This article deals mainly with the existing pattern of organization and functions of the Jail Department in Orissa. Prison administration in Orissa suffers from a number of structural and functional maladies. For the eradication of such maladies some remedies are suggested. A separate cadre of prison officials, selection of the Inspector General of Prisons from the jail department, establishment of a Prison Research Bureau, are the possible solutions to meet the present crisis of prison administration in Orissa.

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In India, all institutions for the confinement of prisoners convicted, unconvicted, civil and security, are under the authority of the respective State Governments and controlled by the Minister for Jails. Until the Government of India Act, 1919, the Jail Department was a part of the Central Government. Under the said Act, it was transferred to provincial control as a reserved subject. The Act of 1935 abolished diarchy in the provinces and transferred the department to the Minister's control. The Minister is assisted by secretaries from the senior cadre of the Indian Administrative Service. Under the present Constitution, at the Central level, prisons are a part of the responsibility of the Ministry of Home Affairs, while probation and juvenile delinquency are looked after by the Department of Social Welfare. At the state level, there is no uniform pattern. Generally, an Inspector General of Prisons looks after the prison administration.¹

The jail represents the smallest unit of the prison system. It is the permanent place of detention of those who are condemned to imprisonment by the courts. Prisoners are accommodated in huge buildings closely guarded by sentries.²

The Inspector General of Prisons is the executive head of the Jail Department. He is entrusted with carrying out the policy, framed by the Minister of Home Affairs. The first appointment to the post was made in the North Western Province (present Uttar Pradesh) on the recommendation of the Macaulay Committee Report in the year 1844. In 1850, the Government of India made it a permanent appointment.³

After the creation of the province in the year 1936, in Orissa, the Director of Health was continuing as the ex-officio Inspector General of Prisons. Dr. Edward Galway the U.N. criminologist, who visited this state in December 1952, recommended that this state should have a separate prison department and should include different correctional activities. On the basis of his recommendation, the post of I.G. of Prisons was separated from the Director of Health with effect from 1st July, 1954. From 1954 till 1983, this office was managed mainly by the officers of the Medical Department. However, since 1983, the office of the I.G. of Prisons in Orissa has been
attached to the Indian Police Service. Regarding the appointment of the I.G. of Prisons, the Jail Manual of Orissa gives priority to a Commissioned Medical Officer, and in case of non-availability of such an officer, the Government may appoint any other officer whom it thinks fit.4

The general control of superintendence of jails in the state is vested in the I.G. and all the Magistrates and Jail officers obey the orders issued by him in all matters, relating to the internal economy, discipline and the management of jails. He exercises full control over all expenditure in jails, submitting annually to the Government, through the Comptroller, the budget. Every superintendent, jailor, assistant jailor, and sub-assistant jailor, warder, compounder, clerk and the subordinate staff employed in the manufactuary department of a jail, are employed by the I.G. and cannot be dismissed by any officer subordinate to him.5 He may transfer, place in a lower grade or dismiss the jail subordinates. He has the power to order the transfer of prisoners from any jail in Orissa to another jail within the state. He is expected to visit personally all jails and other institutions under the jail department during the course of the year. At least once every six months, the I.G. has to visit the persons confined under the Indian Lunacy Act.6 He is responsible for jail manufacture and prison industries.

The I.G. is the medium of communication between the Government and every officer of the department. It is his duty to supply information for answers to questions put in the legislature. He has to hear appeals referred by the members of the prison staff against supersessions and punishments.7 The Inspector General is the head of a department which deals with the present and future of thousands of his fellow citizens. He has many jails and several thousand prisoners in his charge; and has to control the work of the superintendents, jailors, warders as well as the medical staff. He has to carry out modern reforms in his department and, to achieve this objective, he has to keep himself abreast of modern trends on the subject. To a large extent, on him will depend the success or failure of the prison administration in the state.8 According to Reckless, the U.N. expert, the Inspector General of Prisons' office should have a positive orientation of leadership, help, service rather than a negative one of inspection, checking up, and maintaining the status' quo. A Director of Prison Administration, ...would be a lot better for India than an Inspector.9

The first Orissa Jail Reforms Committee, which submitted its report in 1955, suggested that the nomenclature of the Head of the Department should be in keeping with the correctional programme. It, therefore, suggested that the Head of the Department should be called the "Director General of Correctional Services" instead of the present nomenclature of the Inspector General of Prisons. This is in full consonance with the suggestions made in this regard by Edward Galway, the U.N. criminologist.10 In view of the above recommendations, it is suggested that the present nomenclature of the I.G. of Prisons should be changed and renamed as the Director General of Correctional Services. The Government of Orissa has already changed the nomenclature of the Head of the Police Department who is at present known as the Director General of Police. Hence, it is time that the present I.G. of Prisons be renamed as Director General of Correctional Services.

The Prison service in England is administered by the Prison Commission, which is responsible to the Secretary of State in the Home Department and is housed in the Home office. It consists of the Chairman and four Commissioners of Prisons, who are
also Directors of Convict Prisons, one of whom, for some years now has been a medical man who has served in the prisons as a medical officer. They visit the convict prisons frequently and the "local" Prisons occasionally. Formerly, all the Commissioners had prison experience. But, for sometime now, it has been the practice to appoint first Division clerks from the Home office to two of these posts, leaving one to an Inspector of Prisons, and one to the Medical Officer to whom a reference has been already made.\footnote{11}

In the United States of America, there is no separate authority corresponding to the Inspector General of Prisons or Prison Commissioners. According to the form of organization existing in a particular state, in America, the Warden (superintendent) reports direct to the Institutional Board of Trustees, or the State Prison Commission, or the Board of Control, or the State Department, or the ex-officio Board or the Administrative Board. The members of these boards combine, in themselves, the functions of the Minister for jails and the Inspector General of Prisons in India, and that of the Home Secretary and the Prison Commission in England. The members are appointed by the Governor. They determine the policies, appoint officials and manage institutional affairs.\footnote{12} No single type of organization, as in India or England, has evolved in that country.

There is a Deputy Inspector General of Prisons in Orissa to relieve the Inspector General of the duty of inspection of all jails and to assist him in his work at the headquarters. He is a man from the Revenue Department and belongs to the Senior Class I rank of the Orissa Administrative Service.

Next to the D.I.G., there is one A.I.G. of Prisons who also belongs to the Revenue Department, and is of O.A.S. Class II cadre.

There is one Accounts officer who belongs to the Orissa Finance Service and looks to the financial administration of the Directorate. Besides, there is one Establishment Officer who is a ministerial promotee officer. The I.G. of Prisons is assisted by two Personal Assistants, one non-technical, and another technical. The non-technical Personal Assistant is a ministerial promotee officer and the Technical Personal Assistant is a promotee from the post of stenographer. There is one Audit Superintendent. He is selected from among the auditors. Again, there are Section Officers assisted by junior and senior assistants respectively.

There is no Central Jail in Orissa and the Cuttack Circle Jail is functioning as the Central Jail. In Orissa, there are four Circle Jails situated at Cuttack, Berhampur, Sambalpur and Baripada, respectively. All are in the category of first class jails. These four jails are headed by whole time superintendents who belong to the O.A.S. Junior Class I cadre. There are nine district jails situated at Koraput, Balasore, Dhenkanal, Puri, Bhabanipatna, Sundergarh, Bolangir, Keonjhar and Phulbani. Out of these nine district jails, Koraput and Balasore are first class district jails and the rest are second class district jails. There are two special jails, one at Rourkela and another at Bhubaneswar. The Rourkela special jail is a first class jail, whereas, Bhubaneswar special jail is a second class jail. There is one Juvenile Jail at Angul. Whole time Superintendents are in charge of the District Jails including Special Jails and the Juvenile Jail. These whole time Superintendents are promoted from the post of Jailors. There are six special sub-jails, thirty-four sub-jails and seven Taluk sub-jails. The Subdivisional Medical Officer of the subdivisions holds collateral superintendency
of all the special sub-jails in addition to his own duties. The superintendency of Taluk sub-jails is with the Taluk Magistrates as before. Thus, the total number of jails in Orissa is 63.

In the Circle Jail and District Jails, the power of superintendency is vested in the hands of whole time Superintendents, whereas, in sub-jails the Superintendents are part-time officers. Earlier, barring a few Circle Jails and District Jails, where whole time Superintendents were in charge, most jails were under the supervision of the C.D.M.O at the district level and the S.D.M.O at the subdivisional level. Commenting on this practice, Reckless, observes, "untrained in modern methods of Penology and Criminology, overworked in medical duties and elaborate form filling job, both in the Civil Hospital and in the Jail, distracted by inspection of distant dispensaries and private calls, postmortem examination and Court attendance as a witness, this hardworked official had neither the time nor the energy to improve the atmosphere in Jail Administration. In such a system, fairplay, personal touch and constant supervision become impossible. Formal day to day routine work engaged his attention much more than any penological problem. So far as this officer was concerned, it was just marking time". The superintendence of jails is a highly technical piece of work, or skilled profession in itself, and cannot be performed in a few spare hours by men wholly untrained for it, who are not selected by reason of their fitness for it, but slip into the post by the mere accident of their being civil surgeons.

Again, regarding the appointment of the O.A.S. officers as Superintendents, it may be said that prisons service, is a highly specialised social service, which is beyond the competence of a generalist administrator, however competent he may be in his own sphere. In striking contrast, the policy in the U.K. is to select the Governors (equivalent of our superintendents) from within the prison service. Entry to the Governor grades is through the grade of Assistant Governor. Recruitment to the latter grade is from three sources; first, direct promotion of chief Officers or Foremen of workers under the normal promotion board procedure; secondly, selection of young officers through a staff course which lasts usually for six months, preparatory to the final selection; and thirdly, an open competition held by the Civil Services Commission for which the prison officers may also apply. The Superintendent must be free from details to take a long view of the real problems instead of being hampered by routine work. The subordinate staff generally behave according to the nature of the superintendent. The Superintendent must see that his subordinate staff are not discontented or restless. One of the main duties of the Superintendent is to develop the efficiency and loyalty of the staff.

It may be of interest to note that the system of part-time superintendentship of medical officers is peculiar to India. Neither the Governor in England, nor the Warder in the United States, is a part-time officer even in the smaller jails. On the whole, there seems to be no reason why the system should be retained in this country where the problem of rehabilitation of prisoners is no less complex than it is in England or in the United States.

The general duties of the Superintendent are defined in Section II of the Government of India Prisons Act, 1894. He is the head of the institution and subject to the orders of the Inspector General, manages the prison in all matters relating to discipline, labour, expenditure, punishment and control. The detailed rules, regarding the carrying out of these duties, are laid down in the Orissa Jail Manual.
The Jailor is the Chief executive officer of the jail and controls the whole subordinate jail establishment under the orders of the Superintendent, and assists the Superin­
tendent on all occasions. He is responsible for the strict carrying out of all the rules in the Jail Manual relating to the management of the jail and prisoners. All the officers subordinate to the Jailor are under his control and should obey his orders. All the officers subordinate to the Jailor are under his control and should obey his orders.19 Posting of warder guards, distribution of labour to convicts, check of convicts during the hours of work, care of arms and amunition, prevention of escapes and safe custody of prisoners, visit to gangs working outside, supervision of buildings, care and maintenance of gardens, checking of entries regarding admission and release, safe custody of jail records, warrants, scrutiny of indents for provisions and materials required for consumption in the jail, are some of the responsibilities enjoined by the Jail Manual on the Jailor. The Jailor supervises the purchase of materials for the factory and building departments, verifies all stores quarterly, checks remissions, revision sheets, registers, accounts and records of the prison. As head accountant and treasurer, he has custody of the cash, prisoner's jewellery and valuables, maintains the cash book and prepares abstract bills. As head store keeper, he weighs all provisions purchased, and examines and weighs all goods sent from the factory to the store.20

The Indian Jails Committee, 1920, rightly pointed out,

It is difficult to exaggerate the responsibilities which necessarily attach to the post of Jailor. As the chief executive officer under the Superintendent, it lies with him to supervise the working of all the branches of the jail. The safe keeping, comfort, health and reformation of the prisoners in the jail largely depend upon the character and influence of the Jailor. We should feel it necessary to recommend higher pay for Jailors and we also recommend that in future all Jailors should be gazetted officers.21

The Eighth All India Conference of the Inspectors General of Prisons held at Bombay in 1952, in its seventh resolution opined that the post of Jailor should be suitably altered. It was further resolved that the post of Jailor should be gazetted. Promotion to the category of Assistant Superintendents or Superintendents should be limited to 50 per cent of the cadre of Jailors. The minimum qualifications of the future entrants should be B.A. or B.Sc. Preference should be given to men who are qualified in social welfare work.22

In our state there were nineteen Jailors till the end of the year 1979.23 All Jailors are selected by promotion from the post of Assistant Jailors. To relieve the Jailor of many of his clerical duties such as the writing books and registers and preparing statements, Assistant Jailors have been appointed. They work under the control of the Superintendent and perform such executive duties as the latter may, by an order, prescribe.24 The Assistant Jailor is the Jailor's immediate assistant, whose duty it is to take the Jailor's place whenever he is absent.25 It is decided by the Government of Orissa that 75 per cent of the posts of Assistant Jailors should be filled by direct recruitment. The remaining 25 per cent should be filled by promotion from amongst the Sub-assistant Jailors. The minimum educational qualification for direct recruitment shall be a bachelor's degree or its equivalent. It is also decided that the post of Sub-Assistant Jailor should be filled both by promotion and direct recruitment. Seventy-five per cent of the posts shall be filled up by promotion from amongst the guarding staff and 25 per cent by direct recruitment for which the minimum qualification should be Intermediate.
Thus, the post of the Assistant Jailor, as a matter of fact, forms the training ground where officers can learn the duties of the Jailor and can be tested for their fitness to take up the responsibilities of the Jailor as and when vacancies occur. The newly recruited Assistant Jailors are to undergo a training at a Jail training school. In our state, a Training School has started since 1984 at Berhampur where training facilities are provided for Assistant and Sub-Assistant Jailors.

The Sub-Assistant Jailor is usually given the charge of stores, accounts, manufacture and raw materials. The duties of Sub-Assistant Jailors are generally of a clerical nature, but they may also perform executive duties. In fact, in the prisons of this country, there does not exist any hard and fast distinction between a clerk and an executive officer for every executive officer performs certain clerical duties and every clerical officer performs, in addition to his clerical duties, certain executive duties. Now, there are 49 Assistant Jailors and 96 Sub-Assistant Jailors working in all the jails of Orissa.

The warders are included among the guarding staff of the prisons. They are classified as Reserve Warder Guard, who are armed and who usually discharge the semi-military duty, and Intramural Warder Guard whose duties are watch and ward, and to some extent the supervision of labour.

There are three classes of Warders at present in Orissa such as Chief Headwarder, Headwarder and Warder. For the purpose of appointment and control of warders, Jails in Orissa are divided into four Circles with a Circle Jail in each circle. The Superintendents of Circle Jails alone (subject to the control of the I.G.) exercise the power to appoint, promote, degrade or dismiss any Head Warder or Warder of his Circle and transfer them from his own jail to any other district jail of the Circle.

Appointments to the post of Head Warder are made from amongst the Warders on the basis of seniority. Appointments to the posts of Chief Head Warder are made by the Superintendent of the Circle Jail concerned, from among the Headwarders attached to the jails in his Circle. The minimum educational qualification for the Warder is matriculation. The Davey Committee, in its meeting held on 18-8-76, has recommended that the Superintendents of District Jails should be the appointing authority in respect of the guarding staff in District Jails and sub-jails within the district. The Chief Head Warder is subject to the general control of the Jailor, entrusted with the supervision of all the details of the internal administration of the jail.

The duties of the Chief Head Warder are to post the Warders under the orders of the Jailor; to assist him at the unlocking, the midday-count and the locking up, and in the distribution of labour in the morning and at midday; visit and count at uncertain hours all gangs working inside the jail; visit the main wall, make secure all gratings, doors or other openings of enclosures and barracks, and pay surprise visits to all gangs working outside the jail.

The duties of the Head Warder are to maintain cleanliness, order and discipline among the prisoners in his charge; count the prisoners from time to time and satisfy that all the prisoners are present, search the prisoners, give information of any plot made by prisoners to escape, or of any assault or of any outbreak, and to see that all bamboos, scantlings, poles, ladders, ropes, likely to be used for escape, are secure.
A literate Head Warder is constantly on duty as the Gate-keeper at the main gate of every jail by day and night. The Gate-keeper maintains a gate book for recording the name and description of all persons passing into or out of the jail; the time at which any money is sent out of the jail to the treasury, with description of the chalan, the time at which the bell is rung for the unlocking and locking up or for alarm.

The Reserve Warder Guard does not take any part in the daily routine of the jail. He is entirely segregated from the prisoners inside the jail, except when employed to escort the Superintendent or a visitor on his rounds through the jail. The Chief Head Warder is in charge of the Guard in the Circle Jail and of the Reserve Head Warder in District Jail. Their main duty is to provide sentries at the main gate and at the walls day and night. At present we have 15 Chief Head Warders, 135 Head Warders and 987 Warders (male and female).

The medical care of the prisons is in the hands of a Medical Officer. The Medical Officer remains in charge of the sanitary administration of the prison. His duty embraces every matter affecting the health of the prisoners and the general hygiene of the jail. He is under the control of the I.G. of prisons. It is the duty of the Medical Officer to visit the jails at least once a day, or more if necessary. He looks to the drainage, water supply, ventilation, cleanliness of barracks, workshops, cells, and yards. He inspects kitchens, feeding, and checks the ration before cooking. He attends to the patients in hospitals. He supervises the supply and preparation of food served to the prisoners. He orders for post-mortem examination of the dead. He reports to the I.G. regularly about the mortality in a jail. On the recommendation of the Medical Officer, prisoners can be transferred to different jails.

In Orissa, in the Circle and District Jails, there are hospitals where whole time Medical Officer work. Besides, in the two special jails and the juvenile jail at Angul, there are hospitals where whole time Medical Officers are appointed. In Bhanjanagar Special Sub-Jail, there is also a hospital facility as this jail is exclusively meant for prisoners suffering from leprosy. In other sub-jails and taluk jails, the S.D.M.Os who act as the Superintendents, continue as Medical Officers.

The Medical Officers are deputed by the Director, Medical and Health Services, to the Jail Department, from the state cadre. They are of Assistant Surgeon rank. During the period of deputation, they are directly under the Inspector-General of Prisons, who exercises over them control in respect of such matters as discipline, leave and transfer. However, the power to punish by suspension, removal and dismissal cannot be exercised by the Inspector General of Prisons. If, in the opinion of the Inspector General, the conduct of a Medical Officer is such as requires to be punished with suspension, removal or dismissal, he may report to the Director, Health, who shall depute another officer to replace the Medical Officer at fault and shall take necessary actions against him. The Jail Department pays the salaries of the Medical Officers.

The Indian Jails Committee, 1920, was opposed to the scheme of a separate jail medical service. They thought that it would be exceedingly unlikely that a man of the required qualifications would enter the jail service, that the creation of this service would necessitate the maintenance of an independent leave reserve, that a medical officer rendering continuous service in jails could, after a certain number of years, become disgusted with the monotony of jail life, and lastly, that the present system was working satisfactorily. The Committee further suggested, as an alternative, that
the selection of Medical Officers for jail duties should be made on the basis of a regular roster, on which every officer’s name should be entered, and according to which every officer should be liable to take his turn of service in the Jail Department.  

According to the report of the Orissa Jail Reforms Committee, 1955, in order that jails may function as correctional institutions, it is necessary that Medical Officers and medical subordinates attached to the Jail Department should have special training in correctional methods. This can be done by deputing Medical Officers in batches to the Tata Institute of Social Sciences for short course of training in correctional methods and such Medical Officers should be permanently retained in the jail Department. According to the said committee it is necessary to create a cadre of Medical Officers under the administrative control of the I.G. of prisons such as: (1) Medical Officers Grade I and (2) Medical Officers Grade II. Grade I Medical Officer will be in charge of medical work in the First Class District Jails and Grade II Medical Officers will be in charge of medical work in Second Class District Jails.

The Committee also recommended the appointment of a whole time psychiatrist to the Jail Department with his headquarters at the Central Jail. He will be required to visit other Jails and special institutions set apart for juvenile offenders when required.

Some of the Medical Officers, serving in the Jail Department, also complain of their ridiculous position in the jail, subordination to the jailor, the many irksome duties and the humiliations that they suffer at the hands of junior staff and prisoners. Therefore, the only remedy seems to be the creation of a separate Jail Medical Service.

A special feature of the Indian jail administration is the convict officer. The system first came to Bengal from Malaya and then it spread to other parts of India. It was born out of a need for economy. In the State of Orissa there are two grades of convict officers such as (i) convict watchman and (ii) convict overseers. Prisoners appointed as convict officers are public servants within the meaning of the Indian Penal Code. The maximum number of convict officers in a jail should, in no way, be increased beyond 10 per cent of the daily average population of the jail. The convict officers are chosen from the rank of simple imprisonment prisoners.

In order to be appointed as a convict watchman, the prisoner shall possess the following qualifications:

1. he is not sentenced to less than six months' imprisonment, if at a Central Jail, and to less than four months, if at a District Jail,
2. he has completed one-fourth of his sentence exclusive of remission,
3. he has not been convicted for thuggee, drugging or unnatural offence,
4. he is physically fit to perform the duties of the office,
5. he must be well behaved,
6. If on remission system, he has earned or maintained three-fourths of the possible remission.
These appointments are ordinarily reserved for prisoners who are under the remission system.\textsuperscript{45}

The convict watchman may be promoted by the superintendent to be a convict overseer provided that

(a) he has served as a convict watchman for three months,

(b) he has served half of his sentence or seven years (exclusive of remission), whichever is less.

The duties of the convict watchman and convict overseer are:

(a) to patrol the inside wards and maintain or assist in maintaining discipline and order at night,

(b) to prevent prisoners leaving their berths,

(c) to count the prisoners,

(d) to prevent the breach of jail rules by any prisoner,

(e) to act as a messenger within the jail walls and escort prisoners from one part of the jail to the other,

(f) to obey the superintendent, jailor, or any jail official or officer of the Public Works Department, under whom they may be placed,

(g) to take charge of a gang,

(h) to keep the history tickets of the prisoners of the gangs in their charge,

(i) to defend any jail official in case of assault,

(j) to give notice of any breaches of jail rules, plots or conspiracies.\textsuperscript{46}

Opinion is sharply divided as to the intrinsic value of the system of employing convict officers. Those who condemn the system, consider it contrary to the accepted principles of penology to place one prisoner, while still undergoing punishment, in a position of authority over his fellow prisoners. The convict officer, however apparently well behaved, is a criminal whose actions have proved that he requires reformation. "Is it likely", they ask, "that such a man is going to exercise a good influence on those around him?"\textsuperscript{47} Many evils in jails can be traced to them and since the system places a depraved man in the position of authority over other persons, some of the latter may be trained by him.\textsuperscript{48}

The system, we think, is a valuable one if it can be put to right use. Besides being an administrative necessity from the view point of economy, it exercises a wholesome influence upon the inmates. In a prison, the number of convict officers is usually three times that of the paid warders. If these convict officers are replaced by a paid class of warders, the states should have to incur an additional large expenditure.\textsuperscript{49} It is only for this reason that the Orissa Reforms Committee, 1955, in its report recommended that well behaved prisoners may be appointed as convict warders for guarding inside the jail.\textsuperscript{50}
The Indian Jails Committee, 1920, did not arrive at any final conclusion in the matter as they were not in agreement as to which opinion, between the two opposing views, should prevail. But the greater value of the system lies in its wholesome influence upon the inmates. The salutary effects of inmates participation in prison affairs have long been recognized. The responsible duties entrusted to the prisoners develop their initiative and resourcefulness, restore their sense of self-respect and prepare them better for social readjustment, and make them responsible, more than any other prison programme can do. The system, in our view, should form the hub of the entire machinery of prison administration. The allegation that is often cited against them, is that they will corrupt the prison population but there may not be a danger if approached from the right point of view. This danger can be obviated by depriving such officers of any disciplinary powers, as in the case of leaders in some English prisons.

A serious defect in the organization of the Jail Department is the absence of any staff agencies. The prime function of the Minister for Jails is to frame policies and that of the Inspector General to decide the manner in which such policies shall be given effect. Neither of them has the technical advice of officers having special competence in respect of matters with which they deal.

Willoughby is of the opinion that, for technical advice, reliance cannot be placed upon the subordinate officers because, firstly, they are interested parties seeking something, which it is the duty of the head to determine whether to grant or not; secondly, they are the ones who, for the most part, raise questions to be answered; thirdly, they have the knowledge of the work of their own divisions and are not interested in the needs and problems of the service as a whole; and, finally, a decision can be made in many cases only after careful investigation of the factors involved in the question.

Hence, there is a need for special unit of organization, the sole function of which will be to keep in touch with the organization, methods, needs and problems of the service as a whole, to collect information upon which fundamental decisions regarding the policies and procedure must be based, and to act as the technical adviser of the administrative and the executive head of the department so that they would not be misled by the subordinates. These special units have been designated by writers on public administration as "staff agencies". Their most characteristic feature is that they are subordinate to none and have no responsibility for authority in respect of the actual performance of the services. Their duties are exclusively of a research, consultative and advisory character. They are one step removed from the direct line which descends right from the Minister to the Warders.

It is not an executive body; it is not an administrative body. It acts only through the authority of others. It makes intelligent command possible by procuring and arranging information and working out plans in detail, and it keeps intelligent and effective agents advised of the part they are to perform in the general scheme.

To assist the staff agencies in the work of research and advice, the establishment of a Bureau of Prison Research is necessary. The importance of research, and the need for statistics pertaining to the various problems of prison administration cannot be minimised in the task of the social rehabilitation of prisoners. The data available at
present is very scanty. The Bureau will fulfil this need and maintain up-to-date, correct and full information about the working of prisons and supply it to social workers interested in the task of social regeneration. The All India Jail Manual Committee has, in its report, recommended the setting up of State Advisory Boards with a Research and Planning Unit in each state.\(^{54}\)

It is really unfortunate that in Orissa, Prison as a Department has never developed as a separate entity, and it is yet to establish its identity. Like the other departments of the government such as Revenue, Police and Judiciary, hardly any material is available in this field. Therefore, there has been very slow progress of growth of prison administration and whatever improvements have been made are too insignificant. Till now, the post of the I.G. of Prisons has not been held by a person belonging to the prison cadre. Previously, this post belonged to doctors and now to the I.P.S. Cadre. Similarly, the post of D.I.G. and A.I.G. also belong to the cadre of the Orissa Administrative Service. These officers come temporarily to the Department, spend a few years and, before they get themselves acquainted with the problems of the Department, they are again transferred. Hence, it is desirable that this State should have a Department of Prisons and Correctional Services, dealing with adult and young offenders, their institutional care, treatment, after-care and probation. The National Policy on Prisons also endeavours to develop prison services as a professional career service. This could be done by developing a prison cadre based on proper training, promotional avenues and appropriate job requirements. An All India Service, namely, the Indian Prisons and Correctional Service, should be constituted to induct better qualified people. The government—both at the centre and the states—should provide adequate funds for the development of prisons.\(^{55}\)

The first Orissa Jail Reforms Committee, which submitted its report in 1955, recommended that a separate Prison Department be established with a whole time I.G. of Prisons.\(^{56}\) An undercurrent of discontentment among the Prison staff has now come to the surface. Their duties are of an arduous nature and confined to a monotonous area. Their scales of salary should be equalised with those of the corresponding police cadre.\(^{57}\)

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Ibid.: 124-126.

Indian Jails Committee, 1920, n.12: 68.
48. B.K. Bhattacharya, n.17,: 11.
49. Vidya Bhusan, n.3,: 64.
50. Lal Mohan Patnaik Committee, n.10,: 48.
51. Vidya Bhusan, n.3,: 64-65.
53. Quoted in Willoughby, n.52,: 271.
54. Vidya Bhusan, n.3,: 61.
56. Lal Mohan Patnaik Committee, n.10,: 48.
Next is the connection between structure and function! Proteins do not randomly bind to their targets. They have a specific active site that is used to bind and continue its work. So, in the end, if the structure changes, it would change the shape of the active site. This would stop the protein from being able to do its job! The process of formation is not fully understood, but researchers have been looking at various factors that affect its formation and could thus be playing a role in the formation. Studies have shown that it is a quick process and is initiated in a few minutes to a few hours. The PrP(Sc) production was often transient and did not end up as an infection. One of the things that are important for the formation of prions is lipid rafts. Planning Process in the State of Orissa. Submitted by: Santosh Singh Manash P. Sarma Amogh Garg Contents 1. list of enactments 2. about Orissa Town Planning and Improvement Trust Act, 1956 3. structure of Orissa Town Planning and Improvement Trust Act, 1956 4. planning authority 5. hierarchy of plans i. Master plan ii. The improvement trust shall have the duty of carrying out provisions of this act. The two important planning functions of the trust are: 1. Preparation, implementation and revocation of master plan. 2. Preparation and implementation of improvement schemes. Comparison between director of. The prison environment includes the physical environment and values, relationships, procedures and policies that constitute the day-to-day functioning of a prison. These factors shape the prison experience and can provide opportunities to reduce both the risk of radicalisation during imprisonment and the risk of reoffending after release into society. Intelligence is crucial to the safe functioning of prisons, but monitoring for extremism is subject to false positives. We therefore recommend four sets of considerations to assist decision-making linked to intelligence: Using existing structures and processes for individualized sentence plans: There are few rehabilitation interventions in place in prisons specifically for VEOs and those suspected of radicalisation. Use of prison and jail inmates to produce goods or provide services for a public agency or private corporation. Supermax Prison. A penal institution that, for security purposes, affords inmates very few, if any, amenities and a great amount of isolation. Privatization. The operation of existing prison facilities, or the building and operation of new prisons, by for-profit companies. New Generation/Direct Supervision Jail. A jail that, by its architecture and design, eliminates many of the traditional features of a jail, allowing staff members greater interaction and control.