Sl. No.	Department	Grant No. and Name	Budget provision		Expenditure	
			Revenue	Capital	Revenue	Capital
		34-Urban Development (Municipal Administration)	1,631.56	4.18	515.85	1.92
	Total		**26,117.59**	**3,902.68**	**16,252.35**	**1,031.66**
	Grand total (includes Charged)		**30,020.27**		**17,284.01**	

Source: Appropriation Accounts 2019-20

3.1.1   Planning and conduct of audit

During 2019-20, out of 1,005 auditable units under General Sector, we audited 193 auditable units[67] during the year involving expenditure of ₹ 7,731.03 crore (including expenditure of earlier years). This Chapter contains three Compliance Audit Paragraphs.

Major observations made in audit during the year 2019-20 are discussed in the succeeding paragraphs.

Compliance Audit

Home and Political Department

3.2   Compliance Audit on "Implementation of Crime & Criminal Tracking Network Systems (CCTNS)"

3.2.1   Introduction

Crime and Criminal Tracking Network System (CCTNS) is a Mission Mode Project under the National e-Governance Plan (NeGP) of Government of India (GoI). CCTNS aimed at creating a comprehensive and integrated system for enhancing the efficiency and effectiveness of policing through adopting the principles of e-Governance and creation of a nationwide networking infrastructure for evolution of IT-enabled-state-of-the-art tracking system for all-around investigation of crime and detection of criminals. The detailed objectives of CCTNS are given in ***Appendix-3.1***. Cabinet Committee on Economic Affairs (CCEA), Government of India (GoI) approved the project in June 2009. Ministry of Home Affairs (MHA), GoI appointed (22 June 2010) Wipro Limited as Software Development Agency (SDA) for development of Common Core Application for sharing the same with the State Government for implementation of the project at the State level.

The CCTNS application software contains a "core" that is common across all 35 States and UTs. The CCTNS Core Application Software (henceforth referred to as CAS) having basic Modules as developed by SDA, was provided by GoI to States and Union Territories (UTs) for configuration, customisation and deployment of CAS according to their requirement thereof at State Data Centre. States and UTs also have an option to develop and deploy additional applications over and above the customised CAS. The CAS contains 24 Forms (11 Integrated Information Forms (IIF), three Organised Crime

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[67]   High risk units: 93, medium risk units: 53 and low risk units: 47.

Intelligence System (OCIS) and 10 Other Registration Forms / Module) dealing with different nature of complaints. Details shown in *Appendix-3.2*.

CCTNS Implementation guidelines issued to States by the MHA, GoI under e-Governance programme envisaged nine important services[68] relating to police functioning to be covered in CCTNS. These services were to be implemented through various modules and extension of modules of CAS in the State. In Assam, only four of these services[69] (two fully and two partly) are functioning (as of February 2021).

| 3.2.2 | CCTNS in Assam |

A Memorandum of Understanding (MoU) was signed (September 2009) between MHA, GoI and Government of Assam for implementation of the project in the State. The CCTNS CAS deployed in Assam consists of 13 modules[70]. The total expenditure under the project was (till August 2020) ₹ 67.08 crore (Central Government fund of ₹ 43.23 crore and State Government fund of ₹ 23.85 crore)[71].

For implementation of the project, the Government of Assam selected the service providers to provide various functions as detailed below:

Table 3.2:-Service providers selected for CCTNS implementation

Functions	Service Providers
State Designated Agency[72]	Assam Police Housing Corporation Ltd (APHCL) (Since December 2008)
State Project Management Consultancy (SPMC)[73]	IL&FS Ltd from June 2010 and PIM (Project Implementation & Monitoring Report) submitted in October 2010
State Project Management Unit (SPMU)[74]	KPMG Advisory Services Pvt Ltd from August 2012 to August 2019[75]
System Integrator (SI)	HCL Technology Limited till 2017 and CMS IT services for the period from October 2017.

Initially CCTNS was implemented in two Pilot Districts (Kamrup (M) and Kamrup (R)) from 04 January 2013 and subsequently the project went live to cover all the districts from January 2014.

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[68] 1. Registration, Investigation and Prosecution Solutions, 2. Law and Order Solutions, 3. Crime prevention Solutions, 4. Traffic Solutions, 5. Emergency Response Management Solutions, 6. Reporting Solutions, 7. Human Resources Management Solutions, 8. Collaboration Solutions and 9. Citizen and External Interfacing Solutions.

[69] 1. Registration, Investigation and Prosecution Solutions, 2. Reporting Solutions, 3. Collaboration Solutions and 4. Citizen and External Interfacing Solution

[70] Administrator, General Diary, Complaint, Citizen services, Registration, Investigation, Prosecution, Reports, Registers, Data Bank Services, Search and Query, Legal Library, FAQ

[71] Central government fund received from 2008 to 2019 was ₹ 44.78 crore and ₹ 43.23 crore was expended leaving balance of ₹ 1.55 crore. State Government fund received from 2014-15 was ₹ 30.41 crore out of which ₹ 23.85 crore was expended.

[72] To serve as a channel for transfer of funds from GOI to State and from State governments to the vendors implementing CCTNS. From 2015-16, GoI funds were received in State Government Account.

[73] Appointed to assist the State Government in implementation of CCTNS by delivering Detailed Assessment Report, Project Implementation & Monitoring Report, Issue of RFP for SI and selection of SPMU

[74] Appointed for managing and monitoring the implementation of CCTNS by the SI

[75] After exit of SPMU, the role of SPMU has been taken over by the State Government

3.2.2.1   Connectivity

In Assam, there are altogether 502 units/locations which includes 348 Police Stations (PS) and 154 Higher Offices (HO). Out of this, 474 units/locations are covered under CCTNS and in remaining 28 units/locations, network connectivity was not available as shown in **Table 3.3**:

Table 3.3:-Status of connectivity as of February 2021

Category of Units and Locations	Total units/ locations	Network Connectivity available	Network connectivity not available
Police Stations (PS)	348	329	19
Higher Offices (HO)	154	145	9
Total	502	474	28

There were three Service Level Agreements (SLA) signed with BSNL, Railtel, and Airtel in 2012, 2017 and 2018 respectively with the objective of connecting every PSs and HOs with CCTNS project. However, even after seven years of go-live of CCTNS, nine higher offices[76] and 19 PSs out of total 502 remain unconnected as of February 2021. The Department stated that service providers were not able to provide connectivity to the said locations citing technical issues *viz.*, hilly areas, riverine areas, *etc.*

Further, Ministry of Home Affairs (MHA), GoI accorded sanction and released (September 2016) ₹ 2.17 crore for CCTNS implementation in 36 new Police Stations (PSs) established after March 2011 in Assam. However, audit noticed that the Department was able to connect only 23 out of 36 PSs with CCTNS till February 2021. This led to non-inclusion of said offices in the CCTNS system and as a result said offices were left out of CCTNS even after 5 years of sanction of the funds.

As per advisory issued (30 November 2015) by MHA, GoI, offline version of CAS needs to be used by such PSs for synchronisation with SDC database from a nearby PS of HO where network connectivity is available.

3.2.2.2   CCTNS Governance Structure

GoI guidelines on implementation of CCTNS required State Government to constitute four governance committees namely State Apex Committee (SAC), State Empowered Committee (SEC), State Mission Team (SMT) and District Mission Teams (DMT). The committees have been constituted in Assam. The functions of these committees are given in **Table 3.4**:

Table 3.4:-Functions of Governance Committees

Governance Committee	Functions
State Apex Committee[77]	Review progress, Monitor fund utilisation, Issue Policy directions and guidelines *etc*.
State Empowered Committee	Responsible for allocation of funds, Sanctions for various project components, approval of various functionalities, review progress, training arrangements, deployment of handholding personnel

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[76] Circle Police Offices, Sub-Divisional Police Office, Superintendent of Police, ADGP

[77] The Apex committee headed by Chief Secretary was constituted by GoA, Home (A) department vide Notification No HMA 380/2008/114 dated 19 February 2009

Governance Committee	Functions
State Mission Team	Operational responsibility, formulating project proposals, Hardware rollout and commissioning, co-ordination with various agencies, software issues, assist the State Apex and Empowered Committees.
District Mission Teams	Prepare district project proposal, ensure proper rollout of the project in PSs, ensure hardware and software installation and operationalisation of the project, training of police personnel, in the district, ensure separate account keeping for the project, *etc*.

Presently, Addl. DGP (CID), Assam Police Headquarter is the Nodal Officer for CCTNS.

3.2.3 Audit Framework

Records relating to implementation of CCTNS were test-checked to see whether the system fulfilled its objective of creating information repository for crime and criminal tracking and helped the police officials in analysing crimes and detection/tracking of criminals and also whether it provided the citizen centric services as envisaged under the CCTNS project.

The audit was carried out during 28 October 2020 to 24 March 2021 in the office of the IGP, CID (the Nodal Office) and six Police Stations (Basistha, Dispur, Hatigaon, Gorchuk, Jalukbari and Azara) selected for test check on Random sampling basis.

Audit evidence was collected through requisitions, audit queries, questionnaires, comparison of electronic data with manual records, analysis of various modules of CCTNS software, analysis of CCTNS database for the period from January 2014 to March 2021 through IDEA and Tableau software, checking of reports generated and general scrutiny of records in selected units.

3.2.4 Audit findings

3.2.4.1 FIR Registration

The First Information Report (FIR) is registered when informant/complainant visits the police station under whose jurisdiction the crime has taken place and narrates the details of the crime to the office in-charge/station house officer. A unique number is then given to the complainant which can be referred for later usage. Using this number, a copy of the FIR can also be downloaded from the CCTNS website.

3.2.4.1.1 Deficiency in CCTNS IT system including Controls and Shortcomings in FIR Registration

I. Application Controls are specific controls unique to each computerised application. When business processes are automated into an IT application, the business rules are also built into the application in the form of application controls. These controls are built to ensure and protect the accuracy, integrity, reliability and confidentiality of information. They ensure that initiation of transactions is properly authorised, valid input data is processed, completely recorded, and accurately reported.

Audit observed that the data captured in CCTNS application was deficient and the captured data contained errors. Such errors rendered the database unreliable, and the

outputs therefrom were thus unreliable and misleading. On Analysis of FIR Registration data, the following deficiencies were noticed:

a. **Processing of Invalid and abnormal dates:** In case of 29 records, GD entry date was 1.1.1900 and for 7 records it was 18.09.2023. Further, in one case FIR registration date was 03.07.2211 and in another case GD entry was 31.12.9998.

b. **Invalid data captured for Information Received Date:** On analysis of database, it was observed that during the period from 01 January 2014 to 19 November 2020, total FIR registered were 7,23,573 and the "information received date" field was 00-00-0000 for 6,73,177 FIRs and 01-01-1900 for 50,396 FIRs. Hence, it showed that the vital "information received date" field in all the form were captured incorrectly.

Above discrepancies indicates that no system checks were enforced and thus incomplete and inaccurate entry in the database rendered the database unreliable and defeated the very purpose of implementing the CCTNS. It also made online monitoring of FIRs difficult.

It was because of data entry error on the part of the operators and also the system was unable to restrict the data entry to specific period which caused application error. In the exit conference, the department agreed with the audit observation.

II.   Discrepancies between Manually recorded and CAS generated FIRs

A comparison between manual FIR records maintained at the test checked PS level and CAS generated FIRs showed that there were discrepancies in several fields such as original date and time, Information received at PS date/time, Name of IO in FIRs, Time of occurrence in FIRs, Father's Name, Occupation details, name and address of complainant, Act & Sections. These discrepancies ranged in 45 to 100 *per cent* of test checked FIRs at different PSs (***Appendix-3.3***).

Therefore, manually generated FIR and the CAS generated FIR was not identical which might render the CAS generated FIR less trustworthy. Further, the manual FIR system was still continuing though the State Nodal Officer, CCTNS instructed (May 2017) to discontinue the manual registration and migrate to system generated FIR using CCTNS.

3.2.4.1.2   Delay observed in synchronisation of FIR

Under CCTNS, the data can be captured and accessed through both online module (through web) and offline version of CAS. In Online module, the data is directly captured in main database *i.e.,* the server, whereas in the offline module, PSs enter the data in software which is replicated with the main server on synchronisation. Ministry of Home Affairs, GoI advised (30 November 2015) the State Governments that "Offline version of CCTNS should be used to register FIR in Police Stations where network connectivity is unstable or is still pending and then synchronised with the state data centre from a nearby Police Station/Higher Office".

Further, as per the Supreme Court directive dated 15 November 2016, FIR should be uploaded in the official website of the police of all states, preferably within 24 hours of

registration which can be extended to maximum 72 hours. The Supreme Court also mentioned that if an FIR is not uploaded, it shall not ensure per se a ground to obtain the benefit under Section 438 of the Cr. PC which deals with the direction for grant of bail to person apprehending arrest.

On analysis of FIRs for the period from 2016 to 2020, delay in synchronisation of FIRs with centralised database was observed as shown in **Table 3.5** and **Chart 3.1**.

Table 3.5:-Status of synchronisation of FIRs

Year	Total FIR registered	FIR synchronised after 3 days (72 hours)			Percentage of FIR synchronised after 3 days (72 hours)
		No of FIR	Average delay (No of days)	Highest delay (No of days)	
2016	1,05,767	44,671	176.93	1,714	42.24
2017	1,09,630	58,070	192.06	1,377	52.97
2018	1,21,489	55,750	242.30	1,040	45.89
2019	1,32,442	80,649	149.45	666	60.89
2020	94,956	53,777	56.29	320	56.63

Chart 3.1: Percentage of FIRs synchronised after 72-hours
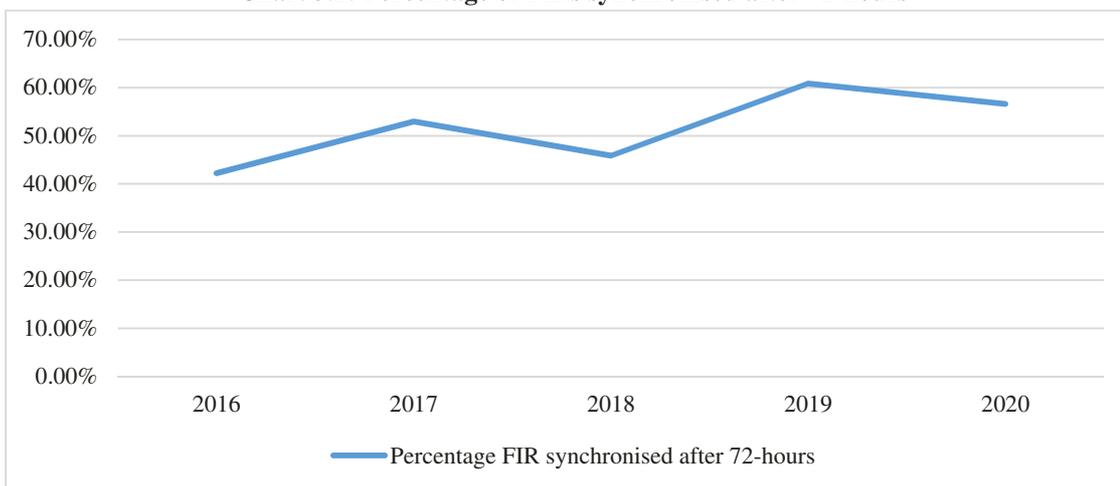
Thus, due to delayed synchronisation of the FIR data with centralised database, the citizen/ complainant/accused or the person concerned is unable to download the copy of FIR online and has to visit the PS to collect the copy of the FIR, thereby defeating the purpose of providing online service under E-governance initiative.

3.2.4.1.3   Improper linking of FIR

The CCTNS-CAS provides for linking of FIR when it is found that FIR is related to other FIR or when a complaint first raised has been converted into FIR. Linking is also essential for relational database as it provides stored data to be retrieved from connected variables thereby providing the database user the complete picture of the information from the data.

Analysis of CCTNS database for the period from January 2014 to November 2020 showed that all the 4,916 FIRs which were shown linked with other FIRs, had a field "case number" corresponding to linked FIRs as 0 (zero). Thus, the FIRs remained independent and unrelated and thus, cannot be retrieved.

Also, on scrutiny of complaint service available under the CCTNS citizen services, it was observed that 46 complaints received for the period from August 2013 to March 2021 were converted into FIR. But complaint table in the database neither contained any FIR linking field nor the link was entered in FIR table. This leads to creation of unrelated database.

3.2.4.1.4 Non-use of CCTNS for sharing of FIR

As per the Software Requirements Specification (SRS) prepared by SI for Assam Police-CCTNS project, "FIR copy will be sent to different agencies depending on the crime head and according to the acts and sections applied, so in the screen there should be a grid presenting the email ids of the departments where all the copies of FIR should go via email/alert, with the department name in the heading of FIR copy". Also, the CCTNS E-mail service was launched along with the CCTNS software which could be used for communication with relevant departments.

In all the test checked six PSs, it was observed that that the PSs usually prepared six copies of FIR out of which one copy is prepared manually on a blank FIR form and five xerox copies of the same are taken. The original FIR is sent to the concerned Court. The Xerox copies are sent through Post to the concerned DCP office, DCP (Crime) office, concerned IO, CCTNS data entry section, and one is kept in parent office as office copy.

Thus, in spite of available technological facilities it was seen that the department was still using the more expensive and time taking postal system for sending/receiving of communications thereby depriving itself of one of the benefits that could flow from the implementation of CCTNS.

3.2.4.2 Investigation

After the FIR is registered, the case is assigned to a particular Investigating Officer (IO) who then investigates the case and submits required reports/documents on completion of investigation.

3.2.4.2.1 Poor use of Case Diary module

The Assam Police Manual prescribes that case diary is to be maintained and updated by every police officer while carrying out an investigation. Particulars of the case such as the time at which the case was reported, time at which the investigation began, the time when the IO closed the investigation, places visited for investigation should be noted in the diary.

From the analysis of database for the period from January 2014 to November 2020, it was observed that though there were 7,23,573 registered FIRs in the State, case diaries were only registered against 9,515 registered FIRs at 92 PSs which was only 1.3 *per cent* of the total registered FIRs indicating poor use of case diary module.

3.2.4.2.2   Deficiency in Crime Details Form (IIF-2)

Once the investigation begins, the IO is to enter the details of the crime found during investigation in the crime details form (IIF-2). It can be saved multiple number of times till it is finally submitted in the CCTNS portal as per the SRS.

- Audit noticed that the PSs submit the manually prepared Final Form/Charge sheet along with the Case Diary which contains detailed investigation comments with supporting documents to court. The Crime Details Form in the IIF2 format was neither prepared during investigation nor submitted to the Court.

- Further, as per Assam Police Manual Rule 194, cases map or a plan or, if required by circumstance, both will always accompany the charge sheet for heinous cases[78]. On scrutiny of crime details form prepared through CCTNS-CAS, it was observed that there were 2,13,205 cases reported as heinous during the period from January 2014 to November 2020. The site map/ case map/plan was not found uploaded in the system for any of these cases. Further, for all the 2,13,205 crime details record available in the database the "physical evidence field" was empty. This indicated that the CCTNS was not used adequately for recording data.

- Further, a comparison between manual crime details form records maintained at the test checked PS level and CAS IIF-2 showed that there were discrepancies in several fields such as date and time of visit to the place of occurrence, gist of the case, modus operandi, motive of crime, particulars of victim, description of the place of occurrence. These discrepancies ranged in 33.33 *per cent* to 100 *per cent* of test checked FIRs at different PSs as shown in ***Appendix-3.4***.

Thus, due to inadequacy in capturing information, it is observed that Crime Detail Form failed to fulfil its purpose. The absence of a complete and reliable Crime details data defeats the very objective of creating a centralised database of crime and criminals.

3.2.4.2.3   Final Report/Charge sheet

On analysis of database following discrepancies were observed in the Final Form/Charge Sheet generated from CCTNS-CAS:

1. As per Assam Police Manual Rule 218 'a police officer sending up an accused person for trial, will, whenever practicable, take the fingerprint of left thumb on a piece of paper to be annexed to the charge sheet'. Also, as per Rule 116 of Assam Police Manual 'In view of the importance of photography as a means of identification of criminals, the photographs of convicts and others should be taken in accordance with the rules framed by the State Government under the Notification of Prisoners Act, 1920 (Act XXXIII of 1920), (a) In connection with an investigation, inquiry, or trial, and (b) in the case of prisoners accused of classes of offences for which a photographic record is deemed necessary'. Further, as per rule 35 of Assam Police Manual, 'Approvers in important cases

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[78] Murder, Highway or mail robbery, Dacoity or extensive burglary or theft, and Riot involving grievous hurt or culpable homicide or damage to property

should have their photographs and fingerprints (3 sets) taken without delay'. In keeping with above requirements of Assam Police Manual, the CCTNS project had considered the availability of an information repository along with the criminal images and fingerprints with advanced search capabilities as one of the primary benefits to flow from the project. However, an analysis of database revealed that no fingerprints or photographs were found captured till March 2021.

2. The data entered in the Court Name Field of IIF-5 was irrelevant and erroneous in 37,934 out of 1,89,580 entries (20 *per cent*) which contained entries like Unknown, not known, not noted, *etc*.

3. Further, 150 FIRs were randomly selected in 5 test-checked PSs from Khatian Register maintained by five (5) out of the six (6) test checked PSs against which Final Report/Charge Sheet (CS) were submitted to court. But on cross checking of FIRs with CAS at PS level, it was disclosed that out of 150 FIRs, data was entered only in IIF-5 (CAS) in case of 94 FIRs (62.66 *per cent*). Even after a lapse of one to five years from the submission of FR/CS to court, data against 56 FIRs was not entered in IIF-5 (CAS), details of which are shown in *Appendix-3.5*. Further, audit checked 94 aforementioned FIRs and found that even the basic fields (*viz*. Particulars of Accused Person Charge-Sheeted, Status of Accused, Father/Husband name of the accused and date of birth) to be empty in case of several (12) FIRs as is shown in ***Appendix-3.6***.

Hence, it is observed that entries in the IIF-5 in CAS was not done for all the FIRs against which FR/CS submitted to court. Even though data was entered for some FIRs in IIF-5 (CAS) even the basic fields had no entries as noted above. This rendered the database incomplete defeating one of the core objectives of CCTNS.

3.2.4.2.4 Uploading of Photograph of Missing Person / Unidentified dead body or Unnatural death – observation thereof

As per SRS, System should provide the user with the following representative Information Services through the online portal (i) Missing Persons Listing with Photographs (ii) Unidentified Dead bodies (with Photographs) Listing and (iii) Most Wanted Criminals Listing (with Photographs). Moreover, NCRB vide Minutes of CCTNS Nodal Officers meeting (October 2020) categorically reiterated to upload good quality of photographs by all States/UTs. Test check of records and system check showed that except Missing Person (where some photographs were uploaded but not in all cases), no photographs of Unidentified dead body or Unnatural death was uploaded/captured in the system. Uploading of photos not only helps in investigation, but also creates a strong database which could be utilised in future to solve cases.

3.2.4.3 Non-utilisation of various modules in the system

On examination of database with respect to the investigation and registration of cases, it was found that following modules available in CAS were not used:

Table 3.6:-Non-Utilised Modules

Sl. No.	Name of Module	Use/Application	Status
1	Interrogation module under Investigation	Stores information like interrogated person details, physical description of interrogated person, confession details and other related information relating to interrogation of accused/suspect. Interrogation information is vital part of investigation.	On Scrutiny of database, it was seen that not a single entry was found in the module. The concerned police official who made interrogation, entered the information in the case diary manually without utilising the system. Responsibility of data entry in the system was left on data entry operator. This led the module largely unused.
2	Malkhana[79] module under Investigation	Has provision for acceptance of property in Malkhana, release of property from Malkhana, re-submission in Malkhana, matching of property stolen/involved and prepare property movement challan/invoice.	i. Analysis of database showed that Malkhana module had only 10 entries (1 in 2017 and 9 in 2020) by 2 users, out of total 10,964 users. ii. Further it was also seen that 32,017 seizure memos were entered but the same were not found in the Malkhana module which indicated that the information was not properly linked in the database.
3	Prosecution Module	Assign case number from Court, Add and view Trial details, Warrant details issued by the court, Court disposal/appeal details, Add and release Jail detail, Property release from Malkhana.	On analysis of the CCTNS database, it was found that the prosecution/ court module was not being used since the inception of the system. It was noticed during audit that the integration with the ICJS (courts) was not completed. During exit conference (23 December 2021), the Department stated that the integration process was still in progress.
4	Preventive Action under Registration Module	Register and view details of Preventive Action/ Kalandr, Externment proposal details submitted by SHO, Externment proposal details submitted by SDPO/ ACP/ DSP to SP/DCP, Approval/ Rejection of proposal by SP/DCP, Court proceedings (For Externment).	It was observed that the system was not used by the Police Personnel; as desired. Task of data entry was left on the data entry operators leading to shortfall.
5	Data Bank Services	Data Bank Services module was developed to act as a repository of data for various heads such as Firing/Lathi Charges, Arm License Details, Citizen Helpful to Police Information, was developed to act as a repository of data for various heads.	Analysis of database for the period from January 2014 to November 2020, it was observed that only 14 records[80] were captured in the module. This indicated that Data Bank services module was not adequately used for data capture in the system

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[79] As per Assam Police Manual Rule 63(a), A secure room known as Malkhana will be provided for the safe custody of properties such as stolen property sent up for identification; property found on under-trial prisoners; property forwarded as exhibits in criminal trial, unclaimed property taken possession of by the police under Section 25 of the Police Act. (Act. V of 1861), suspicious property sent in under Section 523, Cr. P. C. and all other property which may be taken charge of the police and sent to court,

[80] Arm License Details: 7, Citizen Helpful to Police Information: 1, Drug Peddler Information: 2, Senior Citizen Information: 2, Single Woman Information: 1, Total Village Information: 1.

On field visit to Dispur PS, it was observed that many seized/stolen vehicles were kept inside the premises of PS with Malkhana Register Number (MR No.) registered against them, but no corresponding entry was made in the Malkhana Module under CCTNS. Maintenance of centralised database of vehicles using the Module can help in locating the rightful owners of vehicles which is not possible in the current system.
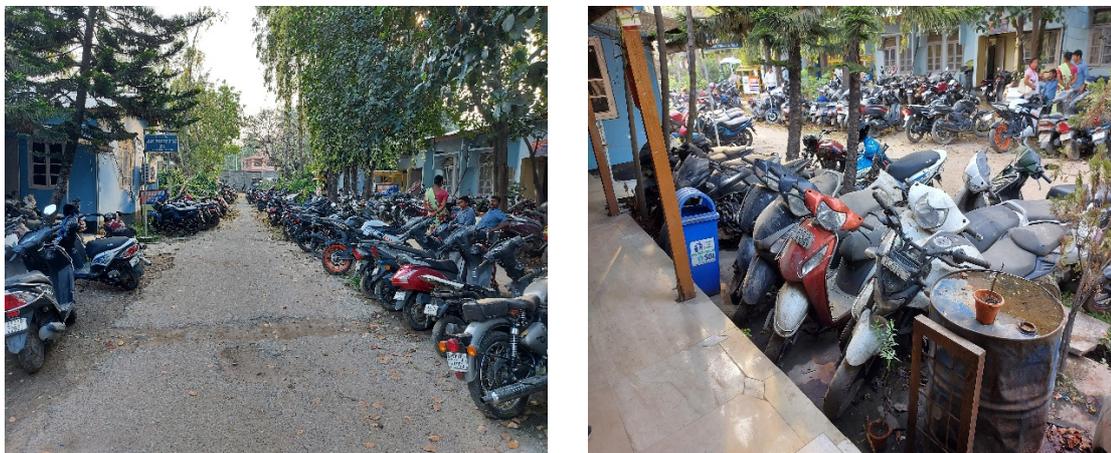
Image showing seized/ stolen vehicles kept inside the premises of Dispur P.S.

Thus, it was seen that even after seven years of go live of the CCTNS project, many modules in the system were not being used which defeated the very objective of digitising the operations of the Police department. The reasons attributing to non-utilisation of CCTNS was lack of training to the users and also the use of both manual and online system of keeping records.

The Department during exit conference (23 December 2021) agreed with audit observation and ensured to keep away with existing parallel system of maintaining both manual forms and CAS generated forms in phased manner.

A brief on the usage of CCTNS by Assam Police

The expected benefits from implementation of CCTNS to the Police Department, as envisaged, were to create centralised crime and criminal information repository along with the criminal images and fingerprints with advanced search capabilities and provide enhanced ability to analyse crime patterns and/ or modus operandi. Based on the findings enumerated in the Paragraphs 3.2.4.1 to 3.2.4.3, audit observed non-effective usage of CCTNS system by the Department as noted below:

I.   Non recording/Partial recording of details as a part of different IIFs: The information regarding the crime as recorded during registration of FIR, Investigation Officer rank and name and relevant information during preparation of case diary, crime details form and final form/charge sheet was found incompletely recorded. Many important details like, site map, physical evidence details were not found captured in the system.

II. The attributes of criminals which could aid subsequent crime and criminal tracking were also inadequately recorded as it was seen that no photograph and fingerprint were captured in the system.

III.   The information was not real-time as the data was entered into the CCTNS system by the concerned operators on production of physical records.

Hence, it can be concluded that CCTNS project implementation in Assam has failed to create a reliable information repository of both crime and criminals thereby frustrating the very objective of the project which was to facilitate investigation of crime and detection of criminals.

3.2.4.4   Report Generation

3.2.4.4.1   Non-utilisation of Report generation utility

One of the objectives of CCTNS project was to reduce manual and redundant records thereby reducing the maintenance of various registers and forms in daily functioning of the office. On test check of records maintained by Police stations following deficiencies were noticed:

(i) Each PS sent monthly and yearly reports consisting of 48 individual reports to DCP(Crime)/ Higher Offices. On scrutiny of monthly report for the month of September 2020 for the Dispur PS, it was found that manual entry was done for all the 48 reports under different captions although the facility to generate several of these reports in similar format was available in the CCTNS. It was also observed that higher officers too were not accessing the CCTNS-CAS through their individual login accounts for accessing the system generated reports, and instead were asking the individual PSs to send the report.

It was noticed that the data entered in the system at the PS level was incomplete and thus leading to generation of erroneous report. This was further confirmed by the Department in the Exit conference and it was also stated that erroneous report led the higher offices to ask for the manually generate reports.

(ii) Analysis of the manually prepared reports and reports generated through CAS by the Dispur Police Station for the month of September 2020 showed that:
- Total 41 reports were available in CAS against the total 48 reports prepared manually. Out of the 48 reports prepared manually, 26 were not found in the CAS as shown in *Appendix-3.7*.
- Comparison of 17 similar manual and CAS reports revealed that various important fields were either not matching, missing or showing nil/blank report as shown in *Appendix-3.8*.
- None of the reports of the PSs generated from the CAS was identical to the manually generated reports.

Further, as per the agreement with System Integrator (SI), the Government of Assam was empowered to make customisation of the CAS for state specific requirements. It was, however, noticed that no such customisation was requested to the SI by the Government of Assam. Also, as observed in *Paragraph No. 3.2.4.1.1*, the data entry in the system was not error free and so it was likely that higher offices preferred manual reports to the ones generated by the system.

One of benefits of CCTNS to Police Department, as envisaged, was reduced workload for the police stations back-office activities such as preparation of regular and ad-hoc reports and station records management. The existence, prevalence and dependence on manual reports even after seven years of implementation of CCTNS raises question about the efficacy of implementation of the project and trustworthiness of reports generated.

3.2.4.4.2 Pragati Dashboard and CCTNS Database

Pragati Dashboard prepared by NCRB[81] provides the component wise periodical as well as up-to date reports on various activities of the implementation of CCTNS of the States/ Union Territories and CCTNS. The dashboard provides the actual status (both periodical/ up to date) on the various activities of the implementation of the project of a State/UT. It also ranks states among various categories[82]. The state of Assam was ranked 3rd out of 10 states in Hilly states category in September 2020 (Rank of Assam is 6th in August 2021).

Audit compared the information available on Pragati Dashboard with the figures of CCTNS database and other information furnished by the Department for the month of September 2020 and found that both set of information does not match with each other. Comparison made on several indicators is shown in **Table 3.7**:

<div align="center">

Table 3.7:-Differences in reporting between Pragati Dashboard and Actual facts (database and information furnished) for the month of September 2020

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Sl. No.	Field Name	Pragati Dashboard (September 2020)	Actual figures as per database and information furnished	Remarks
1	Total No. of FIRs registered in all PSs, and Total No of FIRs entered in CAS	7,810	The Dashboard shows identical number for total FIRs registered in all PS and those entered in CAS. However, on test check of total FIRs registered in Dispur PS for September 2020, the number was 325 FIRs whereas CAS showed 218 FIRs for the same PS (difference of 107). Thus, total FIRs registered in the PS and those entered in the CAS was not found to be same as stated by Assam police and being shown in Pragati Dashboard.	Thus, factually incorrect information is provided by Assam police to NCRB thereby increasing rank of Assam and painting incorrect picture of successful implementation of CCTNS in Assam. Further, it is also seen that all the cases registered are not entered in the system as claimed in Sl. No. 7.
2	No of PS that recorded IIF1 in CAS only (and not first on paper and then in CAS)	100%	On field visit of test checked 6 PSs, it was found that the Data Entry Operators entered IIF-I to IIF-5 on the basis of production of physical / on paper form duly authenticated by SHOs and	Audit observed that data is entered in CAS only after the physical copies of various forms are provided to CCTNS cell. Further, on analysis of manual and CAS generated report for the period from

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[81] National Crime Records Bureau, MHA,GoI

[82] Non CAS states (Advance States), Major States (including Delhi), Hilly states, Union Territories (except Delhi)

Sl. No.	Field Name	Pragati Dashboard (September 2020)	Actual figures as per database and information furnished	Remarks
			IIFs were not recorded directly in the CAS.	January 2021 to July 2021, it was observed that there was difference in the IIF1 to IIF5 registered manually and those entered in CAS. Thus, incorrect information is being provided for NCRB's dashboard.
3	No of PS that recorded IIF2 in CAS only(and not first on paper and then in CAS)	100%		
4	No of PS that recorded IIF3 in CAS only(and not first on paper and then in CAS)	100%		
5	No of PS that recorded IIF4 in CAS only(and not first on paper and then in CAS)	100%		
6	No of PS that recorded IIF5 in CAS only(and not first on paper and then in CAS)	100%		
7	Numbers of PS where CCTNS data synched with the SDC on same day	100%	20.56%	Out of 9,589 total FIRs, as per database, 1,972 FIRs were replicated on same day.
8	Reports generated through CCTNS in the Police Stations	100%	In test checked 6 PS, it was observed none of the PS used CCTNS generated reports.	As observed in Audit, Report generation facility is not used whereas manual reports are still prevalent and used.
9	Usage Search and Query through CCTNS	100%	In test checked PS, it was not found used during investigation	The system is used by operators and not by the concerned IOs, hence the usage and search function is not found used.
10	Number of PS able to search on National database	100%	In test checked PS, it was not found used.	

Sl. No.	Field Name	Pragati Dashboard (September 2020)	Actual figures as per database and information furnished	Remarks
11	Numbers of Capacity Building	100%	20.50%	State plan recommended training of 51,729 persons, whereas training was imparted to 10,595 persons till 09-2020
12	Numbers of PSs where complete Hardware commissioned and CCTNS software deployed	100%	94.30%	315 out of 334 PS had hardware commissioned and CCTNS software deployed
13	SMS alert activated in the CAS/CCTNS	Yes	No	False information provided.

Therefore, it is evident from the table above that the information being furnished by the Department to NCRB for maintenance of Pragati Dashboard is factually incorrect on many parameters, and the nature of the erroneous reporting is such as to show a better picture of the extent of implementation thereby even garnering a better inter-se rank. Such misreporting renders the whole Dashboard of NCRB unreliable and misleading for assessing the *inter-se* progress of CCTNS project implementation across States.

3.2.4.5 Failure in implementing role-based system

As per the SRS, the CAS was to be a role-based system (with 54 roles) where the concerned Station House Officer (SHO)/Investigating Officer (IO)/concerned person made their individual entries as per requirement. But on test check of Police Stations, it was observed that the concerned officials conducted and prepared relevant documents as per the existing manual system which was prevalent before the introduction of the CCTNS. The data entry in the system was subsequently performed by hired operators who entered all the forms/data to be entered in the system by using Login IDs of all the officials concerned in the particular Police Station (PS)/Higher Office.

This violated the access control of the database, compromising data security, and at the same time, the information in the database was not real-time as was envisaged.

Further, on scrutiny of documents related to software customisation requests received by CMS Ltd, it was observed that Assam Police requested for "Multiple Login from SP Login ID" on 08 March 2018 and the same was implemented since 16 March 2018. Also at PS level, the "Multiple Login from SHO Login ID" feature was requested on 04 May 2018 which was implemented on 07 May 2018. Thus, a single SP and a single SHO is permitted by the application to be logged in on multiple devices at the same time. This feature thus enables Multiple Logins to be performed from single account by operators or other than person concerned.

The matter of non-involvement of IO/Police personnel to CCTNS was also pointed (19 October 2017) out by the NCRB team after their visit to PSs.

Thus, the Assam Police is not only violating role-based access but also furthering the use of operators thereby compromising the database and quality of data created.

The Department in the Exit conference stated that database was compromised and the real-time basis was not maintained due to duplicity of work *i.e.,* same work was done both manually and through CCTNS, the SHO was unable to perform individual entries in the CAS due to work load and time constraints.

3.2.4.6   Citizen Services

One of the objectives of the CCTNS was to improve delivery of citizen-centric services through effective usage of Information & Communications Technology (ICT). As a part of it, several citizen services were launched by Assam Police using the CCTNS. There are 2 types of services provided under it:

a. **Direct Services**- which are completely rendered by Assam Police. It includes Complaint, Servant verification, Tenant verification, Employee verification, Strike/protest & Procession permission, Missing person information and Lost & Found.

b. **Indirect services-** which are rendered in collaboration with other departments *viz.,* Passport verification. It includes Passport Service, Permanent Residence Certificate, Character Certificate & DAKSHA.

## 3.2.4.6.1   Poor implementation of Citizen Services

Requests to avail the services are submitted directly by the citizens and other government departments. The overall picture of status of the services availed for the period from January 2014 to March 2021 is shown in **Table 3.8** and **Chart 3.2**:

Table 3.8:-Status of Service Requests

Request Type	Request Submitted (Nos.)	Request entertained/ Completed (Nos.)	Request Pending (Nos.)	Percentage of pendency
Direct Service (Offered only by Assam Police)				
Complaint	1,753	468	1,285	73.30
Employee verification	25,321	13,622	11,699	46.20
Tenant verification	98	0	98	100.00
Domestic help verification	164	23	141	85.98
Procession	5	1	4	80.00
Event	48	0	48	100.00
Protest / Strike	1	0	1	100.00
Lost & Found	468	NA	NA	NA
Sub Total	27,858	14,114	13,276	48.47[83]
Indirect Service (Offered in collaboration with other Departments)				
PRC	2,05,826	1,79,439	26,387	12.82
DAKSHA	3,428	795	2,633	76.81
Passport	1,80,956	88,892	92,064	50.88

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[83] Lost & found being self-service no processing is required, so not included in calculation

Request Type	Request Submitted (Nos.)	Request entertained/ Completed (Nos.)	Request Pending (Nos.)	Percentage of pendency
Character	2,07,579	1,89,107	18,472	8.90
Sub Total	5,97,789	4,58,233	1,39,556	23.35
Grand Total	6,25,647	4,72,347	1,52,832	24.45

Chart 3.2: Status of Direct and Indirect Services
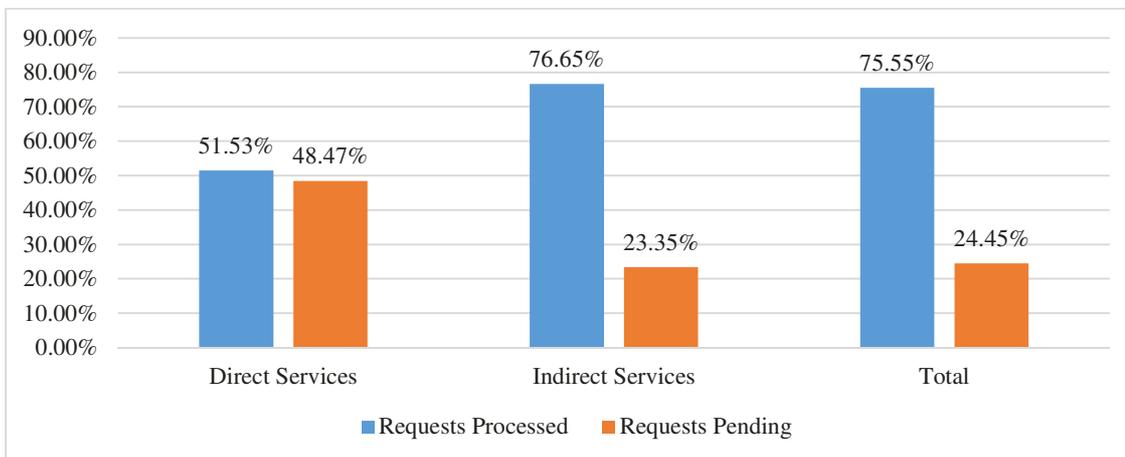
Test check of seven direct services and one indirect service was done. On analysis following shortcomings was noticed:

I. **Complaint:** It provides functionality to the citizens for registering the complaint online and also enables a police officer to register the manual complaints online. On analysis of the complaint received between January 2014 to March 2021 it was observed that out of 1,546 total complaints received, only 299 (19.34 *per cent*) were processed *i.e.*, 80.66 *per cent* of the complaints were not assigned even an enquiry officer.

II. **Employee Verification**: It provides functionality for employee verification for purpose of job. On analysis, it was found out of 25,321 requests received from 2016 to 2020, only 13,622 (54 *per cent*) were processed and out of the requests processed, 6,350 (47 *per cent*) were processed with delays beyond the stipulated time of 45 days as approved by State Apex Committee Meeting held on 27 January 2017.

III. **Character Verification:** The functionality provides for Character Verification by the Police Department. On analysis, it was found that out of 2,07,579 requests received from 2016 to 2020, 1,89,107 (91 *per cent*) were processed, out of which, 91,495 (48 *per cent*) requests were delayed beyond stipulated time of 15 days as approved by State Apex Committee Meeting held on 27 January 2017.

IV. **Event Performance Request:** It provides for applying for conducting an event. The application is processed by the concerned SP/DCP office. On examination of database, it was observed that during 2017 to 2020, total 48 requests were received seeking permission for event but none of the requests were processed in any way. Thus, it was seen that the functionality though available online was not being attended by the Assam Police.

V. **Tenant Verification:** This functionality is used by citizens for verification of their tenants. On analysis of database, it was observed that a total of 98 requests were received for tenant verification from 2016 to 2020 but none of the requests was assigned enquiry officer till the date of audit (April 2021). Thus, the service was launched on paper only as the application received were not processed.

VI. **Procession Request:** It provides for facility to apply for conducting procession. The application is processed by the concerned SP/DCP office. On examination of database, it was found that during the years 2016 to 2019, total five requests were received out of which, only one request was processed.

VII. **Protest Request:** It provides for applying for protest application. The application is processed by the concerned SP/DCP office. From examination of database, it was seen that since 2016, only one request was received and as per the database, the request received was not processed.

VIII. **Servant Verification/Domestic Help Verification:** It provides citizens for verification of their domestic help/servant. On analysis of database, it was found that since 2016, a total of 164 requests were received out of which only 23 (14 *per cent*) requests were further processed. Of these, four requests were processed after stipulated time of 45 days as per the Minutes of State Apex Committee Meeting held on 27 January 2017.

Hence, it was seen that under Citizen services most of the services offered were not even operational. Lack of training on the part of operators may be one of the reasons for lack of processing of requests. Thus, it was seen that Citizen services was a failure from implementation, monitoring and service delivery perspective.

3.2.4.6.2 Non-implementation of Citizen Awareness Programme

The State Apex Committee, CCTNS, Assam decided (27 January 2017) that the State and district should prepare plan for public awareness to popularise the online system of citizen Services under CCTNS project to adopt Digital India concept of faceless, cashless and wireless transactions. MHA released ₹ 4.00 lakh to the Government of Assam for awareness and promotion of Citizen Services. These services needed to be promoted by Police Headquarters through print media, visual media, bulk SMS, Flex, Banners, Hoardings so that the awareness can be created among citizen for utilisation of services".

Scrutiny, however, revealed that no Citizen Awareness Programme was conducted by the department till February 2021 and central funds thereof are lying unutilised till February 2021 although Citizen Services were launched since February 2015. Poor awareness may have led to poor uptake of citizen services, with further impact on non-attainment of intended benefits of the project.

3.2.4.7 Capacity Building

One of the activities envisaged under CCTNS was Capacity Building (CB) for Police Personnel to empower the direct users and other stakeholders of CCTNS to optimally use the system and enhance outcomes in crime investigation, criminals tracking and other core police functions. The State level System Integrator (SI) was supposed to render CB

services adopted for CCTNS. The SI had the responsibility for creation of training material, designing the training programs and their delivery to the target group[84].

3.2.4.7.1   Inadequate training

- During the first Apex Committee meeting (July 2008), the then IGP(CID) stated that there should be a cadre of IT personnel in the Police Department to look after CCTNS. Accordingly, Assam Police submitted Project Implementation and Monitoring (PIM) report to Ministry of Home Affairs, GoI in October 2010, wherein it was proposed to train 23,659 personnel. But on scrutiny of records, it was seen that training was imparted to 10,595 personnel till February 2021 resulting in shortfall of training to 13,064 personnel (55.22 *per cent*).

- As CCTNS is role-based system and individuals are responsible for their own work, it is important to train existing people at all the levels starting with Officer in Charge (OC), Investigating Officer (IO), Enquiry Officer (EO), Station Writer (SW) & Literate Constable (LC) to manage the system by themselves. Specially, as IOs play an important role in investigation of cases endorsed to them, so role-based training helps the IOs to use the system as a tool towards the investigation. As per the information made available to audit, total 4,461 IOs were selected to be trained, out of which, only 1,291 IOs were trained as on January 2021 resulting a shortfall of 71.06 *per cent*. This shows that a large portion of IOs of the Department remained untrained, because of which, system might not be used by untrained IOs as a tool during investigation.

Hence, the very purpose of the CCTNS Project to make the Police Personnel fully aware with the system to use the same in crime investigation, criminals tracking, and other core police functions is yet to be achieved.

3.2.4.7.2   Shortfall in deployment of human resources

The meeting of Empowered committee (July 2018) discussed about the critical requirement of deployment of resources at PS and SP offices for delivery of citizen services and Police data digitisation and it was decided that the requirements for deployment of resource personnel will be looked into by a committee of APHQ (Assam Police Head Quarter). Accordingly, APHQ constituted a committee[85] (10 January 2019) to finalise the manpower for CCTNS. As per the Minutes of Meeting (08 March 2019), it was agreed that there was requirement of total 1,361 resources at different levels in different offices out of which only 28 dedicated personnel were available. However, the Department stated (February 2021) that the above proposal was yet to be approved by the Government. On the matter of requirement of manpower in Assam for CCTNS project, the Department further stated that:

I.   No separate recruitment process has been initiated by the Home Department till date to run the CCTNS Project smoothly.

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[84]   Group-I (SP & above), Group-II (ASI & above) and Group-III (Constable & above)
[85]   Consisting of ADGP(T&AP) as Chairman and four members *viz.,* ADGP(Commn), IGP(V&AC), IGP(CID), DIGP(Admn)

II. The function/activities of CCTNS project have been discharged by the department with existing staff of police force as well as of Home Guard personnel. The data entry activities in Police stations were done by existing constable of un-armed and armed branch, and Home Guard staff. Moreover, there is only one Sub-Inspector (SI) (Programmer) to look after the entire CCTNS related works in each district / SP office. These SI (Programmers) are deployed by the office of the IGP, CID, Assam.

The department also stated that dedicated manpower is needed for the smooth functioning of CCTNS and due to inadequate deployment of human resources the work of quality data entry was hampered.

3.2.4.8   Digitisation of Historical Data

As envisaged in the Standard Operating Procedure (SoP) issued by MHA on "Data digitisation", the process of Data digitisation would involve digitisation of all the documents related to a case diary. It was mandatory to digitise data of IIF1 to IIF7. Also, Project Implementation and Monitoring (PIM) Report (Revised) submitted by the SPMC estimated around 7.48 lakh number of records required to be digitised as a part of the onetime digitisation effort to migrate the data of last ten years across the police stations into the system. The main objective of Digitisation of historical data was to help the police department to maximise benefits from features such as Search and Reporting which would significantly enhance outcomes in the areas of crime investigations, criminals tracking, servicing the requests of citizens and other groups,

However, State Apex Committee (January 2012) decided to reduce the period of legacy data digitisation from 10 to 5 years and the number of records to be digitised was brought down to 35,000 due to non-availability of legacy records in Assam Police Stations in the required format and quantity.

3.2.4.8.1   Inordinate delay in digitisation of Historical data

As per State Project Management Unit (SPMU) exit management documentation (submitted in August 2019), System Integrator (SI[86]) had to complete the digitisation process (for 35,000 FIRs) by 15 March 2013. However, the date of completion was extended twice and final date was revised to 31 December 2013 for completion of the process of digitisation. Scrutiny of SPMU exit management documentation further showed that SI completed the said activity and submitted the final digitised records to District Mission Team (DMT) by 05 April 2014 violating the aforesaid prescribed timeline by 12 weeks. Analysis of "Digitised FIR count'' from the CCTNS MIS Dashboard disclosed that actually 32,400 FIRs were digitised and entered in the CAS (as on March 2014) by SI although in SPMU exit management documentation, it was stated to have been digitised 35,000 FIRs. Further, on analysis of database, it was observed that the said digitisation of FIR was actually completed in November 2020 instead of 05 April 2014 resulting in a delay in completion of the digitisation process by six years.

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[86] HCL Pvt. Ltd

Thus, audit observed that such inordinate delay in digitisation of identified FIRs of heinous crimes was in violation of SoP. Besides this, the main objective of Digitisation of historical data such as it would help the police department to maximise benefits from features like Search and Reporting and would significantly enhance outcomes in the areas of crime investigations, criminals tracking, servicing the requests of citizens and other groups could not be achieved during the last six years as all the 35,000 historical records (FIRs) could not be digitised and migrated to CAS.

3.2.4.9   Implementation of Integrated Criminal Justice System (ICJS)

As per the Cabinet Committee on Economic Affairs (CCEA) meeting held on 18 November 2015, MHA, Govt. of India, communicated (30 November 2015) to all States the decision regarding implementation of Integrated Criminal Justice System (ICJS) by integrating Police (CCTNS) with Courts, Prisons, Forensics and Prosecution, including hardware requirement for the purpose, computerisation of all prisons and provision of necessary hardware, software, coverage of 100 *per cent* Police Stations (including New Police Station) and integration of Finger Print and Facial Recognition / Matching System. In this connection, an Audit Query (March 2021) was issued to ascertain the actual position thereof. Further on analysis of database, it was seen that IIF-6[87] & IIF-7[88] was not generated from the CAS. During the exit conference (23 December 2021), the Department stated that the integration is yet to be completed and is in testing stage.

Thus, it was seen that integration of ICJS (Court) with CCTNS is yet to be completed.

3.2.4.10   Monitoring

CCTNS envisages (Implementation Guidelines MHA) monitoring at the level of centre and state. At centre, NCRB is the nodal agency and at the level of state, a SPMU was to be engaged to support and monitor the progress of CCTNS and to also support the Apex Committee and Empowered Committee in managing the CCTNS implementation As a part of the project, periodical report was to be submitted by the SPMU to the Department and other stakeholders[89]. But, audit found no such monitoring report thereof. On being asked, department too could not provide any such reports. In absence of these reports, the status on monitoring as well as the progress of the implementation of the Project could not be ascertained. Accordingly, a SMPU[90] was engaged for this purpose. National Crime Records Bureau(NCRB) would interact extensively with the states in monitoring the implementation and progress at state level. It would be monitored and assessed on several indicative parameters[91].

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87 IIF-6 Court Disposal Form
88 IIF&-Result of Appeal from
89 MHA, NCRB and CPMU
90 KPMG Advisory Pvt. Ltd was engaged by the GoA as SPMU
91 Citizen services, External Department Services, Police Department Services and availability of application, data, network, Accuracy of data, updation of information

Further, four committees *viz.,* (a) State Apex Committee (b) State Empowered Committee (c) State Mission Team (d) District Mission Team were required to be formed as per CCTNS guidelines by the State to monitor utilisation of funds and issue Policy Directions/ Guidelines for CCTNS project. Accordingly, GoA formed (September 2009) four state governance committees. The status of holding meeting and shortfall in holding the Governance Committee meetings is shown in **Table 3.9**.

Table 3.9:-Shortfall in holding of Governance Committee meeting

Name of Committee	Frequency of meeting to be held as per guidelines	No. of meeting since date of Notification to October 2020 (in Nos.)		Percentage of shortfall (*per cent*)
		Due	Actual	
State Apex Committee (Under Chief Secretary, GoA)	Once in quarter	35	14	60
State Empowered Committee (Under Director General of Police, Assam Police)	Once in month	140	8	94
State Mission Team (Under Inspector General of Police (CID), Assam, Nodal Officer	Once in month	140	1	99
District Mission Team (Under Sr. Supdt. of Police/Supdt. of Police of the District)	Once in month	4,200[92]	15	100

Source: Information furnished by the Department.

It could be seen that the review of the progress of the CCTNS was not done at the prescribed interval due with possible adverse impact on project supervision and monitoring, and achievement of intended objectives.

3.2.4.10.1   Inadequate Monitoring of CCTNS at PS level

As suggested by NCRB (19 October 2017), regular visit to Police Stations by the district SPs, Range IGs/ DIGs and Nodal Officers specially to review the implementation of the CCTNS project in the PS to ensure that the Police Station staff not only enter data completely and correctly, but also generate various kind of reports that bring their drudgery of manual reports down as well as help in investigation. Accordingly, all the IGs/DIGs of Assam Police were directed to form a team to visit Police Stations by the Sr. Officers to review CCTNS project and to report the CCTNS authority (Nodal Officer). However, no such records of visit by the Higher officers from district or state level for monitoring of CCTNS could be made available to audit by PSs.

3.2.5   Conclusion

CCTNS project envisaged various benefits to the Police Department which included making available enhanced tools for investigation, a centralised crime and criminal information repository along with the criminal images and fingerprints with advanced search capabilities, and resultant enhanced ability to analyse crime patterns. However,

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[92] Total no. of meeting required to be held for 30 districts since inception.

even after ten years of project initiation and seven years of CCTNS being implemented in Assam at a cost of ₹ 67.08 crore, the required centralised repository with details of crime and criminals was not found to have been created within the CCTNS system in Assam. The requirement of hundred *per cent* connectivity to all the police stations and higher offices in the State remained unaddressed.

It was observed that the manual system was still prevalent in the PS, with only certain mandatory fields being recorded in the System, leading to discrepancies of data between the CCTNS and manual records. Thus, due to incomplete data capture in CCTNS-CAS the very objectives of providing information repository to help the police officials in analysing crimes and detection of criminals and tracking remained unachieved.

Only the few of the citizen centric services were operational and utilisation was not optimum. There was shortfall in training of manpower, and data capture in CCTNS was being done by hired operators on behalf of the concerned police personnel (SP/SHO/IO and others) which compromised the user access control. There was incorrect reporting which led to CCTNS Pragati Dashboard not displaying the correct status of implementation of the project.

3.2.6   Recommendations

It is recommended that:

a) *Steps may be taken to do away with parallel system of maintaining both manual forms and CAS generated forms in phased manner. The CCTNS-CAS should be mainstreamed by completely migrating to the CCTNS as was envisaged by the CCTNS project. The manual system of creating and maintaining records should be done away with in a phased manner.*

b) *A review of the quality of data being entered in the CCTNS system may be conducted, and clear instructions issued for mandatory recording of fields considered essential for the crime and criminal tracking.*

c) *The citizen services may be processed timely and required steps may be taken for creating of public awareness for citizen services.*

d) *Adequate and required training to all the staff of the Assam Police may be imparted.*

e) *Adequacy in deployment of staff for the smooth implementation of the project may be ensured.*

f) *Monitoring from different level of the department on the implementation of the project may also be ensured.*

g) *Prior to uploading of data towards Pragati Dashboard, facts and figures on the implementation of the project may be verified.*