Jail Department

2.9 Performance IT Audit of Prison Management System and Visitor Management System

Executive Summary

Prison Management System (PMS) and Visitor Management System (VMS) is a Local Area Network based System for Management of prisoners and visitors solution. PMS and VMS software was designed and developed by NIC, New Delhi with SQL Server 2008 as the backend and ASP Net as the frontend in Windows 2007 Operating System. The objectives of PMS/VMS project was to automate the processes at primary sources of data i.e. Jails and to record and manage the inmates and visitors information. The performance IT Audit of PMS and VMS revealed the following:

- No Software Design Documents was prepared before developing the system. Feasibility study and parallel checking of the software was also not done, which led to lack of internal consistency and integrity.

(Paragraphs 2.9.8.1 and 2.9.8.2)

- The objective of PMS and VMS to create centralized data base of inmate and visitor information could not be achieved due to non-installation of hardware as per the location plan and incomplete data entry. Further, short supply of hardware led to idling of hardware and delay in completion of the project by 32 months from its scheduled completion date of March 2010.

(Paragraph 2.9.9)

- There were deficiencies in designing PMS/VMS software, which resulted in incomplete data entry. We noted that details of 1.12 lakh inmates were entered in the database as against 2.47 lakh inmates admitted during 2010-11 to 2014-15. No data base of visitors had been created. The system failed to check duplicate entries of admission of the prisoners.

(Paragraphs 2.9.10.1 and 2.9.11.5)

- The Department was having inadequate IT security mechanism, physical control and password policy. The data entry was done by inmates and jail warders.

(Paragraphs 2.9.11, 2.9.11.1 and 2.9.11.2)

- CCTV system were installed in 14 Jails at a cost of ` 10.27 crore. However, we noted in five test checked districts that no restrictions were imposed on entry of unauthorised persons to the cameras display site.

(Paragraphs 2.9.12 and 2.9.12.1)

- Video Conferencing System between jail and district court was targeted to be established in 23 jails during 2013-14 and 2014-15. However, these were not established.

(Paragraph 2.9.13)

2.9.1   Introduction

In Madhya Pradesh, Jails were established under the Prison Act, 1894, and the Prisoners Act, 1900 governed by the Madhya Pradesh prisons Rules, 1968, framed there under. The Model prison Manual introduced by the Government of India (December 2003) was partially adapted in the State in February 2008. Thereafter, about 200 amendments have been made in the jail manual of the State through Gazette notifications from time to time.

The main objectives of jails are to confine persons committing offences under various laws. Apart from custodial and proper care of offenders of laws, it is the responsibility of the Jail and Correctional Services Department to ensure adequate security and to undertake programmes aimed at reforming prisoners as part of social reclamation through academic, moral, educational and vocational training and also providing proper medical care, so that they can fulfil their obligation towards their families and society after release from jail.

2.9.2   About the Applications (PMS and VMS)

Prison Management System (PMS) and Visitor Management System (VMS) is a Local Area Network based System for Management of prisoners and visitors solution. PMS and VMS is a Government to Government and Government to Customer application which encapsulates the manual working pattern of the prison rule book i.e. registration, movement within the jail and outside and release of the inmate.

It helps to generate more than 65 reports of administrative, performance and statistical   nature.   It   also   helps   the   prison   authorities   in identification/verification of the inmates using fingerprint based identification tools.

PMS and VMS software was designed and developed by NIC, New Delhi with SQL Server 2008 as the backend and ASP Net as the frontend in Windows 2007 Operating System. It was based on client-server architecture, supporting latest GUI features.

E-Prison Application

It is a web based application upgraded from PMS-VMS software which was also developed by NIC and introduced with effect from 10.02.2015. Only PMS was in operation and VMS operation did not start (June 2015).

The objectives of PMS and VMS was easy handling of records of prisoners, quick access to data of prisoners, easy classification of prisoners, easy handling of records of visitors coming to meet prisoners and saving records from any physical damage.

The architecture of PMS and VMS is depicted in the following diagram:-
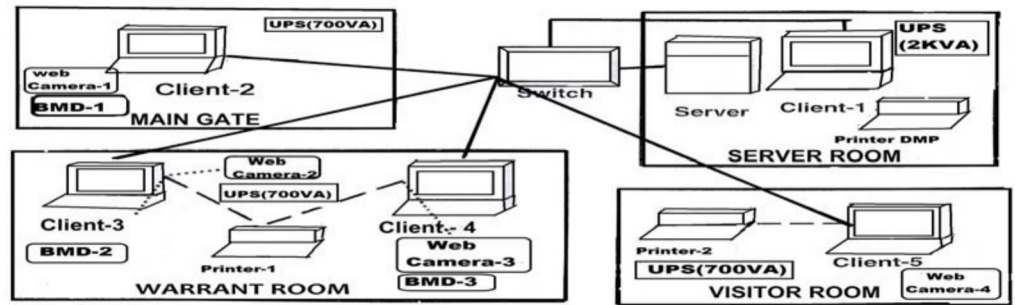
- Client 1 was to be established at server room and used as a source of data back up.

- Client 2 was to be established at main gate and entries of all incoming and outgoing prisoners and persons and articles in their possession like stock, equipments etc. was to be made.

- Clients 3 and 4 were to be established at warrant room and all information of inmates like health condition, period of sentence, prisoner's private property, remission, parole etc. was to be made.

- Client 5 was to be established at visitor room and used for visitors information.

2.9.3 Organisational Setup of the Department

The Principal Secretary is the administrative head of the Jails and Correctional Services (JCS) Department at the Government level. Director General, Prisons and Correctional Services (DGP) is head of the Department who is assisted by Additional Director General Prisons and Correctional services (ADGP) and the Additional Inspector General Prisons (AIGP).

There are eleven Central Jails (CJs) (08 at Division level and 03 at District level), 33 District Jails (DJs) at district level and 78 Sub jails (SJs) at district and tehsil level. The CJs and DJs are managed by Jail Superintendents (JSs) while the SJs are managed by Deputy Superintendents/Deputy Jailors. One open jail at Hoshangabad, one Regional Training and Research Centre at Bhopal and one training centre at Sagar are also functioning under the Department.

PMS and VMS was being implemented only at eleven Central Jails and the fresh installation/ replacement of CCTV and Video Conferencing was targeted for 16 Jails[1] and 23 Jails[2] respectively during the audit period 2010-2015.

2.9.4 Audit Objective

The Audit objectives were to assess whether:-

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[1]   Badwani, Bhopal, Bhopal District, Datia, Gwalior, Hoshangabad, Indore, Jabalpur, Khandwa, Narsinghpur, Rewa, Sagar, Satna, Seoni, Shahdol and Ujjain.
[2]   Balaghat, Bhind, Damoh, Dewas, Dhar, Guna, Katni, Khargaon, Mandla, Mandsaur, Morena, Neemuch, Panna, Raisen, Rajgarh, Sehore, Seoni, Shahdol, Shajapur, Shivpuri, Sidhi, Tikamgarh and Vidisha.

- Implementation of the project was as per schedule and personnel at different levels were adequately trained to operate the software, CCTV and Video Conferencing.

- Adequate control was in place to ensure data confidentiality, completeness and availability. Well-defined disaster recovery and business continuity plan was laid out and implemented.

- The Projects achieved their primary objectives of automating processes providing required information and generation of various reports.

2.9.5 Audit Criteria

- Prison Act 1894 Prisoners Act, 1900 and Madhya Pradesh Prisons Rules 1968 and Jail manual and Model Prison Manual made there under.
- Government notifications and instructions issued from time to time for management of jails and Departmental rules and regulations.
- Madhya Pradesh Treasury Code (MPTC) and Madhya Pradesh Financial Code (MPFC) and Madhya Pradesh Budget manual (MPBM).
- Best IT practices

2.9.6 Audit Scope and Methodology

The implementation of PMS and VMS and establishment of LAN at eleven central jails of MP were to be compulsorily completed and become operational within four months from the date of issue of work order. Hence, IT audit covered scrutiny of various activities from creation of IT infrastructure to running of the system.

Entry Conference was held with Principal Secretary (Jails) and Director General of Jail and Correctional Services on 17.3.2015. The CCTV and Video Conferencing was included in Audit Scope at the time of entry conference on the request of DGP/ J&CS. The installation of CCTV and Video Conferencing was also test checked in these 11 districts.

Audit was undertaken for the period from 2010-11 to 2014-15. Audit covered O/o the Director General Jail and Correctional Services at Bhopal and all PMS and VMS implemented eleven Central jails. Exit conference was held with Additional Chief Secretary (ACS) on 23rd October 2015, the views of the Department have been incorporated suitably at appropriate placed in the Report.

Audit findings

2.9.7 Financial Management

2.9.7.1   *Non-Adjustment/recovery of advance payment and treated as final payment*

According to subsidiary rule 53 of M.P.T.C the temporary advance must be adjusted as quickly as possible and in no case should the adjustment be delayed beyond three months and as per the note iv of the rule 53(viii) any payment which is not final in nature should be noted in red ink in the particulars column on the payment side of the cash book of the disbursing

officer without entering the amount in the amount column. An amount paid in advance will remain as part of cash balance of disbursing officer till bill/voucher of respective payment is received and passed for payment.

A work order (October 2009) was placed to NIC for completion of PMS and VMS project in eleven central/circle jails within four months from the date of issue of work order. Against this work order, an amount of ` 81.00 lakh was paid to NIC as advance during the period October 2008 to March 2009. However, the advance payment of ` 81 lakh was treated as final payment without obtaining the bill, voucher or completion certificate from the NIC. Further, NIC did not produce the work completion certificate and no action has been taken by the department in this regard against the implementing agency.

On being pointed out department accepted (April 2015) the fact and stated that particulars of actual expenditure are awaited from NIC.

Similarly, it was also noticed that an advance payment of ` 58 lakh for installation of Video Conferencing, paid to Madhya Pradesh State Electronic Development Corporation (MPSEDC) Bhopal during the period 2013-2015 was also treated as final payment without obtaining the bill, voucher or completion certificate from MPSEDC.

In the exit conference, ACS confirmed the facts and stated that adjustment would be made after receipt of final bill.

2.9.8   Planning

2.9.8.1   Non-preparation of Software Design Documents

Documentation is an important part of software development. Types of documentation include User Requirement Specification, System Requirement Specification and System Design Document.

Software design document were not prepared before developing the system

We observed that no Software Design Documents were prepared before developing the system. In absence of software Design Documents it was not possible to ascertain whether the software actually developed was comprehensively conceived and developed as per business rules. Moreover, in the absence of such a basic document, modifications or up gradations of the system architecture in future is likely to pose problems. Neither the Detailed Project Report nor Gap Analysis Report was prepared nor any MOU executed with NIC. This resulted in the software developing lack of internal consistency and integrity as indicated by observations in para no 2.9.11.5.

In the exit conference, ACS accepted the facts and stated that software would be updated.

2.9.8.2   Feasibility study and parallel checking of the software not conducted

Feasibility study not conducted

The feasibility study of the system and parallel checking of software modules should be undertaken before system become operational to ascertain that the system has met the user requirement. Documentation relating to detailed testing should also be prepared to understand the availability and usability of the system.

We observed that no documentation relating to system testing was prepared. Hence, the extent to which the system has met the user requirement could not be ascertained. Further, it was also found that user manual was not available at the department. All reports in respect of inmate and visitors were being prepared manually. Thus, the department could not utilise the system for which it was installed/implemented.

In the exit conference, ACS has accepted the facts and stated that software would be updated.

2.9.8.3 *No provision of current level data entry*

Test check records of eleven jails revealed that no provision has been made to facilitate the initialisation of PMS and VMS and bring the data entry at current level of inmates and visitors. Master directories and centralised data base was not completed to this level. Data in Master directories was incomplete though project was initiated in 2009-10.

In the exit conference, ACS stated that consultants would be appointed.

2.9.9 Project Implementation

- *Implementation status of the PMS and VMS project*

PMS and VMS project was implemented in jails to provide a centralised approach for recording and managing inmates and visitors information, generating different kinds of reports of administrative, performance and statistical nature. It records inmate primary details, inmate family details, inmate biometric and photograph, inmate medical details, inmate case history, inmate punishment details, inmate movement, all relevant information about visitor and high quality picture pass issued to the visitor.

The implementation of PMS and VMS were to be compulsorily completed and become operational in 11 central jails within four months from the date of issue of work order. The work order was placed in October 2009 to NIC. We observed that hardware and software supplied at central jail Datia was not installed till date (October 2015). Further, hardware was not installed as per proposed location plan in other ten central jails. This has adversely affected creation of centralized database of inmates and visitors.

Duplication of work

We observed that the data entry in PMS software was not being done on regular basis and was done in incomplete form. It was further noticed that no reports were being generated through software for official use. Due to this, there was no reduction in maintenance of manual records/registers in Jails after introduction of PMS and VMS like inmates' history, medical history, family details, inmates' punishment details, inmates' movement were still filled manually. The system of manual booking of '*mulaqat*' still existed. Thus, data/records was maintained both manually and through the software resulting in duplication of efforts.

Thus, objective of introduction of PMS and VMS to create centralized data base of inmate and visitor information could not be achieved.

In the exit conference, ACS stated that these problems would be resolved in the new software of NIC. It was further added that necessary instructions would be issued to all Superintendent of Jails.

Delayed installation of Hardware and completion of project

∗ Under this project five computers, three printers, one server, four UPS, four web cameras, three Biometric devices and one switch were to be supplied in each of the eleven jails. The purchase order for supply, testing and installation of hardware item for PMS-VMS project was placed by the NIC in favour of HCL Info System Ltd. Pondicherry and Tritonic India private Ltd Solan. The hardware was received in eleven Jails from the month February 2010 to December 2012 and was installed during March 2011 to December 2012 and software was installed on December 2012. Which besides keeping all the supplied hardware idle for 33 months, delayed the completion of PMS and VMS project by 32 months from its scheduled completion date which was March 2010.

In the exit conference, ACS stated that the work was done by NIC, however, now the work is being done smoothly.

However, the fact remains that no action was taken by the Department to complete the work expeditiously.

Non-functional hardware at Datia jail amounting to ` 3.05 lakh

∗ The hardware and software supplied at district jail Datia amounting to ` 3.53 lakh was not installed till date (April 2015), due to which hardware amounting to ` 3.05 lakh became non-functional *(Appendix 2.67)*. Hence the project could not take off at all at district Datia.

In the exit conference, ACS stated that non-functional hardware would be written off.

Hardware was not installed as per location plan

It was observed in ten out of eleven test check districts[3] that hardware was not installed as per proposed plan mentioned in paragraph **2.9.2**. No hardware was installed at main gate and visitor room. It was also observed that on an average two computers, two biometric devices, two web cameras and one printer were installed as per proposed location plan and were used for PMS & VMS. Thus, rest of hardware was lying idle/ underutilised for the last two to five years, as detailed in *Appendix 2.68*. It was also found that 38 items of hardware were not supplied by the NIC as detailed in *Appendix 2.69*. Thus, due to short supply and non-installation of hardware, work load could not be distributed among all four locations in a prison resulting in non-completion of data base.

In the exit conference, ACS stated that the work was done by NIC and final adjustment would be made in co-ordination with NIC.

Hardware lying unutilised in Circle Jail, Datia 23-3-15

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[3] Bhopal, Gwalior, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna, Seoni and Ujjain

Hardware lying idle in Central Jail Indore 25-4-2015

• Hardware supplied was under warranty of one to five year period as per *Appendix 2.70*. It was observed that in eleven test checked districts[4] AMC was not executed even after the expiry of warranty period. Further, the computers and other peripherals were either running without UPS or without power backup. It was also found that those computers and other peripherals which required repair remained unrepaired and lying idle. In four districts LAN based server was not functional.

In the exit conference, ACS stated that the AMC would be executed.

Non-functional hardware

• It was noticed in eleven test checked districts[5] that no record was kept in the office regarding registering of complaint about non-working of hardware and response of the vendor, which restricted action of penalty clause. However, it was observed that hardware i.e. server, computer, UPS were non-functional from two to four years as detailed in *Appendix 2.71*. This resulted in breakdown of the system between regular intervals. This indicated poor quality of services provided by vendors during warranty period which adversely affected the utilisation of system.

In the exit conference, ACS confirmed the facts and stated that instructions would be issued for maintenance of records.

Recommendation

The installation of hardware should be made as per requirement. Execution of Annual Maintenance Contract of the hardware should be ensured before expiry of warranty period.

2.9.10 Application Control

2.9.10.1   Non completion of centralised data base

Non completion of centralised data base

As per the manual record of eleven test checked districts, 2,46,964 inmates were admitted in the jails during 2010-11 to 2014-15 of which data of only 1,12,463 was entered in the system as per *Appendix 2.72*. Similarly it was also noticed that nearly 100-150 visitors meet their relatives every day but no entries were fed in the system.

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4   Bhopal, Datia, Gwalior, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna, Seoni and Ujjain
5   Bhopal, Datia, Gwalior, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna, Seoni and Ujjain

In the exit conference, ACS stated that the data was being stored in centralized NIC server.

Reply was not acceptable as only 50 *per cent* inmates' database has been completed and no database of visitor has been created after lapse of five years.

- **Photograph, finger print and health check-up of all inmates not uploaded in software**

There was provision in the software to upload inmate's photo, finger prints and health check-ups at the time of admission. Data analysis of six test checked districts[6] out of eleven it was noticed that data for total number of 59,049 inmates were fed in software but only 42001 inmates photo, 34,176 inmates finger prints and 6,820 inmates health check-ups were captured in data base as per *Appendix 2.73 and 2.74*.

- **Parole entry of all inmates not done in software**

Incomplete entries in database

There was provision in the software to enter the parole history of inmates in the data base. During the data analysis of six test checked districts[7] out of eleven it was found that the parole of total number of 13,934 inmates was made but only 686 parole entries were made in the database as per *Appendix 2.75*.

- **All Inmates' hearing entry not done in software**

There was provision in the software to enter inmate's history regarding court hearings. During the data analysis of six test checked districts[8] out of eleven it was found that the total number of 3,20,065 inmates were produced to court for hearings during 2010-11 to 2014-15 but entry for only 7,591 inmates court hearings were made in the database (*Appendix 2.76*).

- **FIR number and date, under section/Act and police station entry of all inmates not done in software**

As per the information provided by the ten test checked districts out of eleven, it was found that a total of 7,534 inmates entries were made in the data base but only 2,433 inmates FIR number and date, the section/Act under which the prisoners were convicted and their related police stations were fed in the data base. Hence the data base of 5,101 inmates was not complete as detailed in *Appendix 2.77*.

- **Wrong entry in Master Data**

It was found that the districts Ambikapur, Bekuntpur, Bamdori, Bhilai and Badhgana, which belongs to Chhattisgarh State were shown in Madhya Pradesh State in the Master data.

It was observed that the unique code numbers have been allotted to each of the eleven Jails but only option for nine Jails have been facilitated in the software to generate the release report. Hence, no provision has been made for release report of two Jails Seoni and Narsinghpur.

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[6]   Bhopal, Narsinghpur, Rewa, Sagar, Seoni and Ujjain
[7]   Bhopal, Narsinghpur, Rewa, Sagar, Seoni and Ujjain
[8]   Bhopal, Narsinghpur, Rewa, Sagar, Seoni and Ujjain

In the exit conference, ACS stated that entries were not made due to some problem, now all entries would be made.

- **Failure of the system to check duplicate entry of admission of the prisoners**

Duplicate entries in database

It was noticed that the system was accepting duplicate entries in the details of inmate's name. In case of admission of inmate, while the filing up of the complete details of the inmate i.e. name, father's name, mother's name, age and the address, the system accepted the same twice and generated separate PID and JID number of the same inmate. It brings out the failure of the system to check duplicity in the database.

In the exit conference, ACS assured to remove the deficiency of software.

2.9.11 General Control

2.9.11.1 IT Security

Non formulation of IT security policy

- Data must be safe and secure at all time, all change/modification to data (including master data) must be documented and properly authorized. In a good system, it should be possible to link a particular entry (initial or modification) to the person who made that entry. This requires keeping of proper logs and existence of a system of review of these logs. It was found that the department had not formulated any structure or policy in this regard. No officer was posted for ensuring overall IS security.

- No physical controls like fire protection, air conditioning etc. were implemented to protect the IT facilities from getting damaged. Further, neither any restriction were imposed to restrict the entry of any unauthorised person to the computer site nor any norms fixed for the computer operator, maintenance staff, cleaner and staff of other sections to computer site. Entries were made by any of the available inmates or jail warder staff.

- According to the IT security practices there should be a password policy insisting change of passwords at regular intervals. It was observed that no such policy prescribing minimum length, period of expiry, regular change of passwords and prohibiting re-use of earlier passwords existed in the Department. Though, the password was issued to the Department by the NIC but every person could access the data by logging with the same username and password. Further, no system was made in the software to change the password at regular intervals.

- It was noticed that department did not have any written formal antivirus policy. Further, no antivirus software was installed in the system due to this there was risk of data getting corrupted.

In the exit conference, ACS stated that consultants would be appointed and instructions in this regard are being issued.

2.9.11.2 Inadequate Supervisory Control

We observed in ten test checked districts[9] that primary entries regarding newly admitted inmates which were fed in the PMS software were not verified by the Superintendent of respective jail or any other officer.

In the exit conference, ACS stated that instructions would be issued in this regard.

Recommendation

The correctness of data has to be ensured through suitable input controls and supervisory checks.

2.9.11.3 Business Continuity Plan and Disaster Recovery Plan

Lack of backup policy

With the objective to ensure data security the department must have a business continuity plan, disaster recovery plan and data back-up policy for Jails prescribing back-up time table, back-up process, life time of media and responsibility to take regular back-ups and restore data. It was observed that neither such back-up policy was formulated nor any other provision like maintenance of daily back-up register etc was made by the department. As a result, in two districts (Gwalior and Indore) all data entered for the period 2011-12 to 2013-14 got corrupted and could not be recovered.

In the exit conference, ACS stated that registers would be maintained in this regard.

2.9.11.4 Inadequacy of trained manpower and ineffective training

Lack of trained staff

Each of eleven Superintendent of jails were nominated as the nodal officer to coordinate with NIC official for PMS and VMS project and provision of three data entry operators for data feeding work was made. However, it was observed that no data entry operator or trained staff was available with the department. The work of data entry was being done by available inmates or jail warders only and higher ranking officers were not involved. Therefore, all data entries regarding inmates and visitors could not be completed and authenticated by any officer. Audit observed that half day training was organised by the NIC official to jail warders on 23-2-2011, but it was not sufficient and those trained warders were also assigned other jail duties and were also posted to other jails where PMS/VMS system was not implemented.

In the exit conference, ACS accepted the facts and stated that entry was being done by the jail trained staff.

Recommendation

The users at various levels needed to be trained to ensure the utility of the database. Adequate data entry operators should be provided to each Jail.

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9 Bhopal, Gwalior, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna, Seoni and Ujjain

2.9.11.5 Deficiencies in designing PMS/VMS software and e-prison Application.

E-prison is upgraded web based PMS-VMS software which was also developed by NIC and introduced with effect from 10.02.2015.

The following system design deficiencies were noticed during the audit of the test checked district.

Lacuna in software

Sl. No.	Provisions required in the software	Whether provisions were made in LAN based PMS-VMS?	Whether provisions were made in web based e-Prison application?
1	At the time of admission provision for inmates identification detail was made in software like inmate chest, colour, eye, ear, hair, nose, teeth, right arm, left arm, left leg, right leg and neck etc.	No	No
2	Provision to record the detail of assistant medical officer.	No	No
3	Provision to record number of previous punishments.	No	No
4	Provision to record the reasons for entering jail	No	Yes
5	Provision to record police register column.	No	No
6	At the time of admission of inmate, provision to record the health position like physical equivalence, smallpox, vaccination, category of labour and education detail etc.	No	No
7	Provision to record the period of sentence regarding Convicted Trail (CT) prisoners.	No	No
8	Provision to capture all the particulars of the warrant like the period spent on bail, the period spent earlier in the prison etc in case of CT prisoners. In the case of detenue, no provision for noting the period of detention and also the result of appeal.	No	No
9	Provision for recording the period of imprisonment and the necessary calculation for the probable date of release and for recording the default fine sentence and for calculating the exact date of release, when remission and other benefits were taken into account.	No	No
10	Provision for recording entry of fine payment and its calculation and the date of exact release.	No	No
11	Provision for entering the result of the appeal and resultant modification in the sentence.	No	No
12	Provision to feed the data in Hindi font.	Yes	No
13	Provision to CT prisoners history ticket report.	No	No
14	Provision for remand prisoners to record case number and also the name of the court concerned and the next date of hearing in case of remand prisoners.	No	Yes
15	Provision to know period wise inmates admission report. The report has been showing only present remained prisoners in the Jail on that particular date. Hence, the total numbers of prisoners whose data have been fed could not be ascertained.	No	No

Sl. No.	Deficiencies in System	Error Detected in LAN based PMS VMS	Error Detected in Web based e-prison application
1	Provision to record names of all police stations.	Not fed	Not fed
2	Entry to be displayed in user log status report.	Not displayed	Not displayed
3	Software to accept only complete identity of the prisoner.	software accepted incomplete entry	software accepted incomplete entry
4	Displayed error of legal aid and action taken entry form.	No provision	Yes
5	Provision to generate inmate's identity report.	No provision	Report not generated
6	Provision for separate serial numbers of different categories of prisoners Under Trail (UT) / Convicted / Detenues.	Entered serially only	Entered serially only
7	Whereabouts of the prisoners to be recorded.	Not recorded	Not recorded
8	The list of reports mentioning the sentence wise and section wise period spent in prison etc.	Not prepared	Not prepared

It was evident from the above deficiencies in the software resulted in incomplete data entry and report generation.

In the exit conference, ACS assured to resolve the deficiency of the software.

Recommendation

The lacuna in software must be removed through regular feedback from the users and timely rectification through application developer (National Informatics Centre).

2.9.12 Installation of CCTV

The main objective of the Close Circuit Television installation was to enhance the security of the prison and help Jail administration in the effective management of prison/prisoners.

Non achievement of target for establishment of CCTV

Finance Expenditure Committee approved ` 5.43 crore for installation of CCTV in 38 jails during five year plan period of 2012-13 to 2016-17. Out of these, ` 3.46 crore was sanctioned for installation of CCTV in 16 Jails during 2012-13 to 2014-15. We noted that Jail Department incurred an expenditure of ` 10.27 crore on installation of CCTV in 14 Jails. Thus, there was a shortfall in physical target of installing CCTV in 2 Jails even after incurring extra expenditure of ` 6.81 crore with reference to original estimation on the scheme up to 2014-15.

We observed that neither trained staff was available with the department nor any training organised by the department in ten test checked districts[10]. It was noticed in nine test checked districts[11] that there was short coverage under the CCTV cameras as one or the other portion of each of nine jails remained uncovered.

In the exit conference, ACS stated that extra expenditure was due to change of technology. It was further informed that trainings would be organised and planning for installation of additional cameras in jails was being prepared.

2.9.12.1 Physical Access control

As per the information provided by the department it was observed in five test checked districts[12] that no physical control policy had been implemented to protect the IT facilities from getting damaged. Further, no restrictions had been imposed on entry of unauthorised persons to the cameras display site. This resulted in frequent interruption of CCTV footage due to failure of cameras ranging upto 15 days.

In the exit conference, ACS stated that instructions in this regard were being issued.

2.9.13 Video Conferencing System

The aim of establishment of video conferencing facility in prison was to drastically reduce the expenditure incurred on physically producing the jail inmates in the courts. Physical production of an inmate requires transportation

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10   Bhopal, Datia, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna , Seoni and Ujjain
11   Bhopal, Gwalior, Indore, Jabalpur, Narsinghpur, Rewa, Sagar, Satna and Ujjain
12   Datia, Indore, Narsinghpur, Rewa and Seoni

escort by armed police personnel, prevention of fights between inmates and wastage of nearly 6 hours time in each case. Fear of custody break was always there during the physical production.

Non establishment of video conferencing system

As per the meeting of Financial Expenditure Committee of Department dated 4th July, 2012 the Video Conferencing System between jail and district court was to be established and financial provision was as follows:-

Year	Target		Achievement		Shortfall %
	Physical(No. of Jails)	Financial	Physical(No. of Jails)	Financial	
2013-14	4[13]	28.00	Nil	Nil	100
2014-15	19[14]	35.00	Nil	Nil	100
Total	**23**	**63**	**Nil**	**Nil**	**100**

It was observed that advance payment of ` 23 lakh in March 2014 and ` 35 lakh in June 2014 & March 2015 total ` 58 lakh was made to implementing agency MPSEDC Bhopal for completion of that work but the same was not established in any of the twenty three jails even after expiry of two years. This resulted in non-achievement of set target and the entire amount of ` 58 lakh remained blocked. Hence, the aim of establishment of video conferencing system could not be achieved.

In the exit conference, ACS stated that the work was in progress.

2.9.14 Conclusion and recommendations

• No Software Design Documents was prepared before developing the system. Feasibility study and parallel checking of the software was also not done, which led to lack of internal consistency and integrity.

• The database of inmates and visitors for recording and managing inmate information and generating different kinds of reports from PMS-VMS software was still largely incomplete. Non installation of LAN as per location plan, delay in installation, inadequacy of trained staff and under utilisation of hardware has adversely affected creation of centralised database of inmates and visitors. Thus, the objective of PMS and VMS to create centralised data base of inmate and visitor information could not be achieved.

• Due to non-installation of hardware and non-execution of AMC, hardware items remained idle for want of repair.

The installation of hardware should be made as per requirement. Execution of Annual Maintenance Contract of the hardware should be ensured before expiry of warranty period.

• The password policy was not clearly defined and followed which raised concerns about data security and reliability. Primary entries of inmates which were fed in the PMS software were not verified.

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[13]   Dhar, Rajgarh, Shajapur and Tikamgarh
[14]   Balaghat, Bhind, Damoh, Dewas, Guna, Katni, Khargaon, Mandla, Mandsaur, Morena, Neemuch, Panna, Raisen, Sidhi, Sehore, Seoni, Shahdol, Shivpuri and Vidisha.

The correctness of data has to be ensured through suitable input controls and supervisory checks.

• There was no business continuity planning or disaster recovery policy in place to guard against the losses of data in unforeseen circumstances. Comprehensive training was not organised at regular intervals, there were instances of trained personnel not working on the software.

The users at various levels needed to be trained to ensure the utility of the database. Adequate data entry operators should be provided to each Jail.

• The deficiencies in software were creating hurdles in proper data entry and generation of records. Due to incomplete database, deficit training, and lacunae in software the critical objectives of the project are a long way from being achieved.

The lacuna in software must be removed through regular feedback from the users and timely rectification through application developer (National Informatics Centre).

• Due to short coverage under the CCTV cameras, inadequate trained staff and no physical access control, the objectives of CCTV project to enhance the security of prison and help jail administration in the effective management could not be achieved.