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'Mid Term Evaluation of the Scheme on Modernisation of Prisons' in Assam

2009-Delhi-0056

Ministry of Home Affairs, Government of India

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1 Introduction

According to the constitution of India, prisons are a subject of the State governments. Most of the prisons are old and some of them were built during the British rule. Government of India has taken an initiative to modernize prisons in India by providing adequate infrastructure, basic amenities and improving other facilities. 'Modernisation of Prisons Scheme' was implemented between the period 2002-03 and 2006-07. This scheme was extended till 31 March 2009 by the Central government to complete the pending works under Phase I. Ernst & Young was appointed as consultant by the Ministry of Home Affairs, Government of India, to evaluate the implementation of this scheme by various State governments.

The scheme consists of four components:

- Construction of new jails
- Expansion and renovation of existing jails
- Construction of staff quarters
- Sanitation and water supply.

2 Prisons visited

As part of the assessment Ministry of Home Affairs (MHA), GoI identified nine pilot states and the consultant team visited Assam on the suggestion from the MHA to study the implementation of the scheme for allocations done in Phase I.

In Assam, the team visited the following prisons;

1. Central Prison, Nagaon
2. Special Prison, Nagaon
3. District Prison, Morigaon

The prisons were identified in discussion with the officials from the State namely IG Prisons based on the utilization of funds and works implemented under the four components of the scheme.

Following is the list of officials met during the visit.

S. No	Name of the Official & Designation	Date
1	Mrs. R Kalita, IG Prisons, Assam	18 th May 2009
2	Mr. R K Nath, DIG Prisons, Assam	18 th May 2009
3	Mr. Arun Kumar Bharali, Chief Engineer, APHC	18 th May 2009
4	Mr. Dilip Saikia, Superintendent, Central Prison, Nagaon	19 th May 2009
5	Mr. Bikas Bijay Das, Superintendent, Special Prison, Nagaon	19 th May 2009
6	Mr. Nityananda Borah, JE, PWD	19 th May 2009
7	Mr. Sourav Kumar Borah, AE, PHED, Nagaon Division	19 th May 2009
8	Mr. Safiqur Rehman, Superintendent, District Prison, Morigaon	20 th May 2009
9	S K Sharma, AEE, PWD	20 th May 2009
10	N J Hazarika, AE, PHED	20 th May 2009

2.1 Central Prison, Nagaon

Capacity of the prison	346 (M) + 7 (F) = 353
Capacity for women prisoners	7
Present strength of prisoners	456 (M) + 18 (F) = 474 (as on 19 th May 2009)
Strength of women prisoners	18

Prisoners as on 19 th May 2009	M	F	T
ULA (P) Act	1	-	1
Remands	296	10	306
Sessions	54	1	55
Simple Imprisonment	1	-	1
Rigorous Imprisonment	103	7	110
Children of Prisoners	1	-	1
Total	456	18	474

Lock-up details:

Prisoners	As on 31-3-09			As on 31-3-08			As on 31-3-07			As on 31-3-06			As on 31-3-05			As on 31-3-04		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
NSA	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-
ULA (P) Act	1	-	1	1	-	1	1	-	1	-	-	-	1	-	1	-	-	-
Remands	322	12	334	228	-	228	203	7	210	384	13	397	215	6	221	172	1	173
Sessions	48	1	49	79	-	79	68	-	68	51	1	52	34	-	34	33	3	36
Simple Imprisonment	-	-	-	1	-	1	4	1	5	1	-	1	2	-	2	-	-	-
Rigorous Imprisonment	107	7	114	134	-	134	145	2	147	166	2	168	142	2	144	129	2	131
Children of Prisoners	1	-	1	-	-	-	1	-	1	4	2	6	1	-	1	-	-	-
Total	479	20	499	443	-	443	422	10	432	606	19	625	396	8	404	334	6	340

Working staff to
sanctioned staff ratio 42/42

Staff to inmate ratio 1:11

Women prison personnel 4

Staff position as on 19-05-2009:

S. No	Staff category	Sanctioned strength	Working strength	Vacant
1	Superintendent	1	1	-
2	Jailor	1	1	-
3	Medical & Health Officer-I	1	-	1
4	Assistant Jailor	5	5	-
5	Head Warder (Male)	3	3	-
6	Head Warder (Female)	1	1	-
7	Pharmacist	1	1	-
8	Warder (Male)	24	25	-
9	Warder (Female)	3	3	-
10	Teacher	1	1	-
11	Driver	1	1	-
	Total	42	42	1

S. No	Key Performance Indicators	Standards as per Model Prison Manual, BPRD	Presently
1	Space	3.71 sq.m/prisoner (Sleeping barracks)	NA
		8.92 sq.m/prisoner (Cells)	NA
		5.58 sq.m/prisoner (Hospitals)	NA
2	Toilets (Male)	1:6 (Day)	1:19
		1:10 (Night)	1:38
3	Toilets (Female)	1:6 (Day)	1:4
		1:10 (Night)	1:9
4	Bathrooms (Male)	1:10	Open platforms
5	Bathrooms (Female)	1:10	1:9
6	Water Supply	135 litres/prisoner	115 litres/prisoner
7	Hospital (No of beds)	5% i.e. up to 18 beds	10
8	Doctor to inmate ratio		1:474

Observations and information gathered in discussion with the Prison officials during the prison visit:

- Implementation of the scheme was between 2005-06 and 2006-07 by PWD and 2009-10 by PHED
- Kitchen inside the prison is old and need to be replaced with a modern one.
- Prison has open sewerage system. It was informed that the water get stagnant during the rainy season as the prison ground is uneven.
- Some of the toilets constructed under this scheme were found to be blocked and not well maintained.
- Health problems of prisoners include acid-peptic disorders, skin diseases, diarrhea, dysentery, respiratory diseases, malaria, diabetes, psychiatric, dental, etc. Shortage of medicines.
- A large amount of space is currently not being utilized. This space may be utilized for growing vegetables for inhouse consumption.
- Enclosure for women is small and congested.
- Assam-type construction has been adopted for staff quarters.
- Present, correctional measures include weaving, tailoring, basket making, electrification, basic literacy

campaign, religious discourses, etc. The prison has a sale counter to market its products like baskets, vegetables, etc.

- External guarding is maintained by Armed Guards of Assam Police.

2.1.1.1 Works undertaken in the prison with this scheme

Construction of dispensary in women enclosure (RCC Type), renovation and reconstruction of Kitchen including provision of LPG line and crèche for children at female ward, renovation of Superintendent quarter – 1 No, extension of medical building, construction of latrines - 18 Nos (including septic tank for 100 users), extension of male security annex (Assam type), extension of administration building, reconstruction of type VIII quarters – 4 Nos. and repairs to sanitary latrines and ward barracks – 2 Nos.

Total Cost Rs 34,00,000

Plinth Area

Dispensary	23.35 sq.m	= 251.34 SFT
Renovation of Superintendent quarter	97.42 sq.m	= 1048.62 SFT
Extension of medical building	37.20 sq.m	= 400.42 SFT
Male security annex	27.08 sq.m	= 291.49 SFT
Administrative office building	72.92 sq.m	= 784.90 SFT
Staff quarters type VIII (3 Nos.)	37.18 sq.mX3	= 1200.61 SFT

Observations on the construction:

- RCC type construction was used only for dispensary in women enclosure. For rest of the construction work, Assam type was used with wooden trusses and purlins.
- Roofing material used was tin and CI sheets with AC sheets for false ceiling.
- Flooring provided was plain cement concrete with brick soling.
- Tiles were not provided inside the toilets. Also taps and flush system were not provided.
- Size of RCC posts was 5'X5' and for walls brickwork of 5' thickness with plastering and colour wash was used.

Construction of staff quarters type V – 1 No and type VI – 2 Nos, type VII – 2 Nos, type VIII – 6 Nos

Total Cost Rs 40,00,000

Plinth Area

Quarter V (1 No)	97.42 sq.m	= 1048.62 SFT
Quarter VI (2 Nos.)	70.03 sq.m X 2	= 1507.59 SFT
Quarter VII (2 Nos.)	55.58 sq.m X 2	= 1196.52 SFT
Quarter VIII (6 Nos.)	37.18 sq.m X 6	= 2401.21 SFT
Total Plinth Area	571.72 sq.m	= 6153.94 SFT

Cost of construction Rs 650/SFT

Observations on the construction:

- Assam type of construction was used with wooden trusses and purlins. Size of RCC posts was 5'X5'.
- Roofing material used was tin and CI sheets with AC sheets for false ceiling.
- Flooring provided was plain cement concrete with brick soling.
- Tiles were not provided inside the kitchen and toilets.
- For walls, brickwork of 5' thickness with plastering and colour wash was adopted.

Combined water supply system for Central Prison & Special Prison, Nagaon

Total Cost Rs 30,50,000

Work is under progress and likely to be completed in another two months time. This is a combined treatment plant for the Central Prison and Special Prison at Nagaon. 60-65% work is already completed and equipment required for making it operational is already procured. Capacity of the under ground reservoir is about 80,000 litres.

2.1.2 The following additional requirements in the prison came up in discussion with the Prison officials

- Two additional barracks of capacity 50 each
- Reconstruction of hospital (with lab facility and equipment) and administrative building
- Concealed drainage and sewerage system
- Combined waste water treatment plant for Central and Special Prisons at Nagaon
- Boundary wall and renovation of existing watch towers
- 22 additional staff quarters for Jailor, Medical Officer, Assistant Jailors, Head Warder, Warder and Pharmacist.
- Compound wall for staff quarters
- Training to staff and vocational training to prisoners,
- Vehicle

2.2 Special Prison, Nagaon

Capacity of the prison 360 (Males) + 12 (Females) = 372

Present strength of prisoners 192 (Males) + 5 (Females) = 197

Prisoners as on 19 th May 2009	M	F	T
NSA Detainee	1	-	-
ULA (P) Act	11	-	11
Remands	93	3	96
Sessions	13	-	13
Simple Imprisonment	-	-	-
Rigorous Imprisonment	71	2	73
Condemn Prisoners	2	-	2
NDPS Act	1	-	1
Total	192	5	197

Lock-up details:

Date	Population		Total Population
	Male	Female	
31/3/2003	408	3	411
31/3/2004	472	16	488
31/3/2005	447	12	459
31/3/2006	432	7	439
31/3/2007	284	8	292
31/3/2008	239	16	255
31/3/2009	231	7	238

Staff to inmate ratio

1: 5

Staff position as on 19-05-2009:

S. No	Staff category	Working strength
1	Superintendent	1
2	Medical & Health Officer	1

S. No	Staff category	Working strength
3	Jailor	1
4	Assistant Jailor	2
5	Pharmacist	1
6	Lab Technician	1
7	Nurse	1
8	Head Warder	3
9	Male Warder	25
10	Female Warder	3
11	Driver	1
12	Sweeper	1
	Total	41

S. No	Key Performance Indicators	Standards as per Model Prison Manual, BPRD	Presently
1	Space	3.71 sq.m/prisoner (Sleeping barracks)	NA
		8.92 sq.m/prisoner (Cells)	NA
		5.58 sq.m/prisoner (Hospitals)	NA
2	Latrines (Male)	1:6 (Day)	1:7
		1:10 (Night)	1:16
3	Latrines (Female)	1:6 (Day)	1:1
		1:10 (Night)	1:2
4	Toilets/Bathrooms (Male)	1:10	1:24
5	Toilets/Bathrooms (Female)	1:10	1:2
6	Water Supply	135 litres/prisoner	115 litres/prisoner
7	Hospital (No of beds)	5% i.e. up to 18 beds	6
8	Doctor to inmate ratio		1:197

Observations and information gathered in discussion with the Prison officials during the prison visit:

- Special prison was intended to house prisoners charged under the National Security Act, however, very few prisoners out of the total number of prisoners are under the NSA.
- Some of the day toilets were clogged and were not being properly maintained.
- Existing barracks are very old and are of Assam type. They need improvements.
- Health problems include diarrhea, skin and dental diseases.

2.2.1 Works undertaken in the prison with this scheme

Reconstruction of bachelor warder kitchen barrack (work is under progress), construction of kitchen building (work is under progress), construction of ration godown, renovation/reconstruction of administrative building (work is under progress) and security annexe (work is under progress), construction of day latrine (8 Nos.), extension of old Superintendent quarter, construction of medical officer quarter and extension of a room for crèche facility at women enclosure (work is under progress)

Total Cost Rs 26,00,000

Plinth Area

Bachelor Warder Kitchen Barrack	37.50 sq.m = 403.65 SFT
Kitchen	66.00 sq.m = 710.42 SFT
Ration Godown	55.80 sq.m = 600.63 SFT
Administrative Building	19.84 sq.m = 213.56 SFT
Security Annexe	63.22 sq.m = 680.49 SFT
Day Latrines (8 Nos.)	14.40 sq.m = 155.00 SFT
Extension of Old Superintendent Qtr	33.84 sq.m = 364.25 SFT
Medical Officer Quarter V (1 No)	97.42 sq.m = 1048.62 SFT
Extension of a room for crèche	39.18 sq.m = 421.73 SFT
Total Plinth Area	427.20 sq.m = 4598.34 SFT

Cost of construction Rs 565/SFT (including sales tax and contingency charges)

Construction of staff quarters of type V (one), VI (two), VII (two) and VIII (six)

Total Cost Rs. 40,00,000

Plinth Area

Quarter V (1 No)	97.42 sq.m = 1048.62 SFT
Quarter VI (2 Nos.)	70.03 sq.m X 2 = 1507.59 SFT
Quarter VII (2 Nos.)	55.58 sq.m X 2 = 1196.52 SFT
Quarter VIII (6 Nos.)	37.18 sq.m X 6 = 2401.21 SFT
Total Plinth Area	571.72 sq.m = 6153.94 SFT

Cost of construction Rs 650/SFT (including sales tax and contingency charges)

Observations on the construction:

- Assam type construction was used.
- Wooden trusses and purlins were used for roof covered with tin and CI sheets. AC sheets were for providing false ceiling.
- Plain cement concrete along with brick soling was used for flooring.
- Kitchen and toilets were not provided tiles.
- Size of RCC posts was 5'X5' and for walls brickwork of 5' thickness with plastering and colour wash was used.

Combined water supply system for Central Prison & Special Prison, Nagaon

Total Cost Rs 30,50,000

Work is under progress and likely to be completed in another two months time. This is a combined treatment plant for the Central Prison and Special Prison at Nagaon. 60-65% work is already completed and equipment required for making it operational is already procured. Capacity of the under ground reservoir is about 80,000 litres.

2.2.2 The following additional requirements in the prison came up in discussion with the Prison officials

- Repairs are needed to existing barracks and toilets.
- At least one additional barrack and additional toilets.
- Live wire fencing and compound wall for the prison.
- Communication equipment such as walky-talkies, etc.
- X-ray, lab equipment, radiograph, medical supplies and furniture to the hospital.
- Special ward for women in the hospital
- Two type VI quarters for pharmacist and lab technician and 12 type VIII quarters for warders
- Compound wall and garage to the staff quarters

2.3 District Prison, Morigaon

District prison Morigaon was built in 1990 with a capacity of 52 prisoners. Additional barrack with a capacity of 80 prisoners was added in 2002 with the funds of the Deputy Commissioner.

Capacity of the prison 120 (M) + 12 (F) = 132

Present strength of prisoners 204 (M) + 4 (F) = 204

Existing No. of barracks 4 (M) + 2 (F)

Existing No. of cells 1 (M) + 1 (F)

Lock-up details:

Prisoners	As on 20-5-09			As on 31-3-08			As on 31-3-07			As on 31-3-06			As on 31-3-05		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
NSA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
ULA (P) Act	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-
Remands	69	3	72	87	4	91	80	6	86	138	7	145	-	-	-
Sessions	14	-	14	30	-	30	32	1	33	24	1	25	-	-	-
Simple Imprisonment	-	-	-	1	-	1	6	-	6	4	-	4	-	-	-
Rigorous Imprisonment	121	1	122	113	1	114	111	1	112	87	-	87	47	-	47
Civil Prisoner	-	-	-	-	-	-	-	-	-	5	-	5	-	-	-
Children of Prisoners	-	-	-	-	-	-	2	1	3	-	1	1	-	-	-
Total	204	4	208	231	5	236	231	9	240	259	9	268	47	-	47

Working staff to

sanctioned staff ratio 24:26

Staff to inmate ratio

1:9

Staff position:

S. No	Staff category	Sanctioned strength	Present strength
1	Superintendent	1	1
2	Medical & Health Officer	1	1 (On deputation)
3	Pharmacist	1	1
4	Jailor	1	1
5	Assistant Jailor	2	2
6	Head Warder	2	2
7	Warder	15	13
8	Female Warder	3	3

It was informed that the sanctioned staff strength was for an inmate capacity of 52 prisoners only (as per the sub-jail requirements in 1990). Since the capacity is being increased by adding four barracks, the additional staff required will be two head warders (one male and one female) and 25 male warders as conveyed to the IG Prisons, Assam.

S. No	Key Performance Indicators	Standards as per Model Prison Manual, BPRD	Presently	After completion of new enclosures
1	Space	3.71 sq.m/prisoner (Sleeping barracks)	NA	NA
		8.92 sq.m/prisoner (Cells)	NA	NA
		5.58 sq.m/prisoner (Hospitals)	NA	NA
2	Latrines (Male)	1:6 (Day)	1:17	1:4
		1:10 (Night)	1:25	1:11
3	Latrines (Female)	1:6 (Day)	1:1	1:1
		1:10 (Night)	1:2	1:2
4	Toilets/Bathrooms (Male)	1:10	1:51	1:14
5	Toilets/Bathrooms (Female)	1:10	1:2	1:2
6	Water Supply	135 litres/prisoner	115 litres/prisoner	135 litres/prisoner
7	Hospital (No of beds)	5% i.e. up to 10 beds	NA	10
8	Doctor to inmate ratio		Visiting Doctor on alternate days	Visiting Doctor on alternate days

Observations and information gathered in discussion with the Prison officials during the prison visit:

- The prison is located 6km away from the town and 9km away from the civil hospital. There is no public transport available.
- Prison is overcrowded up to 158%. Four additional barracks constructed under this scheme were not yet

operational; we were informed that approximately 80 percent of the work is complete and these four barracks are likely to be operational in a year. The delay is due to incompleteness of a section (about 9.5 metres length) of the security wall enclosing these barracks.

- Health problems include gastroenteritis, skin diseases, diarrhea, psychiatric problems, etc. Also include dental, diabetic & heart related problems in old prisoners,
- Existing kitchen is in a poor condition and needs to be upgraded.
- Open sewerage and drainage network.

2.3.1 Works undertaken in the prison with this scheme

Construction of enclosure wall, construction of four Nos. of Assam type 'A' barracks for 120 prisoners, construction of day latrines 25 Nos. and urinals 10 Nos., construction of 10 bed hospital with dispensing room (work in progress), construction of dining shed, work shed and security watch tower, campus lighting with transformer

Total Cost Rs 135.00 Lakhs

Plinth Area

Four Barracks (191.36 sq.m each)	8239.13 SFT
Latrines 25 Nos. (54 sq.m)	581.25 SFT
Urinals 10 Nos. (21.6 sq.m)	232.50 SFT
Hospital (100.65 sq.m)	1083.39 SFT
Dinning Shed (120 sq.m)	1291.67 SFT
Work Shed (44 sq.m)	473.61 SFT
Total Plinth Area	11901.55 SFT

Cost of construction Rs 600/SFT approximately. (including taxes and contingency charges)

Observations on the construction:

- Height of perimeter wall is 5.4m high i.e., 18 feet. It was constructed with brick masonry.
- Assam type construction was used. Wooden trusses and purlins were used for roof covered with tin and CI sheets. AC sheets were for providing false ceiling.
- 1.8m wide verandah was provided in the four barracks constructed.
- Plain cement concrete along with brick soling was used for flooring.
- Kitchen and toilets were not provided tiles.

Construction of 12 staff quarters of type V – two Nos., VI – two Nos., VII – two Nos. and VIII – six Nos.

Total Cost Rs 46.72 Lakhs

Plinth Area

Quarter V (2 No)	97.42 sq.m X 2 = 2097.24 SFT
Quarter VI (2 Nos.)	70.03 sq.m X 2 = 1507.59 SFT
Quarter VII (2 Nos.)	55.58 sq.m X 2 = 1196.52 SFT
Quarter VIII (6 Nos.)	37.18 sq.m X 6 = 2401.21 SFT
Total Plinth Area	669.14 sq.m = 7202.56 SFT

Cost of construction Rs 650/SFT (including sales tax and contingency charges)

Construction of five staff quarters of type V – one No., VI – one No., VII – one No. and VIII – two Nos. (Work is yet to be undertaken)

Total Cost Rs 31.20 Lakhs

Plinth Area

Quarter V (1 No)	97.42 sq.m = 1048.62 SFT
Quarter VI (1 Nos.)	70.03 sq.m = 753.80 SFT
Quarter VII (1 Nos.)	55.58 sq.m = 598.26 SFT
Quarter VIII (2 Nos.)	37.18 sq.m X 2 = 800.40 SFT
Total Plinth Area	297.39 sq.m = 3201.08 SFT

Cost of construction Rs 975/SFT (including sales tax and contingency charges)

It was informed that this estimate was framed as per the letter of IG Prisons dated 25th June 2007. Four Nos. of type VIII staff quarters were excluded in this estimate submitted to IG Prisons. APWD (B) schedule of rate of civil works for 2004-05 was followed. An amount of 4% VAT, 1% contingency and 20% premium has been incorporated in this estimate.

Water supply scheme

Total Cost Rs 10.50 Lakhs (including tax, contingency charges, pumping equipment, etc)

Capacity of one overhead MS tank 10,000 Litres

Capacity of one underground RCC
clear water sump cum storage tank 30,000 Litres

2.3.2 The following additional requirements in the prison came up in discussion with the Prison officials

- Water supply provision for extended portion i.e., for the additional four barracks
- Modern kitchen with centralized LPG, store, library, etc
- Pavement along the perimeter wall for patrolling

- Visitors shed and toilets
- Approach road, entrance gate, sentry post, boundary wall, lighting, generator, vehicle, etc
- Compound wall for staff quarters

3 Utilization of funds

Utilization of funds is up to 89.33%. Table below shows the funds utilization up to 31-03-2009. Utilization certificate for the last quarter of 2008 has been submitted and is due for first quarter of 2009.

Funds sanctioned, released and utilization up to 31-03-2009

Outlay: In crores.

Central Share (75%)	State Share (25%)	Total (100%)
29.37	97.92	39.17

Fund released as follows: In crores.

	Central Share (75%)	State Share (25%)	Total (100%)
Annual Action Plan (2002-2003)	5.87	1.95	7.83
Annual Action Plan (2003-04)	5.87	1.95	7.83
Integrated Action Plan (2004-07)	17.63	5.87	23.51
Total	29.37	9.79	39.17

Fund utilized: In crores.

	Central Share (75%)	State Share (25%)	Total (100%)
Annual Action Plan (2002-2003)	5.87	1.95	7.83 (100%)
Annual Action Plan (2003-04)	5.87	1.95	7.83 (100%)
Integrated Action Plan (2004-07)	14.49	4.83	19.33 (82.22%)
Total	26.24	8.74	34.99 (89.33%)

Construction of Central Prison Guwahati has been delayed due to presence of a hill with in the site. Due to court restriction on mining, blasting and quarrying activities, the work was taken up after obtaining the court's permission. The above activities were allowed by the court on such condition that these activities were to be on a limited scale.

Also, the construction of new Central Prison at Guwahati with original annual allocation was issued for Rs 14,36,44,591 and subsequently revised annual allocation has been issued for Rs 19,54,74,240 which is Rs 4,22,74,240

in excess of the earmarked allocation of Rs 15,32,00,000. It was understood that this excess amount of Rs 4,22,74,240 will be borne by the State government to complete all components of the works.

Statement showing unspent balance: In crores.

Name of work	Allocation earmarked	Amount	Expenditure up to March 2009	Unspent balance allocation
Construction of new prisons	20.32	19.36	19.32	0.99
Expansion and renovation of existing prisons	6.11	5.70	5.65	0.45
Construction of staff quarters	11.70	10.16	9.81	1.89
Water supply	1.03	0.98	0.21	0.82
Total	39.16	36.21	34.99	4.17

4 Summary

Modernisation of Prisons scheme in Assam was monitored by IG prisons and DIG Prisons. Public Works Department (PWD), Assam Police Housing Corporation Limited (APHC) and the Public Health Engineering Department (PHED) are the implementing agencies for the same.

Fund flow during the implementation of the scheme was from the Centre to the State exchequer, State exchequer along with the State share to IG Prisons as against the specific works and from IG Prisons to the implementing agency. Time taken for the fund flow is about six months from the date of release of the budget order from the State government to the implementing agency. This time lag has been attributed to delays in release of funds from the state exchequer.

Challenges faced by the prisons even with improved facilities brought in by this scheme include:

- Assam type construction whose serviceability is less when compared with RCC
- Shortage of staff across the state
- Lack of support infrastructure, furniture, etc in the prisons
- Shortage of proper medical facilities and medicines

4.1 Current Scenario of Prisons

There are about 29 prisons in Assam. Six central prisons, 20 district prisons, one special prison, one open prison and one sub-jail. Total number of prisoners is 9460 with 9131 males and 329 females. Overcrowding is 38% on an average at the State level. It is 25% for central prisons, 64% for district prisons and 31% for sub-jails. No overcrowding was observed at special prison and open jail. It has been noticed that overcrowding is more in district and sub-jails in Assam.

4.1.1 Shortage of staff

Staff shortage was found out to be one of the concerns for smooth functioning of prisons. The District Prison at Morigaon has staff sanctioned on basis of its earlier authorized capacity when it was a Sub jail. Staff requirement need to be reassessed on the basis of expanded capacity and current shortage for the existing prisons. For the new prisons, staff has been sanctioned and recruited. Training to the recruited staff is under progress.

Custodial staff to inmate ratio	: 9.99% (945:9460)
Correctional staff to inmate ratio	: 0.43% (41:9460)
Working strength to sanctioned strength	: 91.29% (1080:1183)

4.2 Implementation of the scheme

Implementation of this scheme has been mainly through PWD. Construction of New Central Prison at Guwahati has been entrusted to Assam Police Housing Corporation. For water supply and sanitation works Public Health Engineering Department is the nodal agency. Contractors were selected at the State level through open tenders by the implementing agencies. If required, negotiations were carried out as per the prescribed procedure on the basis of scheduled rates vis-à-vis tendered rates.

4.2.1 Security arrangements during the implementation of works

Security arrangements during implementation of the scheme included deployment of extra guards and extra vigil during the working hours. Other measures include issuance of photo identity cards, tags and stamping of workers.

Construction equipment is thoroughly checked before allowing in and out of the prison.

4.2.2 Maintenance of the assets created

Maintenance of the assets created under this scheme is through the grants of the state government. PWD is the implementing agency for repair works. Prison Department deputed PWD for repair works on priority basis. Any minor repairs would be taken up by the Prison Superintendent with the approval of the IG Prisons.

4.3 Budgeting and tracking of expenditure

Budgeting and tracking of funds along with the expenditure incurred for works was monitored by the accounts section in office of the IG Prisons. Also, it was checked by the Govt. auditors through routine office procedures.

4.4 Quality Control

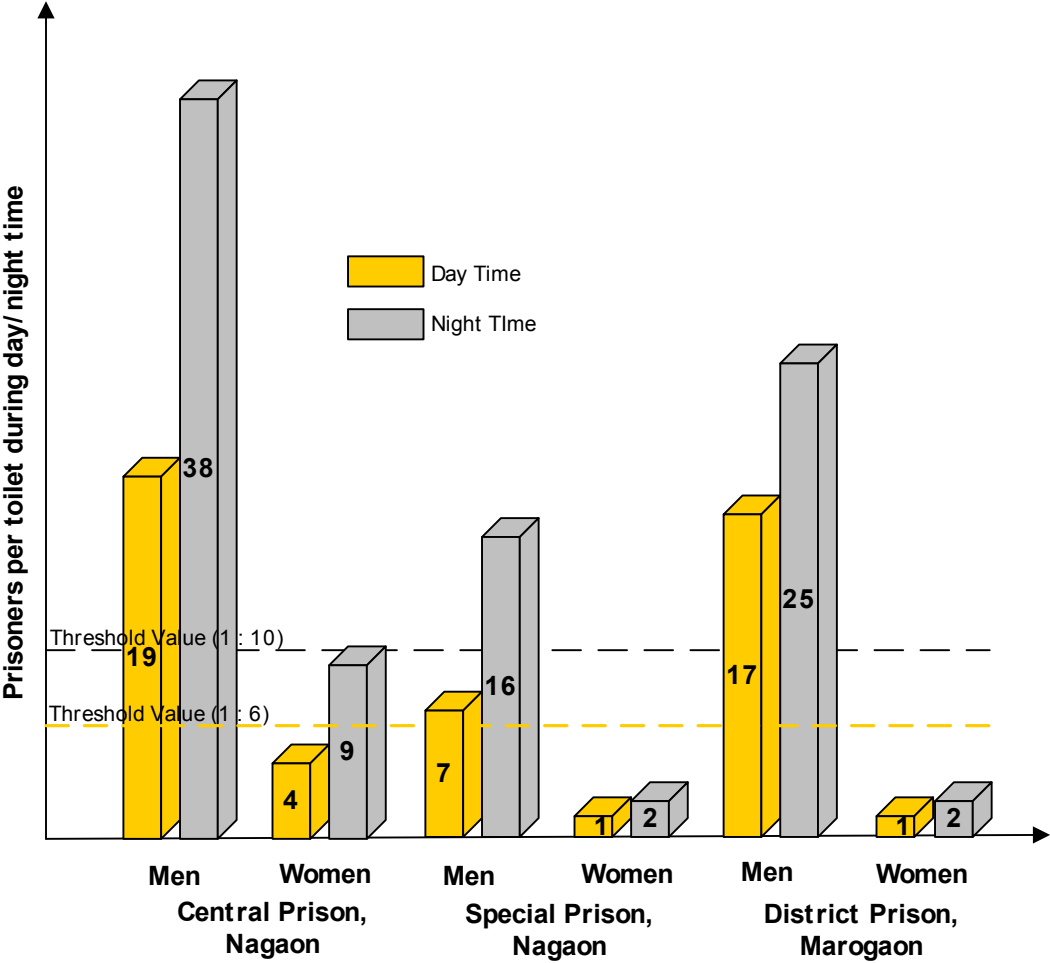
Quality of construction was monitored at different stages by the implementing agencies, which include Public Works Department (PWD), Assam Police Housing Corporation and Public Health Engineering Department with their respective departmental staff. Quality of construction was also monitored by the IG and DIG Prisons. Also, Superintendents of the respective prisons monitor quality as well as the physical progress of the work at the local level and report the same to their head office.

Central Prison and Special Prison at Nagaon are very old and in a dilapidated condition. They need further improvements especially in terms of repairs to barracks, kitchen, sewerage and drainage, toilets, bathrooms, etc.

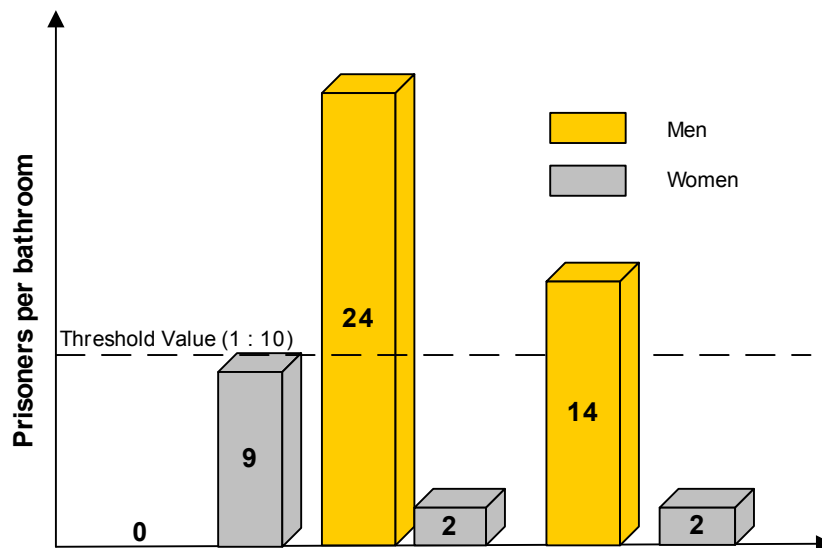
4.5 Performance of the state

Improvements are required in terms capacity enhancement to address overcrowding, construction type from Assam to RCC, sewerage and drainage facilities, etc. In the three prisons visited, water supply facilities were being improved with the implementation of this scheme.

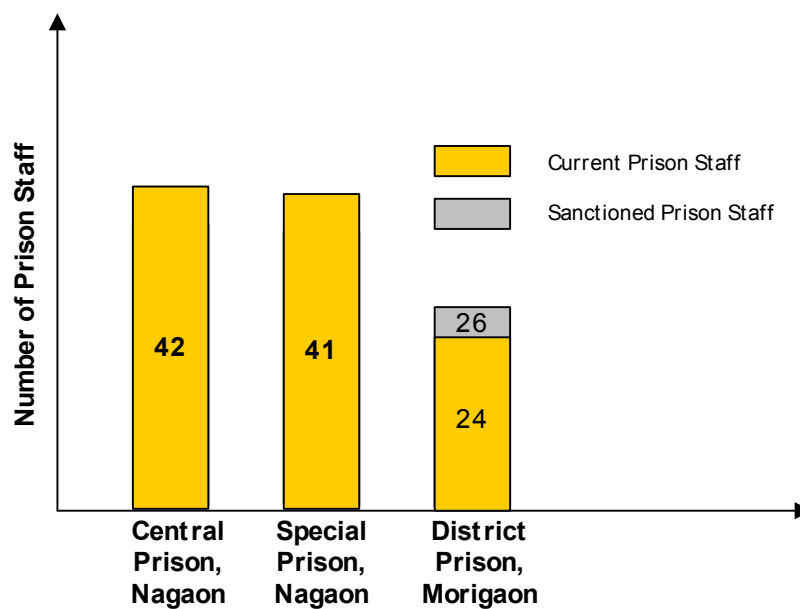
Prisoners per toilet during day time and night time in various prisons in Assam



Prisoners per bathroom in various prisons in Assam



Vacancies in various prisons in Assam



The table below indicates the implementation of the scheme in different categories of jails under the four components: (Please refer Sec 5.2 for details)

Type of jail	Parameter	Degree of Implementation (on a score of 100)	Degree of Responsiveness (on a score of 100)	Score
Central Prison, Nagaon	Expansion & renovation of existing jails	59	70	61.20
	Staff quarters	65	70	66.00
	Sanitation & water supply	55	60	56.00
Total score				61.07
Special Prison, Nagaon	Expansion & renovation of existing jails	59	60	59.20
	Staff quarters	63.33	60	62.66
	Sanitation & water supply	56.67	60	57.34
Total score				59.73
District Prison, Morigaon	Expansion & renovation of existing jails	67	60	65.60
	Staff quarters	70	70	70.00
	Sanitation & water supply	65	70	66.00
Total score				67.20

Performance of the State	Score
Expansion & renovation of existing jails	62.00
Staff quarters	66.22
Sanitation & water supply	59.78
Overall	62.67

Correctional measures include cloth making, tailoring, black smithy, soap manufacturing, yoga and meditation, library, annual games competitions, basket weaving, etc. Recreational facilities include indoor and out door games, etc. Correctional programmes include literacy classes, value education, cultural programmes, drug addiction, health & hygiene awareness programmes, moral classes, craft work, etc by Don Bosco on every fourth Saturday and third Saturday in Guwahati Central Prison.

4.6 Suggestions for Improvement

Project	Area	Suggestions
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Management & Operational Aspects	Fund flow	<ul style="list-style-type: none"> • Mechanism to reduce delays and improve fund flow from the State government treasury department to the implementing agency. • Conference of DGs (Prisons) should be held at regularly on the lines of the DGs (Police) conference. • The adoption of the 'Model Prison Manual' by Assam would help it to bring the ratio of prisoners per toilet & bathroom, space availability, human rights, etc to the standards specified in BPR&D. • An Independent Agency to monitor quality of construction and utilization of funds for prison modernization.
	Staff	<ul style="list-style-type: none"> • All vacant staff positions would need reassessment according to the new requirements post implementation of the scheme. • Recruitment of additional staff including medical, guarding, correctional staff, clerical, etc for the existing prisons.
	Infrastructure	<ul style="list-style-type: none"> • Repair and renovation works carried out in the existing prisons need improvements especially in construction type from Assam type to RCC is needed. • Drainage, sewerage and sanitation facilities are in a dilapidated condition in the Central and Special prisons of Nagaon. Additional toilets and bathrooms are required as the existing ones are very old and beyond repair. • Medical facilities need attention with the provision for doctor, hospital equipment and medicines. • Provision for regular supply of shaving kits and blades to the prisons to check the spread of skin diseases, HIV/AIDS, etc. Also, supply of toilet stationary for personnel hygiene. • Technological up gradations such as biometric identification facilities, prisoner information system, provision of CCTVs, video conferencing facilities (for speeding up the trial process), etc are needed. • Use of alternative sources of energy in all the prisons. • Garbage should be converted into compost in the jails. • Availability of proper interview room with intercom facility and glass separation. Also, telephone (PCO) in the prison. • A Consultant dietician for preparing a proper healthy diet menu for prisoners' especially pregnant women and women with children.
	Training & correctional activities	<ul style="list-style-type: none"> • One training institute in the State which may also serve as a Regional Institute for the North-Eastern States. • Training in correctional measures as well as physical fitness for the staff • The wages given to the prisoners for working in the prison workshops, etc should be increased. • Involvement of NGOs and other non-profit organizations for educating the prisoners with improved library facilities • Vocational training courses in plumbing, electrification, tailoring, painting, etc for the inmates • Adequate rehabilitative schemes should be introduced for the convicts who are released from the prisons after undergoing imprisonment for five years or more. • Facilities for recreational activities such as games and competitions for inmates and staff.

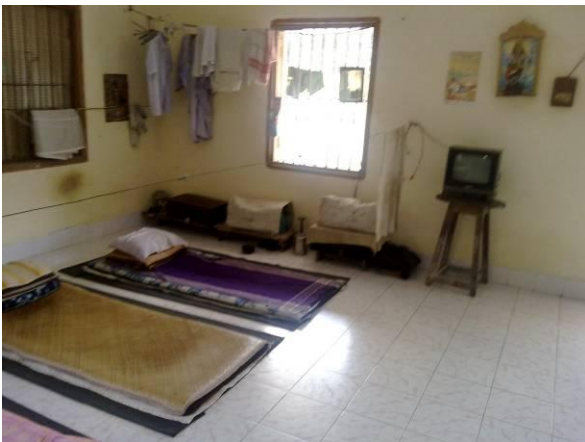
5 Annexure

5.1 Annexure A – Photographs of the Prisons

Central Prison – Nagaon



Water tanks installed under the scheme Women Prisoner's barrack constructed under the scheme



Male prisoners Barrack



Kitchen inside the prison



Prison Superintendent's quarter



Jailor's quarter

Special Prison – Nagaon



Prisoner's outside their barracks



Prisoner's barrack



Canteen inside the prison



Toilets inside the prison barrack



Segregation wall inside the prison



Complaint Box inside the prison

District Prison – Morigaon



Day toilets for women prisoners



Prisoner's outside their barrack



Barracks for male prisoner's



Kitchen inside the prison

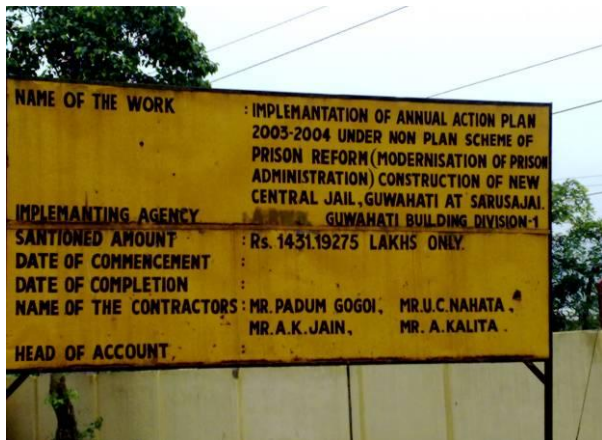


Day toilets for Male Prisoners



Prison extension area under construction

Central Prison - Guwahati



Sign board outside the prison



Hill in the prison site



The prison entrance



Prison building under construction



Toilet block under construction



Staff quarters constructed under the scheme

5.2 Methodology

Assessment of Prisons	Type of Prison	Central Prison
	Location	Nagaon

1 Repair/Renovation of Existing Jails					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
1.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place
1.2	Quality of construction of barracks	6	10	Civil works Electrical works Ventilation Flooring Finishing	RCC type construction is used for dispensary in women enclosure. Remaining buildings are Assam type.
1.3	Quality of construction of Common areas bathrooms/toilets, kitchen, stores, visiting rooms etc.	5	10	Civil works Electrical works Ventilation Flooring Finishing	Need further improvements to replace dilapidated structures especially toilets, bathrooms, etc
1.4	Cost effectiveness of construction.	6	10	Per square foot cost. Delays?	Rs 560 approximately
1.5	Level to which overcrowding has been addressed. (benefits, living conditions)	5	10	Ratio of barrack capacity to inmate strength Ratio of no of toilets to inmate strength	Need improvements to replace old ones
1.6	Level of Utilization of facilities, Responsiveness and adequacy of Maintenance requirements	6	10	Extent of Utilization of new construction. Responsiveness of Authorities to maintenance. Adequacy/Quality of maintenance	Maintenance provisions need improvement
1.7	Adequacy of facilities for women inmates at the prison	7	10	Availability of separate kitchen Crèche Facilities for pregnant women	Facilities for pregnant women available but congested women enclosure.
1.8	Adequacy of Medical/Hospital facilities at the prison	5	10	Availability of hospital Availability of full time Staff Medical Staff to inmate ratio No of beds available Availability of ambulance	Need improvements such as equipment and furniture.

1.9	Adequacy of Staff at the prison	7	10	Staff to inmate ratio Vacancies to be filled	1:11. Staff shortage of 1 only.
1.10	Adequacy of necessary facilities/items at the prison	5	10	Vehicles Furniture Kitchen items Recreational items Library	Need furniture, etc
		59	100		
2 Construction of Staff Quarters					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
2.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place
2.2	Overall Quality of construction of the quarters	6	10	Civil works Electrical works Ventilation Flooring Finishing	Assam type construction with standard electrical fittings. Flooring is with plain cement mortar.
2.3	Cost effectiveness of construction.	6	10	Per square foot cost. Delays?	Rs 650
2.4	User experience in terms of quality of living	7	10	User feedback	Satisfied
2.5	Responsiveness and adequacy of Maintenance requirements	7	10	Responsiveness of Authorities to maintenance Adequacy/Quality of maintenance	Maintenance provisions need improvement
2.6	Adequacy of number of quarters allotted as per the scheme	6	10	No of quarters to Staff ratio Requirements for quarters	Additional quarters for officers, warders and other staff
		39	60		65/100
3 Sanitation & Water Supply in Prison					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
3.1	Quality of water supply system	6	10	135 LPCD	115 LPCD
3.2	Cost effectiveness of construction.	7	10		
3.3	Cleanliness of barracks & bathrooms/toilets	5	10	Hygiene conditions. Cleanliness	Need improvements
3.4	Adequacy of number of toilets to the actual number of prisoners	6	10	Toilet to inmate ratio No of toilets not in order	Toilet to prisoner ratio for males during night time 1:38 and day time 1:19. Some of the toilets are in dilapidated condition.
3.5	Adequacy of septic tank/sewerage system	4	10	Septic tank condition Sewerage?	Need improvements

3.6	Health conditions at the prison	5	10	Frequency of diseases Segregation of sick inmates	Need improvements
		33	40		55/100

Assessment of Prisons	Type of Prison	Special Prison
	Location	Nagaon

1 Repair/Renovation of Existing Prison					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
1.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place
1.2	Quality of construction of barracks	5	10	Civil works Electrical works Ventilation Flooring Finishing	Assam type construction with tin and CI sheets for roofing over wooden truss and purlins.
1.3	Quality of construction of Common areas bathrooms/toilets, kitchen, stores, visiting rooms etc.	5	10	Civil works Electrical works Ventilation Flooring Finishing	Need further improvements to replace dilapidated structures especially toilets, bathrooms, etc
1.4	Cost effectiveness of construction.	6	10	Per square foot cost. Delays?	Rs 565 approximately
1.5	Level to which overcrowding has been addressed. (benefits, living conditions)	7	10	Ratio of barrack capacity to inmate strength Ratio of no of toilets to inmate strength	Need improvements to replace old ones
1.6	Level of Utilization of facilities, Responsiveness and adequacy of Maintenance requirements	6	10	Extent of Utilization of new construction. Responsiveness of Authorities to maintenance. Adequacy/Quality of maintenance - M	Maintenance provisions need improvement
1.7	Adequacy of facilities for women inmates at the prison	5	10	Availability of separate kitchen Crèche Facilities for pregnant women	Facilities for women limited. Need crèche, etc

1.8	Adequacy of Medical/Hospital facilities at the prison	5	10	Availability of hospital Availability of full time Staff Medical Staff to inmate ratio No of beds available Availability of ambulance	Need improvements such as building, equipment and furniture.
1.9	Adequacy of Staff at the prison	7	10	Staff to inmate ratio Vacancies to be filled	1:5.
1.10	Adequacy of necessary facilities/items at the prison	6	10	Vehicles Furniture Kitchen items Recreational items Library	Need improved barracks, toilets, furniture, etc
		59	100		
2 Construction of Staff Quarters					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
2.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place
2.2	Overall Quality of construction of the quarters	6	10	Civil works Electrical works Ventilation Flooring Finishing	Assam type structure with standard electrical fittings. Flooring is with plain cement mortar. AC sheets used for false ceiling.
2.3	Cost effectiveness of construction.	6	10	Per square foot cost. Delays?	Rs 650
2.4	User experience in terms of quality of living	7	10	User feedback	Satisfied
2.5	Responsiveness and adequacy of Maintenance requirements	6	10	Responsiveness of Authorities to maintenance Adequacy/Quality of maintenance	Maintenance provisions need improvement
2.6	Adequacy of number of quarters allotted as per the scheme	6	10	No of quarters to Staff ratio Requirements for quarters	Additional quarters for officers, warders and other staff
		38	40		63.33
3 Sanitation & Water Supply in Prison					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments

3.1	Quality of water supply system	6	10	135 LPCD	115 LPCD
3.2	Cost effectiveness of construction.	7	10		
3.3	Cleanliness of barracks & bathrooms/toilets	5	10	Hygiene conditions. Cleanliness	Need improvements
3.4	Adequacy of number of toilets to the actual number of prisoners	5	10	Toilet to inmate ratio No of toilets not in order	Toilet to prisoner ratio during night time 1:16 and day time 1:7. Some of the toilets are in dilapidated condition.
3.5	Adequacy of septic tank/sewerage system	5	10	Septic tank condition Sewerage?	Need improvements
3.6	Health conditions at the prison	6	10	Frequency of diseases Segregation of sick inmates	Need improvements
		34	40		56.67

Assessment of Prisons	Type of Prison	District Prison
	Location	Morigaon

1 Repair/Renovation of Existing Prison					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
1.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place
1.2	Quality of construction of barracks	7	10	Civil works Electrical works Ventilation Flooring Finishing	Assam type construction with AC sheets for false ceiling.

1.3	Quality of construction of Common areas bathrooms/toilets, kitchen, stores, visiting rooms etc.	7	10	Civil works Electrical works Ventilation Flooring Finishing	Need further improvements. Need a modern kitchen.
1.4	Cost effectiveness of construction.	7	10	Per square foot cost. Delays?	Rs 600 approximately
1.5	Level to which overcrowding has been addressed. (benefits, living conditions)	6	10	Ratio of barrack capacity to inmate strength Ratio of no of toilets to inmate strength	Need improvements to replace old ones.
1.6	Level of Utilization of facilities, Responsiveness and adequacy of Maintenance requirements	8	10	Extent of Utilization of new construction Responsiveness of Authorities to maintenance Adequacy/Quality of maintenance	Utilization of assets is up to 90%. Maintenance provisions need improvement
1.7	Adequacy of facilities for women inmates at the prison	6	10	Availability of separate kitchen Crèche Facilities for pregnant women	Facilities for pregnant women available but need crèche, hospital ward, etc
1.8	Adequacy of Medical/Hospital facilities at the prison	6	10	Availability of hospital Availability of full time Staff Medical Staff to inmate ratio No of beds available Availability of ambulance	Need a hospital with equipment and furniture.
1.9	Adequacy of Staff at the prison	6	10	Staff to inmate ratio Vacancies to be filled	1:9. Staff shortage of 2 only.
1.10	Adequacy of necessary facilities/items at the prison	7	10	Vehicles Furniture Kitchen items Recreational items Library	Need furniture, etc
		67	100		
2 Construction of Staff Quarters					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
2.1	Mechanisms for Planning, Estimation and Monitoring	7	10	Establishment of a PMU	In place

2.2	Overall Quality of construction of the quarters	7	10	Civil works Electrical works Ventilation Flooring Finishing	Assam type structure with standard electrical fittings. Flooring is with plain cement mortar. AC Sheets used for false ceiling.
2.3	Cost effectiveness of construction.	7	10	Per square foot cost. Delays?	Rs 650 (work completed) and Rs 975 (work yet to be taken up)
2.4	User experience in terms of quality of living	7	10	User feedback	Satisfied
2.5	Responsiveness and adequacy of Maintenance requirements	7	10	Responsiveness of Authorities to maintenance Adequacy/Quality of maintenance	Maintenance provisions need improvement
2.6	Adequacy of number of quarters allotted as per the scheme	7	10	No of quarters to Staff ratio Requirements for quarters	Additional quarters for officers, warders and other staff
		42	60		70
3 Sanitation & water supply in Prison					
SL	Parameters	Evaluation	Max Score	Marking scheme	Comments
3.1	Quality of water supply system	6	10	135 LPCD	135 LPCD
3.2	Cost effectiveness of construction.	7	10		
3.3	Cleanliness of barracks & bathrooms/toilets	7	10	Hygiene conditions. Cleanliness	Need improvements
3.4	Adequacy of number of toilets to the actual number of prisoners	6	10	Toilet to inmate ratio No of toilets not in order	Toilet to prisoner ratio during night time 1:11 and day time 1:4. Some of the toilets are in dilapidated stage
3.5	Adequacy of septic tank/sewerage system	6	10	Septic tank condition Sewerage?	Need improvements
3.6	Health conditions at the prison	7	10	Frequency of diseases Segregation of sick inmates	Need improvements
		30	60		65