CHAPTER - VI

THE SPECIAL INSTITUTION OF JAIL DEPARTMENT

( MODEL JAIL )

The U.P. Jail Reforms Committee, 1946 recorded that the institution of jails, as we understand them, is of British origin and was introduced in India as part of British administration.¹ The basis of jail administration during all these years had been mass treatment of prisoners. Ideologically it was deterrence that guided the units of administration, and not reformation. Hence, the entire edifice of jail administration has been built on the basis of rigorous discipline and regimentation of prisoner's lives. Naturally no attention to the individual prisoner could be paid for want of adequate staff, trained cadres and a proper scientific perspective. In the opinion of the U.P. Jail Reforms Committee, 1946, the various Committees hitherto appointed by the Central and Provincial Governments made various recommendations for the improvement of jails, but they did not suggest any radical change in the system of administration and did not devote sufficient time to the reformation of the individual prisoners.² As a result thereof the so called measures prison reform were strictly speaking reforms of the prison in its physical existence and working

¹ UNITED PROVINCES JAIL REFORMS COMMITTEE, 1946 : Report; p. 3

² Ibid : p. 5
which were not directly related to the reformation of the prisoners as an individual entity overladen with his personal problems, make up, needs and limitations. All this time we have been taking of 'prison reform'. Why had the choice not been made to use the nomenclature 'prisoner's reform'? One may say that what is there in a name, and that a rose by any name would smell sweet. Yes, it is indeed so - but the result is obvious. When people go to see an exhibition of roses, they go and look at the 'Rose Flower' but hardly there is any presentation or exhibition of the 'Rose Plant' as such. There cannot be a rose flower without a rose plant, and the quality of the rose flower is merely a reflection of the kind and quality and performance of the rose plant. Does it not mean that all our flower exhibitions sadly ignore presentations on the 'mother rose plant'. Similarly, the nomenclature 'Prison Reform' basically takes away the attention from the hero of the play 'the prisoner' whose reform is and ought to be the main feature.

The members of the Jail Reforms Committee, 1946, were fully conscious of the above distinction and they boldly, though precisely, put down as their view in the words, "We have felt all along our discussion that a prisoner is a diseased limb of the society to be restored to it, and hence our approach to crime and its treatment has been rational and scientific."  

---  Ibid: p. 5
What does a 'rational approach' to crime mean? It is a question that has too often been raised, both in public and private scenes, literature, philosophy and administration, at various times, and in all countries. Crime has been defined as an offence against the particular community in which it is committed, and that community endeavours to prevent crime by punishment and thereby derive a satisfaction.

The modern age psychologists have raised a great hue and cry by brandishing the question 'Does punishment prevent crime?' Actually, they have tried to propound the view that except for death, no other punishment prevents crime. There is a great weight in what the psychologists say, particularly in our context of the Indian thinking and the philosophy given by our Rishis and Sages, from time immemorial. They employed the concept of 'sin' and the 'sinner' rather than the offence caused to the society as such, which is what is being emphasised today. What is relevant in this reference is that there can be no prevention of crime unless the so judged offender was brought to understand and admit his fault, and indicate his will to fight against that evil thought and urge. Society today is too much dominated by legalistic thinking and procedures. What happens in the criminal trials today is a battle royal between the prosecution and the defence, one claiming the alleged offender guilty, while the defender and his defence denying the charge and professing absolute innocence from the criminal involvement. Yet, the courts do find in most cases, the defender to be an offender,
ho is consequently sentenced to some punishment. A majority of the convicts, in the jail, deny the offence, even after conviction, and are sore about the punishment awarded to them. Can such persons ever be in a mood to accept that they need reformation and therefore, should cooperate with the jail authorities in their programmes? Would they not come out of prison more bitter and offended by the society? The entire question of crime and punishment is one of great social importance, but it is only during the last hundred years or so that the question has been scientifically studied. The general tendency of modern thinkers is towards the view that severity of punishment alone has little effect in reclaiming the criminal, and that what is required is rather humanising and reforming influences which will lead to the prisoner realising the essentially evil results of crime in himself and the others, and will result in a real reformation of character.  

Cantor vehemently criticised the methods of punishment. He held the view that imprisonment is the modern major method of disposing of serious offenders. It is difficult to imagine surrendering this method. It was just as difficult to surrender the practice of torture in the Middle Ages or public execution for every felony conviction in England. Many are inclined to believe that in the prison system a more rational technique of treating offenders has been developed. We are seeking to redefine punishment in light of the increasing understanding of human nature and

- Ibid : p. 38
conducted. We are trying to fit into the traditional prison system, which rested upon a false psychology of human nature, rational programmes which rest upon a different set of ideas.5

The 1946 Committee was well posted with the views of the extremist reformist views, for example those of Thorsten Sellin, who in his studies for the 'American Law Institute' put forward his conclusions that punishment, instead of preventing crime, left men seven times more likely to offend than those who have not been punished.6 The advocates of this view assert that punishment is incapable of turning its victims back to freedom better able to live honestly than before. It is their contention that never in the history have men been stayed from grasping at gain by the threat of pain or death. Effective prevention requires something other than punishment - not something in addition but an outright substitute.7

The 1946 Committee took a bold stand in the above controversy between the moderates and the extremists. It made it plain, in no uncertain terms that "In relation to the existing conditions in this country, however, we consider this view to be rather extreme, and we shall proceed on the assumption that punishment of the wrong doer is a necessity."8

6- U.P.Jail Reforms Committee,1946: Report; p.38
7- Ibid : p. 39
8- Ibid : p. 39
Elaborating their view the Committee expressly said that accepting the proposition that judicial punishment is justified to the extent that it aims at the reformation of the offending individual, the next question is with regard to the correct methods of reformation. Making clear their philosophy they recommended the prison policy as: "We consider that the system should be, as far as possible, 'reformatory' but "it must be also, if punishment is to have any meaning, coercive, as restraining liberty; deterrent, as an example; and retributory, in the sense of enforcing a penalty for an offence." In other words the system must respect the reversionary rights of humanity, and while inflicting punishment for an anti-social act, must not lose sight of the duty of restoring if possible the offender to society as a better man or woman. Great care has to be exercised in applying these methods to our prison system."

Consequently, the basic recommendations of the U.P. Jail Reforms Committee, 1946, for the establishment of a Model Prison were confined more or less to the physical aspects such as "general arrangements in the Model Prison should be cheery and bright, more akin to free life outside than to life in the prison" and this they thought could be achieved by providing modern sanitation, electric light, radio, cinema and lectures and books etc. They made it

9- Ibid : p. 39
10- Ibid : p. 39
abundantly clear that "On the analogy of the star class in England, we recommend that no differential treatment should be accorded to the inmates of the Model Prison in the matter of diet and clothing."\textsuperscript{11} They also made a very vague recommendation that the staff of Model Prison should have a Psychiatrist, "to make a careful study of all prisoners on admission to the prison"\textsuperscript{12} without indicating how the report of the Psychiatrist was to be useful or made use of.

The last recommendation of the Committee made very casually was "we recommend that to start with, a scheme of payment of wages should be brought into effect in the Model Prison. The Committee has noted that the scheme for paying wages to prisoners as recommended by the Departmental Jail Committee 1939 and approved by Government had to be given up for administrative reasons."\textsuperscript{13}

\textbf{THE IMPACT OF INDEPENDENCE}

The golden dream of the first Congress Government consisting of the veteran Freedom-Fighters of India of bringing about radical improvements in the Prison System, as spelt out by the 1946 Committee started hibernating in the bureaucratic processing of the red-tape and file-processing.

\begin{itemize}
\item \textsuperscript{11} Ibid : p. 31
\item \textsuperscript{12} Ibid : p. 32
\item \textsuperscript{13} Ibid : p. 32
\end{itemize}
Most unexpectedly, soon thereafter, 1947 witnessed the greatest Epochal Event when India shook off the foreign rulers and became an Independent Nation. A new era of enlightenment, enthusiasm, energy and a general wave of activity to reform and progress swept all spheres of activity in the country. The country is mine and I must contribute my best to make it prosperous, healthy and strong—was the burning desire in every heart. Jail officers were no exception, and they too were swept away in the national current. Every heart beat prompted them to do something new and constructive to revolutionise the handling and treatment of prisoners, to achieve their reformation and rehabilitation. This meant a right-about-turn in the working of the prison officers but the old rules, regulations, and set up blocked their way. It was not in the hands of the jail authorities to change the old traditional rules and procedures that regulated prison working. Fortunately for them, the National Government declared their aim of overhauling the entire prison system to make it efficient, effective, reformatory and progressive. New legislations were brought in for the purpose. A new cadre of Whole-Time Superintendent District Jails had been created. A Jail Officers Training School had also been established to impart training in progressive Prison Management and correctional handling of prisoners. A new climate for progressive thinking and programmes was growing.

The U.P. Jail Association had for sometime been publishing a monthly bulletin with the purpose of
disseminating useful news information helpful in the discharge of their duties better. It also encouraged prison officers to contribute articles discussing academic and field problems. In 1946 it published an article by one of the newly appointed Superintendent Jail under the title "PRISON INMATES - THEIR EMPLOYMENT - AN APPROACH". Discussing reorganisation of prison industries the article pointed out that to tackle the problem successfully it was essential that we must define our aim. We must answer the question: What is it that we aim to achieve by the reorganisation of prison industries. To pinpoint the issue it was stated that there could be two different approaches, viz.:

A- To make the maximum profit obtaining the largest possible return out of employment of prisoners;

B- To employ a prisoner in the jail industries or otherwise, solely as a therapeutic measure to cure the ills and effects of his delinquency.

In conclusion it was suggested that on admission to jail, every case must be thoroughly examined and a detailed history prepared that should indicate the assets and deficiencies in the personality and character; record his needs and requirements in terms of reformation and rehabilitation, and on the basis of this information a suitable plan of handling


15- Ibid : p. 2
in the jail prepared.\textsuperscript{16} It was indeed a good mental exercise but the suggestions made no dent on the deaf ears of the then prison authorities, and the ideas got dumped in the records of the Jail Bulletin.

The impact of the new climate in the era of FREEDOM was clearly visible when the very same Superintendent Jail, within a year took a very different bold stand in his writings. Analysing Jail Newar Industry, in an article in February, 1948, he stoutly condemned the current policy and practice of employment of prisoners. Establishing that the cost of production of jail goods was unpardonably high, it was suggested, "A radical change in our prison industries and employment of prisoners is urgently called for. It is a pity to find that our prisoners, who are the healthiest men congregated in a colony of their own, situated in the most sanitary condition with clean and healthy environment for work and residence, adequate medical attendance, expert technical advice and guidance are not self-supporting.\textsuperscript{17}

What is important to note is that in the new era of Independence, a serving officer of the Government, could openly ventilate his views that, "Our existing outlook on

\textsuperscript{16} Ibid : p. 8

\textsuperscript{17} RAJ, Dr. A.S. : A Reorientation Of Prison Administration, The Penal Reformer, Lucknow, Vol. IV, No. 1, February, 1948
this problem is responsible for this state of affairs. The present policy of supplying all the needs and comforts to an inmate, as soon as he enters a prison, without his earning the same, is giving things to the undeserving. It is pampering the already pampered and spoilt member of the society. It is nothing short of forcing a healthy man to walk on crutches, thereby paralysing his power to walk for ever. It makes the prisoners lazy, work-shirkers, bad workers, idle gossipers and gamblers. It kills their imagination, interest and incentive, making them unfit for the unprotected world outside." 18 Could a serving officer hit out against any current policy or government programme, under the foreign rulers, without losing his job? It also speaks of the high morale, maturity, self-confidence, open-mindedness and understanding exhibited by our National Leaders to permit free expression of views by their subordinates.

This episode has a great meaning and value for the students of Public Administration. We have earlier recorded how the suggestions of this officers in 1946 evoked no response from the then authorities concerned. It would be interesting to examine if the new National Government in the era of Independence continued to him deaf ears in such situations, or, now exhibited an open mind ready to pick up suggestions from any quarters, if they had merit. The article proposed a concrete policy with a practical programme to

18 Ibid:
achieve the set goal, as: "If we have to turn out as honest citizens those whom we imprison, we have to develop their individuality and inculcate in them self-respect and correct powers to think, plan and act for themselves." To achieve this, "There should be no 'dos' and 'dons' inside a prison any more than what exist outside, except those that be necessary in the interest of watch and ward. Let a prisoner have all the liberty and rights of a citizen within the prison walls. In that full-fledged colony, several times bigger than our villages, let the inmates walk around and earn livelihood under conditions akin to those in the outside world, but under state guidance and discretion."¹⁹

The theme was developed further in March, 1948 in an article: "FROM EACH PRISONER ACCORDING TO HIS CAPACITY : TO EACH PRISONER ACCORDING TO HIS WORK" in which it was claimed that the new scheme obviated all the handicaps and shortcomings of the present way of working and had all the points requisite for correction and rehabilitation.²⁰

Is this not the very plan the government sanctioned in their order dated September 2, 1949 as the scheme for the payment of wages at the Model Prison, Lucknow as follows:-

¹⁹- Ibid

"2. The jail will be developed on the lines of a self sufficient colony where the environment and working will be as similar to the outside world as possible.

3. Every prisoner will as far as possible work according to his choice and receive wages according to his output."

It would thus be seen that the Government in the dawn of Independence, greatly disentangled itself from the old traditional one-way traffic style of administration, and kept her eyes and ears open to suggestions from any quarters if they deserved attention. The setting up of the Model Prison is a living example of that. India was entering the new age of democratic government, which was fundamentally different from the autocratic administration of the foreign rulers. The spirit of democracy requires the substitution of the concept of 'leadership' for that of 'authoritarian supervision'. As a matter of fact, the current definition of supervision is that it is 'work leadership' and the supervisor is regarded as 'work leader'. In the words of Henry Reining, 'the days of the straw boss who shouted his orders and cracked his whip are over.'


like Miss Follet have tried to show that the concept of authority as belonging to a position is an illusion, and that the real source of authority is the ability and competence of the official supervisor, and the willing recognition of that ability and competence by the subordinates. The supervisor must depend on his prestige and influence with the workers to carry them with him rather than dictation.  

A basic principle of Public Administration is to have an inbuilt system of efficiency audit and evaluation of the progress made in any scheme or enterprise. The U.P. Government while sanctioning the scheme as an experimental measure also ordered that "A detailed report on the working of the scheme should be submitted to Government in January, 1950."  

1950-GOVERNMENT REPORT ON MODEL PRISON  

The Government reported that the Model Prison was being run on the lines of a self-sufficient colony where the inmates have perfect freedom to think and shape their lives. At the Reception Centre details of a Prisoner's case history, family relationships, social, psychological, economical and  

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23- Ibid : p. 575  
24- Home Department G.O.; op. cit. 21  
25- REPORT ON THE PRISON ADMINISTRATION OF THE Uttar Pradesh for the year 1950
educational background and police reports, etc. are collected. There is a panchayat elected by its inmates which attends to all matters requiring a judicial pronouncement and internal administration. Forced labour is not taken from inmates of the institution. They are paid wages for their work. The main sources of income are cottage industries like handloom, weaving, agriculture and dairy farming. During the brief period of the operation of the scheme in the FINANCIAL YEAR 1949-50 was:

i) Inmates Total Earnings were Rs.17,956

ii) They paid back cost of maintenance Rs.15,574

iii) Net Savings accrued to inmates Rs. 2,392

At the end of the 3rd year of the scheme in May, 1952 Col. G.R. Oberai, Inspector General of Prisons, Uttar Pradesh observed, "it is my great pleasure to be here with you on this memorable day of this institution with which I have been associated right from the very beginning, when the scheme was just being conceived and developed. The Jail Reforms Committee of 1946 first made mention of Model Prison on lines similar to the British pattern of segregating the best from the rest as 'star class' convicts. They recommended the construction of the Model Prison more or less on the same plan as a Central Prison, providing Radio, Cinema, and Canteen facilities and introduction of payment of wages. But our scheme in operation at this institution, is a great step ahead, as it has a positive philosophy of its own not found anywhere else." Col. Oberai elaborated further, "We are
the first to develop an elaborate system of payment of wages, by establishing a self-sufficient colony with an environment as similar to the outside world as possible, where the inmates have full freedom to think, work and live as they like. The introduction of the scheme was beset with difficulties of several kinds and magnitude. Repeatedly I and Dr. Raj had peshis, sometimes singly, sometimes jointly, to explain the various details of the stipulated scheme."27

STABILIZATION OF THE SCHEME

By the end of the third year, at the close of the financial year 1952-53, the Model Prison Scheme, in its various dimensions, had well crystalized and it was a perfectly valid, viable and stable correctional scheme. During 1952-53, a batch of 200 prisoners earned a sum of Rs.23,556-11-9.28

EXPERTS HALL MODEL PRISON

Dr. C.P.Tandon, then Inspector General of Prisons, U.P. commented in 1957,"Equally important have been our developments in other spheres of work, such as the extreme trust and self-sufficiency approach development at the Model Prison."29

27- Ibid
29- Tandon, Dr. C.P. : Quoted by Dr. Devakar in Resocialisation of Prisoners, Criterion Publications-New Delhi; 1989, Chap. IX
Dr. Indra J. Singh, Professor of Criminology wrote, "The MODEL PRISON LUCKNOW stands at the apex of penocorrectional institutions for adult offenders of U.P." He adds, "Since the inception of model prison, 15 superintendents have come to the prison and the first superintendent was a medical man, who initiated all the schemes and styaed for more than three years. What he did during his stay in the prison to manifest the recommendation of the Jail Reforms Committee, 1946, is still a landmark and standard for other superintendents to maintain. The programmes and policies of the prison have seen many vicissitudes during this period of thirty years, the changes may be accounted to the personality traits of the superintendents who came to preside over the affairs of the prison. Every worker of the prison frequently refers to the first superintendent in his talk and he is addressed "master mind" by them."

Dr. A.S. Sherry, Professor of Social Work, analysing the philosophy of work at Model Prison expressed his opinion that the Model Prison scheme basically attempted to undo the ill-results of shock, humiliation and degradation, to which a convict is exposed in the ordinary jail; and with his physical, psychological and financial recovery, he is given charge of himself and given opportunities to show his social

30- SINGH, Dr. INDRA J. : Indian Prisons - Concept Publication, New Delhi, 1974, p. 16

31- Ibid : pp. 43-44
usefulness and adjustment. The wounds of incarceration are allowed to heal without a scar or as small a scar as possible. 32

Dr. Devakar, Head of Training Division, National Institute of Social Defence lends his full support to the academic and theoretical formulations of the Model Prison Scheme and comments that on the yardstick of resocialisation of prisoners as a contributing member of the community, the results measure out faithfully. He holds that on sheer financial considerations the Model Prison, Lucknow scheme immediately recommends itself. 33

FISCAL RESULTS AND GROWTH RATE OF MODEL PRISON
REPORTED IN ANNUAL REPORTS ON PRISON ADMINISTRATION, U.P.

So far we have recorded the views and assessment of the scheme by reputed Criminologists, Sociologists and Correctional Officers. They have highly applauded the scheme. We now look at the FISCAL RESULTS, which is the terminal end for the Criminologists but the starting point for students of Public Administration.


33- DEVAKAR, Dr. : Resocialisation of Prisoners, Criterion Publications, 136, Raja Garden, New Delhi, 1989, Chap. IX
<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL EARNING Rs.</th>
<th>PAID BACK AS COST OF MAINTENANCE Rs.</th>
<th>NET SAVINGS ACCRUED TO PRISONERS Rs.</th>
<th>NUMBER OF PRISONERS</th>
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<td>1949-50</td>
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<td>15,574</td>
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<td>1961-62</td>
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</tr>
<tr>
<td>1962-63</td>
<td>...</td>
<td>...</td>
<td>12,892.27</td>
<td>175</td>
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'PUBLIC ADMINISTRATION' VIEWS MODEL PRISON SCHEME:

This is neither a thesis nor a deep study on Model Prison, which has been described here as a shining high star on the horizon of the Penological World, and particularly the Prison Administration in Uttar Pradesh. When our study concerns Administration of a System, it would be fatal to ignore dictates of the new and rapidly growing Science of Public Administration, because it is basically concerned with the entire problem of securing an efficient conduct of Public affairs, and that includes organised efforts for the improvement of 'Methods of Administration', at various levels of policy making and programme implementation, supervision, evaluation and growth. Our attempt here is to discuss the need and utility of evaluating a scheme, such as the Model Prison Scheme and its supervision at the level of the Superintendent Model Prison, the Head of the Department, the Inspector General of Prisons and even the chief point of power and control located in the State Government itself. We shall use the scanty available data about the working and achievements of the scheme at the Model Prison, Lucknow, only as an illustrative case to elaborate the Public Administration point of view. We regret our inability to present up-to-date and complete information.

Prior to presentation of the analysis of the data, we cannot resist the temptation to provide a short perspective to appreciate that fully. We are amazed to find a unique similarity in the historical development of philosophical and
practical new ventures in the two fields of Criminology and Public Administration, both in their form and time sequence. The term 'Public Administration' though coined earlier, came to be used freely by persons like George Washington, Alexander Hamilton and others, at the end of the eighteenth century. It was the time when the institution of jails was taking a shape in a new dimension. "The nineteenth century witnessed a struggle between the forces of authority and the claims of liberty. The reconciliation between the two kinds of forces led to a radical departure in the theory of state. It heralded the end of Police State and the emergence of welfare state."34 The feeling of indifference to problems of everyday living was replaced by a sense of urgent public relief in most public agencies."35 The State could not sit on the fence and isolate itself from the new streams of social thinking. "It took upon itself the growing burdens of social misery and set about ameliorating the lot of the underdog in society. Sections of society living at sub-human level were to be raised to human existence. They were to be enabled to live in conditions conducive to human happiness."36


36- Ibid: 19.
This was the new thinking towards the end of the eighteenth century, to which contributed philosopher and thinkers like Voltaire, Beccaria, Bentham and others. "A few philosophers isolated principles of enduring value; a few more of good will, under their inspiration, fought for improvement; but effective action was blanketed by administrative inadequacy and legal and political reaction." 37

The Public Administration techniques separate out the husk from the kernel, and highlight administrative achievements, as well as the administrative lapses, inefficiency, inadequacy and other shortcomings that hinder better results.

REPORT ON FISCAL ACHIEVEMENTS:

The fiscal achievements reported by the Government have been shown in the following Table No. IX, which have been advanced by Criminologists, Correctional Officers and the Government itself, to claim a high level of success of the Model Prison Scheme. Willoughby states, "that among the technical problems of public administration, none is more important than that of devising and operating a system of

accounting and reporting through which full and accurate information may be available regarding the financial condition and operations of governmental bodies. 38 He warns that without such information it is impossible for those directly in charge of governmental operations, or those responsible for the general conduct of public affairs, to exercise proper control for the legislature intelligently to formulate fiscal policies and meet its responsibilities of determining the grant of funds that shall be made to the several spending agencies; or for the general public effectively to discharge its function of holding both its legislative and executive representatives to rigid responsibility for the manners in which they discharge their duties. 39

1) The first reaction to the fiscal results presented, their contents and form, is that very meagre amount of information is made public, which is inadequate to form any exact idea about the success or shortcomings in the implementation of the scheme. It is candidly suggested that the system of accounting should be thoroughly scrutinised, in the light of Public Administration Principles, and then the proforma for making the achievements of the scheme public be

39- Ibid : p. 439
drafted and stuck to in reporting annual performance. The following observations would further clarify the point being made out.

2) One of the basic tenet of Model Prison Scheme laid down by the Government in its orders dated September 2, 1949 was that "That jail will be developed on the lines of a self-sufficient colony", but the Government has nowhere published information or claimed that the 'Model Prison Lucknow as such' has become self-sufficient, which in plain financial terms would mean that the jail was annually able to earn more than the expenditure incurred on its count. Whatever the record kept in this respect at the Model Prison itself, or by the Head of the Department or at the Government level, has nowhere been made public, and it seems reasonable to infer that that was not the intention of the Government.

3) By implication, the concept of the 'Self-sufficiency scheme' seems to have covered those prisoners who were admitted to the 'payment of wages schemes'. In that context, the Government has reported the number of prisoners who were self-sufficient during the year and the amount of savings or net profit that accrued to those prisoners. The following Table shows the figures released in this context.
TABLE NO. – X

PRISONER'S SAVINGS

<table>
<thead>
<tr>
<th>YEAR</th>
<th>Number of Prisoners</th>
<th>SAVINGS-Per HEAD Per YEAR (Rs.)</th>
</tr>
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<tbody>
<tr>
<td>1953</td>
<td>200</td>
<td>117.78</td>
</tr>
<tr>
<td>1954</td>
<td>128</td>
<td>63.62</td>
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<td>1955</td>
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<tr>
<td>1963</td>
<td>175</td>
<td>73.67</td>
</tr>
</tbody>
</table>

During the 12 years record of savings presented above, there is not one year when the average saving amounted to even one rupee a day. The amount of saving per prisoner, per day, is only a fraction of what he paid back to the Government as the cost of his maintenance. If the prisoner was out of the jail and on a similar standard of earning, he could not support even his wife, let alone if he had some other dependent member of the family. Thus, looking from the economic point of view, prisoners in the above earning scheme could not be justifiably classified as being self-sufficient if the prisoner was in the focus. The so alleged self-
sufficiency of the prisoner is merely his capacity to pay back the cost of his maintenance to the government, which therefore meant that the Government was self-sufficient, meaning thereby that the Government was taxed for maintenance of these prisoners. But self-sufficiency of the Government was nowhere the aim of the scheme. Consequently, how the scheme is declared to be successful, needs to be justified.

4) There are very wide variations in the amount of savings from one year to another. The amount of average saving, in the period under report, per head per year varies from Rs. 51.15 to Rs.349/- and both these figures widely deviate from the mean figure of Rs.127.37. Among other things this certainly points to the great uncertainty and instability of the earning projects. Today, when the market is growing fast and presents stable and reliable state of affairs, that picture in the reverse in the sphere of Model Prison should be a matter of both concern and thorough enquiry.

5) Model Prison is a public enterprise, only in terms of the entire institution as an integral part of the State Prison System. But the scheme 'payment of wages introduced as a very special scheme for the correctional rehabilitation of the prisoners, is undoubtedly based on commercial principles, or what is also termed the private administration. The most imminent feature of private administration or a commercial
system is that it is basically and directly a 'profit motivated and oriented system'. The scheme for the payment of wages at the Model Prison, Lucknow, has both these fundamental features. It is motive oriented in as much as it motivates a prisoner to do his very best at work and prove his merit and success on the scale of his 'earning capability', which is the ladder for his rise or fall. It is profit oriented, for the simple reason that the Government financial requirement is that a prisoner pays back his full cost of maintenance, to the Government - an essential contractual bond for admission to the scheme - and the prisoner, like any other normal human being is profit oriented to derive the maximum personal benefits. Therefore accounting procedures, as well as records must present the entire commercial picture. The importance of the suggestion is established by the erratic jumps and falls in the savings reported above. For instance, the individual saving per prisoner per year, which was Rs.51.15 in 1955 abnormally jumps to Rs.349/- in 1956, which thereafter falls to Rs.275.43 in 1957, with another fall in 1958 to Rs.110.28. Such wide ups and downs are hably frowned upon in private enterprise for they spell lack of proper organisation, supervision and control. In the interests of the scheme, its stability, progress and future growth, these cannot be ignored and must be explained to public satisfaction.
6) We suggest that the various projects of employments should be graded on the scale of their yield of income, and thereafter the accounts, projectwise should be presented to show, for instance:

   a) Name of Employment Project.
   b) Period of i) Employment  
       ii) Accounting.
   c) Total amount invested.
   d) Total amount earned.
   e) Amount paid back as cost of maintenance.
   f) Any deductions or contributions to funds (Mandatory or Voluntary).
   g) Net Savings remitted to prisoner's A/c.
   h) Average rate of earning per prisoner per day.
   i) General Daily Wage - rate for unskilled labour in the area of employment.

7) We find that the maximum number admitted to the scheme were 200 in the year 1952-53, i.e. at the close of the initial 3rd year of the scheme. Thereafter the numbers admitted to the scheme have shown falls after falls, and though some recovery was also made but the recovery level never touched the 200 level at the end of the 3rd year of the scheme. This raises a number of valid questions. Is the scheme meant for only 200 prisoners only? How has that upper limit of 200 been fixed and what is the rationale for it? Has there been any enquiry on this point, and if so, what have been the findings?
any Plan been chalked out to raise this level of Employment beyond 200, and if so why is that kept a closely guarded secret?

8) A vertical examination of the number of prisoners admitted to the earning scheme shows a very wide fluctuation, which has serious forebodings for any enterprise that seeks to stay in the field. The number employed at the end of the 3rd year in 1952 is reported to be 200, which slumped down to a mere 62 in the seventh year, and continued to be lower than 200. Was any enquiry set up to examine the issue to prevent it? If so with what results, and if not, why not set up one now.

9) In the interests of the FULL GROWTH of the Model Prison Scheme we would draw the attention of its Organisers, Supervisors and Well-wishers to the Principles of Public Administration by W.F. WILLOUGHBY Director, Institute for Government Research, who devotes a full chapter on "Some Tools of General Administration". He holds in respect of these tools that their "adoption and use of which will contribute so greatly to efficiency in operation that it is thought desirable to give to them at least cursory attention."40

40- Ibid: p. 144
10) We would like to make a special mention that such institutions as the Model Prison should publish its Annual Performance Report. Publicity is an important part of public relations, the object of which is to disseminate a knowledge of facts, while the object of propaganda is to influence conduct. We would like to quote an authority on Public Administration, who discussing 'Publicity' and 'Propaganda' writes, "but governmental propaganda is not always illegitimate. Internally, it is quite legitimate where the advice based on scientific research and protective techniques is given to the people, e.g. in matters of agriculture, health, education, trade and commerce etc. There is no false information or party purpose involved here. Indeed the technical researches sponsored by the Government in the various spheres would be fruitless unless their results were communicated to the people and commended to them where useful." 41

11) An Annual Report presents a horizontal description, spread over a year. Institutions like the Model Prison, Lucknow, that have a long standing value and shall grow and progress in future, must have a PERIODICAL LONGITUDINAL EVALUATION, preferably at 5 year intervals, which are very useful in establishing the reliability and validity of the progress made and

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41- SHARMA, M.P. : op.cit. pp.703-4
bring out the weak points in implementation, supervision or control that need be mended, and also bring out the assets that need to be developed more energetically.

12) Public Administration lays emphasis on the establishment of 'ADVISORY COUNCILS' consisting of officials and non-officials to advise, review and help the institution to grow better and to help in providing help to the inmates to remedy their ills and secure external aid in their interests.

13) The All India Committee on Jail Reforms, 1980-83 emphasised that there is an immense scope for work by voluntary agencies, and non-officials in helping the jail institution to develop more public contacts and also benefit from the advice of public workers.\(^{42}\)

14) The researcher came across a number of retired prison officers who are still active in the Correctional Studies and have a desire to render some help or service to their parent prison department. Since they are mature and experienced ex-prison officers, their services can be well utilised as members on the proposed Advisory Councils, and also as visitors to jail.

\(^{42}\) All India Committee on Jail Reforms, 1980-83: Report of Ministry of Home Affairs, Government of India.
Last but not the least, Model Prison has been recorded as the first Open Jail in India\(^43\) and the Government has advanced it as a place where the inmates are given the utmost Trust, Freedom of movement and responsibilities, it is suggested that the Annual Report should give at least the number of those inmates who earn that highest trust.

In a word, Model Prison is a prized institution, not only of the State of Uttar Pradesh, but the mother land - Bharat. These suggestions and observations are made most sincerely to advance the progress, growth and success of Model Prison.

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