himachal Pradesh a prisoner has to pay himself for more than one letter sent out in a month. The letters both incoming and outgoing are censored as in closed prisons.

Visits from Relations and Friends

(a) In Mysore, Tamil Nadu, Gujarat, Himachal Pradesh, Andhra Pradesh and Kerala the number of visits permissible is the same in open prisons as in closed prisons. In Rajasthan there was no restriction provided the officer incharge had intimation about such visits. In Assam, Uttar Pradesh and Maharashtra, guest houses have been provided where interviewers can come and stay and interviews are held in a relaxed atmosphere without close supervision.

Conjugal Visits and Keeping Families

The inmate suffers from a loss of autonomy in that he is subjected to a vast body of rules and command which are

While discussing 'Conjugal Visit' Columbus B.Hopper suggests that for the married inmate, an important part of every camp is the little building, divided into private rooms, located near the main camp building. When an inmates' wife come to visit him, he is permitted to go with her to this building. Here in the "red house", the inmate and his wife may have privacy and engage in physical phase of the conjugal relationship. Conjugal visit is a partial solution to the problem of sexual adjustment in prison. But it is generally concluded that such visits would be wholly unrealistic in our culture and that it would have no rehabilitative influence but would tend instead to heighten rather than relieve tension in prison. Although sexual
problems are among the greatest which confront administrators, prisons have been evaluated as having failed rather signally to develop any satisfactory solution to sex problems.

(b) In Rajasthan prisoners can keep their families with Inspector General's permission but they have to support them.

VIII. EMPLOYMENT AND LOCATION

Form of Employment

(a) From the point of view of rehabilitation, the best form of employment in an open prison will be agriculture and agro-industries (e.g., poultry, dairy, piggery, animal husbandry, sericulture, beekeeping, fruit preservation, arboriculture, horticulture, oil, sugarcane and other juice extractions, maintenance and repair of agricultural machines, construction of buildings and roads in the prison itself) as a vast majority of prisoners come from rural areas with agricultural bias. This will of course depend on the availability of sufficient land as the study group is of the opinion that for an agricultural prison there should at least be 200 acres of land with irrigation facilities and potentialities for developing the same.
Another form of useful employment will be in small scale mechanised industries which may be run by the Jail Department or in a State owned factory. It is believed that such forms of work will not only provide gainful employment to the prisoners but will also give quick returns to the State from point of view of financial investments. Another advantage in providing such industrial and agricultural work is that it will enable establishment of open prisons on a permanent basis which will in the long run be cheap.

(b) Other useful forms of employment could be on public works such as construction of dams, canals, bridges, roads, and buildings, afforestation, deforestation, reclamation of land, soil conservation, etc. By their very nature such works will not last long and it is recommended that only such works of this kind should be selected which may be concentrated at a single place and would last at a stretch for at least three years so that the temporary open prison established for the purpose may not have to be shifted very frequently. A particular advantage of such prisons is that while even unskilled short term prisoners can be gainfully employed on such works, they will give them the habit of hard works and industry.
Technical and Vocational Training

Daniel Glaser has dealt with "Prison Work and Subsequent Employment" and has tried to establish a direct inverse co-relation in Prison Work and Recidivism and concluded that the major contribution of Prison Work is not training in vocational skills but rather, habituation of inmates to regularity in constructive and rewarding employment and anti-criminal personal influence of work supervisors on inmates. Prison work is likely to increase the chances of rehabilitation of prisoner in post release period.

Location

The location of an open prison will generally depend on the availability of land and the particular work on which employment is to be provided to the prisoners. But in the interest of healthy environment, it is necessary to keep in view that the communications are good and there is a source of wholesome water supply within easy reach. If the communications are not good, motorable road should be provided upto, the prison. Electricity in an open prison should be considered a 'must' and, therefore, preference in the selection of site should be given to a locality where electric lines can be extended easily at a reasonable cost. If this is not possible a generator should be
provided. Where choice can be made, an open prison should neither be very close to an urban centre nor so isolated as to obstruct the educational, social and recreational contacts for the prisoners or to cause excessive inconvenience to the staff. Ideally an open prison should not be more than 20 to 25 miles from the nearest town and the nearest closed prison.

Capacity

An open prison should ideally have 200 to 500 prisoners. In any case, they should be kept in independent groups of not more than 200 each so that they may be looked after individually and group-work may be effective.

Fencing

Some kind of demarcation and protection of the boundaries of the open prison is necessary to avoid chances of encroachment or entry by outsiders or animals. For this hedging or barbed wire fencing is recommended.

Transport

Every open prison should have its own motor transport for the use of staff and prisoners and for carrying supplies. Where the open prison is not easily accessible by public transport, arrangements should be made for
transporting the interviewers of prisoners at State cost to and from the open prison to the nearest railway station or bus stand, at least once a week.

**Nature of Accommodation and Construction**

(a) For permanent open prisons, either cottage or barrack type accommodation should be provided. The cottages should provide accommodation for 20 and the barracks for 50 prisoners. The superficial area per prisoner should be about 50 sq.ft. As far as possible they should have independent verandahs and bath rooms and flush latrines for each 10 prisoners. Wherever possible, arrangements may be made for utilising the flushed material as manure.

(b) For temporary open prisons barracks with verandahs on tubular structures with tin sheets may be provided in such prisons as they can be easily disassembled and refitted at another place. The capacity of each barrack should be from 50 to 100 prisoners. Where possible a cheap floor may be provided to ensure cleanliness.

(c) A multi-purpose common hall for 200 prisoners may also be provided in each prison.

(d) Protected water supply is very essential in prisons. Wherever possible, wells should be bored and provided with a pump for pumping water to an overhead tank.
Pipe lines should be laid and taps and showers be provided in bath rooms. Where necessary arrangements should be made for chlorination of drinking water.
SOURCES


CHAPTER IV

OPEN PENO CORRECTIONAL INSTITUTIONAL PERSONNEL

LACK OF MAN-POWER-PLANNING

The development of professionally qualified and trained prison personnel is in a state of crisis in India. The very fact that out of 22 States and 9 Union Territories, only 5 States have departmentally promoted Inspectors General of Prisons while the rest have Inspectors General appointed from other services, points to the poor attention paid to the development of prison services as a career service in the country.

Lack of man-power-planning for the prison departments has created serious anomalies. These anomalies in recruitment and promotion - adhoc arrangements of personnel, lack of training and requisite aptitude for correctional work - have created a situation in which attainment of the objectives of the prison department has been rendered difficult.

Prison personnel in our country suffer from lack of direction due mainly to the absence of clarity about their role and functions in relation to the objectives of the department. The staff morale at most places is at its lowest ebb. The disarray in the department was evident
from the fact that even staff meetings and conferences were a rare happening and the problems commonly faced by prison personnel at various levels were hardly ever discussed at any common forum. The accumulated discontent of prison staff had in several States erupted in the form of strikes and agitations. A redemption from this critical situation is possible only if some constructive thought is applied to:

i) proper man-power-planning;

ii) rationalisation of the policy of recruitment and selection of personnel of various levels;

iii) development of prison service as a career service with adequate promotional avenues;

iv) improvement of service conditions to make them reasonably attractive for well qualified persons; and

v) provision of appropriate training facilities to build up quality and professionalism in the prison service.

So far as man-power-planning is concerned, the need for various categories of personnel, their recruitment, training and orientation, and their promotion in the hierarchy can be determined only with reference to the scope and functions of the prison department.
The Indian Jails Committee\textsuperscript{2} had remarked as long back as in 1920 that "it is not merely necessary that prisons should be under expert and trained Superintendents; it is highly desirable that the whole prison staff should be so selected and remunerated that they may exercise a salutary influence on the prisoners under their control". The All India Jail Manual Committee 1957-59\textsuperscript{3} had also stated in the context of recruitment and selection that, "the success of Correctional Administration mainly depends on the faith, philosophy and efficiency of the correctional personnel. It is, therefore, exceedingly necessary that the correctional personnel are selected with utmost care". The same Committee further opined that "recruitment and selection of correctional personnel of every grade should be done carefully because it is on their integrity, humanity, professional capacity and personal suitability for the work that the proper administration of the institution depends. The best rules and regulations and the most progressive measures of prison reform may be nullified by unsuitable personnel."

LACK OF PROFESSIONAL SERVICES AND PERKS

The prison department cannot function with the help of custodial staff alone. A significant number of supervisory and supporting staff of professional services such as education, medical, agriculture, industries,
vocational training, maintenance of buildings and accounts have to be inducted in the department to run the multi-farious activities essential for the care and treatment of offenders. The Indian Jails Committee 1919-20 had observed that "it is beyond dispute that the conditions of service in the Jail Department are more rigorous and less attractive than those in other departments and particularly than those of the police". The working group on prisons 1972-73 had also recommended that "the pay scales and allowances of prison personnel should be determined with due regard to their own particular responsibilities, the expectations from them, the minimum necessary to attract the kind of persons required and the provisions that are made for the only other somewhat analogous service, i.e. the police".

One of the major factors adversely affecting morale of prison staff is the lack of sufficient and properly maintained residential quarters. Welfare facilities such as staff welfare fund, cooperatives, subsidised canteens, messing facilities, payment of compensation to the staff for injuries, sustained in the discharge of their duties, have not been provided for prison staff.
A WELFARE COMMITTEE has to be constituted in each institution consisting of representatives of executive, medical, educational, technical, agricultural, ministerial and guarding personnel, Superintendent being its ex-officio Chairman. Elections ought to be held annually. The Committee ought to meet at least once a month and its proceedings have to be recorded.

The FUNCTIONS of this welfare committee may be as noted below:

(i) To chalk out a programme for staff-welfare,
(ii) To build up a welfare fund,
(iii) To prepare an annual budget for the utilisation of the welfare fund,
(iv) To run a staff canteen,
(v) To organise a cooperative society and a multipurpose cooperative shop for institutional staff,
(vi) To impress upon the staff members the necessity of thrift through programmes of postal savings, small savings, postal insurance, janata insurance etc.,
(vii) To supervise the maintenance of the welfare accounts and to get them annually audited.
(viii) To prepare an annual report about welfare work,
(ix) To advise the administration regarding the utilisation of emergency fund.

Some welfare fund has to be raised to provide help and amenities to staff members and their families. Sources of fund may include:

(a) Monthly subscriptions from staff members,
(b) Voluntary donations,
(c) Special donations,
(d) Interest accruing from investment,
(e) Benefit performances by artists', theatrical parties, cinema-shows etc.,
(f) Donations from the cooperative society,
(g) Profit of the cooperative shop,
(h) Subsidies from Government funds.

In large institutions there may be a separate staff welfare unit to look after welfare work such as staff canteen, cooperative society, cooperative shop etc.

Welfare benefits are likely to include:

(i) Relief in sudden illness,
(ii) Medical aid in case where medical help is required beyond the economic capacity of staff members,
(iii) Educational aid to staff-children,
(iv) Facilities to staff family-members to run cottage industries, and handicrafts like sewing, spinning, cottage match manufacturing etc.,

(v) Reservation of seats in hostels and educational institutions for staff children,

(vi) Staff canteen,

(vii) Recreational and cultural activities,

(viii) Staff club,

(ix) Staff libraries,

(x) Staff sports-institutional and inter-institutional fixtures etc.

Development of a professionally competent cadre of prison personnel will require recruitment of professionally qualified persons and their subsequent training. The All India Jail Manual Committee (1957-59) pointed out that "the principal job of the correctional personnel is social re-education of the offenders. The effectiveness of correctional administration, institutional discipline and impact of treatment principally depends on the quality of correctional staff. Untrained and uninstructed personnel is not only ineffective but quite often becomes a hindrance to the proper implementation of correctional policies."
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2. Indian Jail Committee, 1919-20.
