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1.0 Introduction/Background

The core domain competencies and mandate of Police pertain to:

- Prevention & Detection of Crime
- Maintenance of law and order

All other functions support these two basic functions. This project focuses on improvement in registration, investigation and prosecution of criminal cases, which goes towards overall improvement in both the above functions. The project also limits itself to what can be done by the police and the Government and not judicial reforms, although they play an important role in these functions. The required reforms in our working may therefore be considered belonging to the following categories:

- Administrative instructions issued by the state DGP
- Amendments in the police manuals
- Amendments in the CrPC
- Govt. orders and financial support for certain Systems

2.0 Overview

- 2.1 Project Title: Effective management of case load
- **2.2 Vision**: To have actionable schemata for managing Police Station Case Load.
- **2.3 Project Objective**: To prepare an S.O.P. for achieving the above vision with simplicity and robustness

3.0 The Project

3.1 Purpose of the project: The project envisages some actionable ideas that are not, by any means, exhaustive. They can be implemented by all police leaders to improve the effectiveness of registration, investigation and prosecution of criminal cases. This is an area that attracts a lot of public criticism and is one of the major contributors to adverse police image.

3.2 Sponsor: Government

3.3 Financial benefits: Improvement in policing effectiveness

4.0 Situational assessment and Problem statement:

The biggest area of concern is free registration of crime. Any initiative that involves disposal of criminal cases would first need to address the issue of registration of cases. Free registration of crime or elimination of burking is the first step.

One can envisage the various components of the criminal justice system as compartments of a canal system through which water is flowing continuously. If the flow rate gets clogged at any point, it will build up the level of water. If official, rational and legal 'gates' are not designed to control and harmonize this flow at every stage, the stakeholders at every stage will create unofficial, irrational and illegal 'gates' to avoid submergence. In criminal jurisprudence, this flow of cases begins with the police.

Because the criminal law can be (and should be) set in motion at no cost to the complainant, there is a need to create such official 'gates' to rationalize the workload of the investigating agencies. Because we have failed to do this, the stakeholders 'manage' this by burking the registration of crime and despite the best intentions of police and judicial leadership, the problem of burking doesn't get resolved.

5.0 Critical assumptions and constraints

The project assumes willingness of the executive to move for amendments in the police manuals and Cr.P.C.

6.0 Implementation Strategy

6.1 Implementation:

6.1.1 Free & Accurate Registration of Crime

These are the steps that can be taken in this regard:

- a. Declare all district/zonal PCRs (police control rooms) also as Police stations u/s 2(s) Cr PC for issue of FIR so that citizens get an alternative avenue to lodge complaints.
- b. A large number of complaints do not require straightaway issue of FIRs. We have also been winking at the practice of 'petition enquiries' for ages, whereas the fact is that in absence of any rule/provision in law, all such petition enquiries into cognizable matters are non est in law! It is therefore required to amend the state police manuals to permit preliminary enquiry in a certain class of offences (as permitted by the Apex Court in the Lalita Kumari case). An order needs to be inserted in police manuals as follows:

"The categories of cases in which a preliminary inquiry may be made are as under:

- Matrimonial disputes/ family disputes,
- Commercial offences.
- Medical negligence cases,
- Corruption cases,
- Suspicious Transaction Reports received from FIU-IND (Financial Intelligence Unit of Ministry of Finance, Govt. Of India) or other central agencies like the CBI/NIA/IB/NTRO etc.,
- Where the information has been received by post/email/police website and the complainant is not available in person or the identity of the complainant needs to be verified,
- Where superior police officers, Government or the Court direct an enquiry into any petition made to them,
- Cases where there is abnormal delay in initiating criminal prosecution, for example, over 3 months delay in reporting the matter without satisfactorily explaining the reasons for delay.

The preliminary inquiry (P.E.) shall be time bound and in any case it should not exceed 7 days. The fact of such delay and the causes of it must be reflected in the

General Diary entry. All information relating to cognizable offences, whether resulting in registration of FIR or leading to an inquiry, must be mandatorily and meticulously reflected in the General Diary and the decision to conduct a preliminary inquiry must also be reflected, as mentioned above. Entry must be made in the P.E. Index for every such P.E. A receipt must be issued to the complainant, free of cost, whenever a P.E. is registered."

It is also required to insert a Form for the P.E. index in the police manual.

If after the P.E., commission of a cognizable offence is made out, an FIR should be got issued immediately. In case, the P.E. reveals a civil dispute or a non-cognizable offence, it should be referred to a Pre-Litigation Counselling Forum (PLCF)¹. This project was also circulated by the BPR&D to all States vide its letter 41/39/2014-NPM/BPR&D dt 1.1.18 for replication.

A number of citizens who come to police stations and senior police officers for their grievance redressal actually do not come with a complaint which discloses commission of a cognizable offence. A very large proportion of these minor disputes in the community are what is called "civil disputes". In a very large number of cases the citizens come with money or property disputes which require resolution. Similarly, the police also spend a huge amount of time in investigating criminal cases that finally do not get tried in court, but are compounded off by judiciary. The strength of any legal system depends on how it responds in all situations, be it times of stress or of peace, moments of progress or of great economic challenge. A legal system that offers answer to all situations is truly a mature legal system. Blueprints for police reforms as well as excellent ideas to improve the criminal justice system have been around for years. Sadly, these ideas have not been turned into a tangible agenda for change and improvement in India.

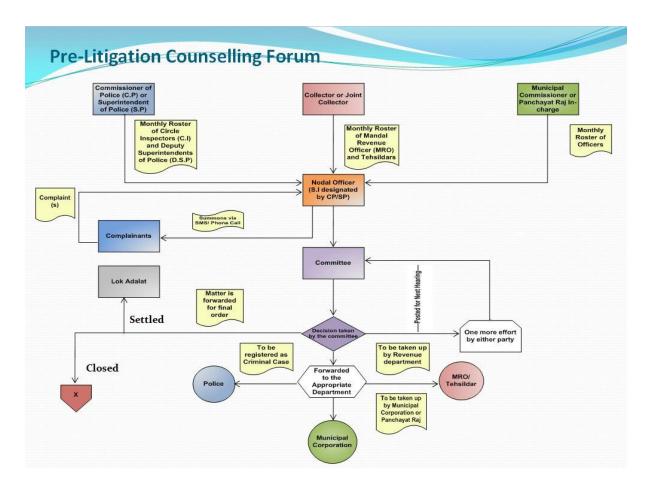
It is the investigation process of the police and the evidence that it develops that serves essentially as the 'gateway' to the criminal justice system, as the police initiate most criminal matters that other components of the justice system deal with. The information collection efforts and decisions made during the investigation by police officers are key determinants of whether or not any other elements of the system will ever become involved. The quality and thoroughness of police investigations also affect how prosecutors dispose of them. In this sense, the police directly influence the amount and quality of evidence available for prosecution. The police investigation process also influences the workload and activities of the court systems. The police investigation process generates many of the legal issues that are raised and adjudicated in courts.

However, improvements in the productivity of a single element, for example, an increase in police case detection rates through the improved quality of investigation,

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¹ Please refer to the article on PLCF in the Indian Police Journal (BPR&D) of Jan-March 2013 for a detailed description of this process

will increase the workload of other system elements. Increasing workloads without bringing about reforms to handle the additional work may prove to be futile. The inability of one component to take advantage of improvements in another could have negative repercussions on reform programs and could also decrease the confidence of the public in the value of investing more resources in a system that yields counterproductive results. PLCF is one such process that would address several of these issues. A flow chart of PLCF would look like this:



c. Whenever a complaint is made in a Police Station with regard to a missing person (minor or otherwise), in several states, an F.I.R. under section "missing person" is issued. In cases of minors, this has also become mandatory after the Supreme Court judgement of 10-05-2013 in W.P. (Civil) No.75/2012 in the Bachpan Bachao Andolan case. However no specific section of law is invoked. It is true that as per the Supreme Court in the above case, in cases of missing children, "there will be an initial presumption of either abduction or trafficking, unless, in the investigation, the same is proved otherwise." However, it is not easy to draw the same presumption in other cases, including cases where for instance a major woman is missing, although she is an equal target of possible trafficking. Hence, although "missing person" FIRs are being registered in states since before, it would be more appropriate to have a specific provision in the law for the same.

Similarly, several complaints are received in Police Stations where citizens inform about missing of movable properties including valuable securities like passport etc.

although there is no specific information of theft or otherwise in the first instance. In several matters, certain regulatory authorities including insurance companies require that an F.I.R. should have been got lodged. In absence of a specific provision, the police find it difficult to issue F.I.Rs., although it is a real felt need of the citizens. Similarly, in several states, police is issuing FIRs under the section "Fire Accident" whenever fire accidents are reported although there is no specific provision of law. Hence, it may be advisable to introduce an amendment to the **Cr. P.C.** in section 174 as follows:

174(1)(B) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information that a person is missing, other than the circumstances of section 176(1-A)(a)of this Code, he shall immediately give information thereof to the nearest Executive Magistrate and shall proceed to make an investigation into the apparent cause of such disappearance, and draw up a report describing the circumstances of the said disappearance and whether any cognizable offence has been committed in respect of the same.

174(1)(C) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information that any movable property, valuable security or animal is missing, he shall immediately give information thereof to the nearest Executive Magistrate and shall proceed to make an investigation into the apparent cause of such disappearance, and draw up a report describing the circumstances of the said disappearance and whether any cognizable offence has been committed in respect of the same.

174(1)(D) When the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf receives information regarding an accident, by Fire or explosion, he shall immediately give information thereof to the nearest Executive Magistrate and shall proceed to make an investigation into the apparent cause of such accident, and draw up a report describing the circumstances of the accident and whether any cognizable offence has been committed in respect of the same.

This will enable the police to register FIRs and initiate investigation properly in the above category of cases which do require police investigation. This will also enable the State Crime Records Bureaus and NCRB to collect data more efficiently in the above categories.

There are instances where cases of prima facie murder have been investigated u/s 174 Cr.P.C. Hence, there could be a legitimate concern that prima-facie cases of abduction / kidnapping, theft, arson/ mischief may be got registered under the above proposed sections. Therefore, it would also be appropriate to include one proviso amendment in the Cr.P.C. as follows:

174(5) Provided that, when the officer-in-charge of a police station or some other police officer specially empowered by the State Government in that behalf has registered a case under the provisions of subsection (1), and it is revealed at any stage during the ensuing investigation that a cognizable offence has been

committed, he shall forthwith alter the section of law to the relevant penal provision and proceed accordingly.

6.1.2 Efficient & effective investigation

The next stage of improvement is in the stage of investigation, that includes both the investigation *per se* and also its supervision. It is important that the full machinery of police investigation be invoked in <u>only those cases that require it</u>. The following steps should be undertaken in this regard:

- a. For cases falling under the category of "compoundable by complainant" u/s 320(1) Cr PC, F.I.R. should be issued and both parties sent to the Pre Litigation Counselling Forum and then to the permanent Lok Adalat for the compromise award. If compromise fails, investigation & charge sheet should follow.
- b. For cases falling under the category of "compoundable with the permission of trial court" u/s 320(2) Cr PC, F.I.R. should be issued and both parties sent to the Pre Litigation Counselling Forum. If there is a successful compromise, final report should be filed in the concerned jurisdictional court to compound the matter. If compromise fails, investigation & charge sheet should follow.

The judiciary has been able to use the 'gate' of compounding offences quite effectively. It is common knowledge that trial courts keep compoundable cases pending for disposal in *Lok Adalats*. Legal Services Authorities at district, state and national levels keep organizing *lok-adalats* to dispose off cases by this method. NALSA (National Legal Services Authority) website reports taking up of as many as 897462 compoundable criminal cases on a single day on 12.9.2015 and disposing off 571741! This brings the ratio of cases disposed off by compounding to 27.8% of reported IPC crime of that year, that too in a single day!

As per NCRB data, <u>more than half of IPC crime is compoundable</u> u/s 320 Cr.P.C. with theft, rash driving, marital cruelty, trespass/burglary, cheating, grievous hurt and criminal breach of trust amounting to 46.7% of overall IPC crime (without counting 'other IPC' cases that contribute to 35.5% of overall IPC crime, and would contribute further to the proportion of compoundable crime).

It is the police that determine which case will be charged and which will not be. Because there is no system to evaluate the evidence, trial-worthiness of the case and feasibility of prosecution, it is presently expected as a matter of routine that every true case investigated successfully should be taken to trial. Hence, in practice, regardless of the quality of investigation, all such cases get charged. The ruling paradigm in police is 'to leave it to court'! Even case and counter case, where the police know one side to be false, are charged, leaving the court to decide the matter. Therefore, would it not be much better if cases that are compoundable are first attempted to be compounded and only if the compromise fails, investigation taken up? After all, if the fate of a case subjected to the full investigation is to get compounded later on, why

shouldn't this effort be made in the beginning itself after registration of the case?

- c. In offences u/s 498(A) IPC, the matter should be first referred for counselling.
- d. The DGP should issue a clear executive order defining the offences as per section 157 (1) (b) CrPC where the Station House Officer, <u>after</u> issue of F.I.R., need not investigate the case.
- e. Cases triable summarily u/s 260 (1) Cr PC should be entered in a petty case register (i.e. FIR must not be issued. If a state does not have this provision, an amendment must be made in the police manual for enabling this) and taken to J.S.C.Ms. (judicial second class magistrates) for disposal.
- f. Crime Scene Management teams should be formed in each district/zone with full fledged equipment and vehicles. Similarly, separate forensic teams need to be built up in each unit, as per the workload.
- g. All cases in which investigation is taken up, 161 Cr PC statements should be video recorded – all IOs should carry tool kit including camera. All Case Diaries should be digitized and video files of statements attached in each case.
- h. No confession 'panchanamas' should be recorded unless there is recovery u/s 27 I.E. Act.
- i. The DGP should issue orders listing cases that can be investigated by ASIs/HCs, perhaps in categories 'a' & 'b' supra.
- j. Definition of "Grave Crime" in the police manual should be CrPC based and not on the value of property lost- only Sessions trial cases, except those covered u/s 320 CrPC, should be classified as 'grave'. This will free the Inspector/DSP level officers to investigate only the serious offences.
- k. It is also necessary to ensure that automatic arrest is not resorted to in offences punishable by less than 7 years and there is strict compliance of section 41(1) (b) (ii) Cr PC.

6.1.3 Efficient & effective prosecution

a. It is necessary to introduce the trial/court monitoring system² (CMS) in police units. This project has been successfully running in Vijayawada commissionerate <u>since 2004</u>. A third party evaluation of this system was also done by ASCI Hyderabad in 2013.

The e- monitoring of court work titled as Court Monitoring System (CMS) was introduced in Vijayawada (A.P.) in 2004. Prior to the introduction of this system, there were the usual problems associated with prosecution of criminal cases in the 14 courts of the Commissionerate like non-execution of process, non-attendance of witnesses and investigating officers and delay in prosecution. After the introduction of the system, there was a quantum jump in the quality of police performance in the courts which resulted in overall

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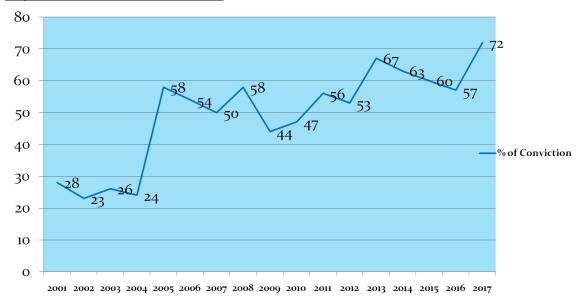
² Please refer to the article on CMS in the Indian Police Journal of Jan- March 2007

improvement in the conviction percentage from 24% to nearly 58% within 6 months and is continued since then.

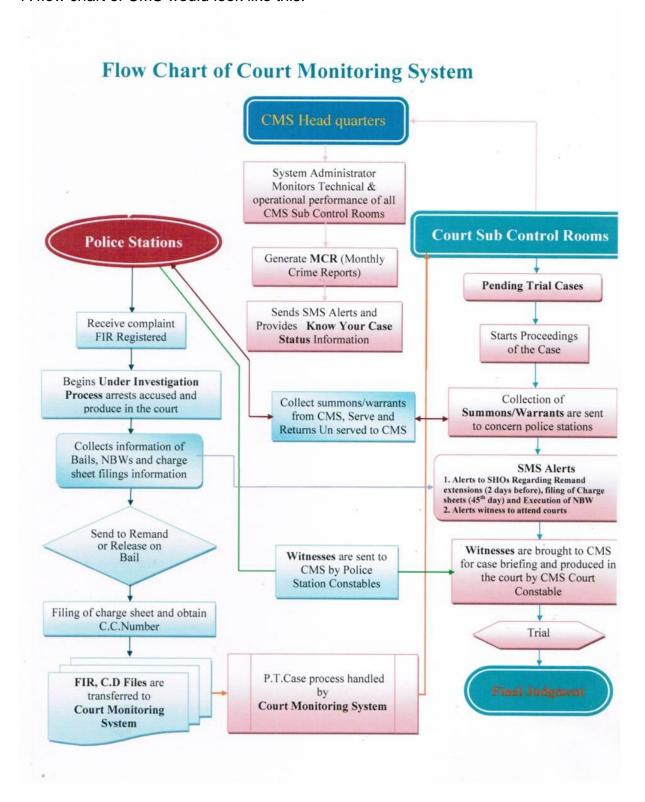
In every police station, all the court-related work is traditionally assigned to one or more personnel (depending on the workload), designated as Court Constable(s) / Court Head Constable(s). The work consists largely of constant liaison with court personnel and is, therefore, assigned on permanent or long-term basis to specific individuals amongst the police station staff. This leads to some kind of monopolistic control of those individual staff members over court related work. The SHO being already hard pressed for time due to other never-ending preoccupations is not able to exercise proper control over smooth proceeding of the court work relating to his police station. Instances have not been wanting in which the efficiency and efficacy of court work has suffered on account of whims and fancies of those personnel, if not sheer lethargy in say, collecting the summons / warrants from the court in good time, or ensuring attendance of witnesses or the investigating or prosecuting officer. The system has also been prone to abuse for extraneous considerations on the part of court staff of the police stations.

CMS is based on two basic principles. The first is the fundamental concept in e-governance of distancing the case worker from the point of contact. The second is to substitute the police station-based management of court work by a court-oriented management of the same. Thus, with the advent of CMS, all the cases of several police stations being dealt with by a single court are pooled together and dealt with by a single court officer (of the rank of ASI or HC), assisted by a PC where necessary due to heavier workload. This has made the court of the police more transparent and resistant to abuse.

Improvement in conviction rate:



A flow chart of CMS would look like this:



b. The Supreme Court of India in Criminal Appeal No. 1485/2008 in the case of State of Gujarat Versus Kishanbhai etc. had expressed concern about acquittal of cases due to lapses on the part of Investigating Officers and Prosecuting

Officers. The Apex Court also observed that the prosecuting agency must apply its mind after completion of investigation in a criminal case and plug the loopholes in investigation. It has also observed that the Investigating and Prosecuting Officials must be held responsible for acquittal of such cases where they are found negligent or commit omission and commission that leads to such acquittals. The Supreme Court of India also directed that a Standing Committee should be formed to point out lapses, if any, on the part of Prosecuting / Investigating Officers and necessary action shall be taken against them on the recommendations of the committee.

Hence, a committee of Police and Prosecuting Officials should be formed to screen all the cases of acquittal and fix-up responsibility for lapses, if any.

- At the State level the review should be done by a Committee headed by the DGP with Director(Prosecutions) and Addl.DGP CID as members. The review should be done once a year with Zonal IsGP /CsP.
- In CIDs, a Committee consisting of Addl.DGP CID, IGP CID, and legal advisor (if available) should do such screening of acquitted cases.
- In Police Commissionerates, the Committee should be formed with DCP/Jt.CP(Crimes), CI CCRB (City Crime Records Bureau) and concerned APP (asst. public prosecutor) and headed by the Commissioner of Police.
- The Prosecution Review Committee in each district should comprise Addl. SP, CI DCRB (district crime record bureau) and the APP and headed by the Superintendent of Police.
 - The Committees at Districts / Commissionerates should meet every month to review the cases disposed of by the Court in the previous month and fix-up responsibility. The Range DIG should review the proceedings of the committee every quarter. The Zonal IGP should ensure that the Prosecution Review Committee functions properly.
- c. A large number of cases get acquitted due to perjury by witnesses. At least in serious cases, this needs to be curbed. An amendment may be brought in the CrPC as section 164B as follows:
 - 164B (1) Any police officer not being below the rank of sub-inspector making an investigation of any offence punishable with death or imprisonment for ten years or more, shall, in the course of such investigation, produce all persons whose statement appears to him to be material and essential for proper investigation of the case, to the nearest Metropolitan Magistrate or the Judicial Magistrate, as the case may be, for recording their statements. (2) Subject to the provisions of sub-section (3), the Magistrate shall record the statements of such persons produced before him under sub-section (1) on oath and shall forward such statements so recorded to the Magistrate by whom the case is to be inquired into or tried.(3) The Magistrate shall, before recording any statement of a person under sub-section (2), satisfy himself that such person is making the statement voluntarily and not under any inducement, threat or

- promise.(4) Copies of such statements shall be furnished to the police officer referred to in sub-section (1).
- d. It is seen that handling of criminal matters in the High Court also leaves a lot to be desired. Whenever serious matters like bail petitions in grave offences, Conviction Appeals, etc. are filed in the High Court and Counter Affidavits have to be filed, Unit Officers have to depute officers not below the rank of Inspector of Police.

Unit Officers should scrutinize and vet affidavits/counter affidavits being filed in the High Court. Therefore, in all criminal appeals / quash petitions / bail petitions etc., counters must be filed by an officer not below the rank of an Inspector of Police and such counters must also have the approval of concerned SP/CP.

In a number of cases, the Accused file Criminal Appeals, Quash Petitions, Bail Petitions etc. in the High Court. The same are forwarded by the Public Prosecutors/Government Pleaders with a request to direct the IOs (investigating officers) to file Counters / Affidavits or to attend the PP's office along with CD (case diary) files etc. to prepare draft counters to oppose the same. On receipt of above information from the PP's office, IOs are supposed to file counters/ affidavits in the High Court. Whenever such petitions are filed by the accused, IOs should prepare a draft counter in liaison with the concerned LA/PP, get it scrutinized by the concerned SP/DCP and then only counters should be filed in the concerned courts or files/records handed over to the PP/GP (govt. pleader).

A large number of anticipatory and regular bail petitions including quash proceedings are filed everyday in the High Court. The advocates filing bail petitions are enclosing only copies of F.I.R. or remand case diary along with the copy of the order of the Sessions Court.

These enclosures are not sufficient to decide the matter without taking other factors into account i.e. evidence collected in investigation showing involvement of the accused in commission of offence. In bail petitions, instructions have to be given by the IOs to present the case of prosecution before the Court. In order to improve the situation, a proforma as guidelines is given below. Unit officers should send instructions according to proforma with CDs to the Public Prosecutor on or before the date intimated on following lines:-

Brief facts of the case:

- Substance (gist) of allegations made in the complaint.
- Nature of Offence.
- Date of Offence.
- Crime registered on.
- (i) Whereabouts of the accused:
- Arrested on.
- Absconding.
- (ii) Involvement of accused in the offence:

- What is the act of the accused in commission of Offence.
- What is the specific act of each accused when more than one accused is involved.
- Participation of accused in conspiracy/common intention in the Offence.
- Any contributory factor (motive) or abetment in the commission of Offence.
- (iii) Evidence collected during the Investigation:
- Direct witnesses: (i) Evidence of victim / injured / aggrieved person.
 - (ii) Evidence of eyewitnesses to occurrence.
- Other witnesses disclosing the role-played by accused.
- Circumstantial evidence (oral or documentary) incriminating the accused.
- Recovery / Seizure of property or articles from person or place.
- Expert evidence:
- On the medical examination of victim / deceased / accused.
- Wound Certificate / Post-Mortem Certificate.
- Chemical analyst report.
- Hand writing / Ballistic expert report.
- F.S.L. report.
- Statement of the accused U/s. 164 Cr. PC. or before any other person.
- Identification of the accused in test identification parade.
- (iv) Stage of Investigation:
- If under investigation whether,
- Any witnesses to be examined (of what nature).
- Any material to be collected (oral or documentary).
- What is the last step taken in investigation till date.
- Charge sheet filed on.
- (v) Any other information.
- Previous history of the accused/involvement in other offences (if any)
- Objection for releasing the accused on bail.
- Any condition to be imposed, if the court is inclined to grant bail.
- Whether co-accused released on bail (by-on...)

Quash petitions: The Supreme Court of India in the case of State of Haryana vs Ch. Bhajanlal and others on 21-11-1990, laid down the following guidelines in which criminal cases could be quashed in the exercise of the extra-ordinary power under Article 226 or the inherent powers under Section 482 of the Code of Criminal Procedure:

- Where the allegations made in the First Information Report or the complaint, even if they are take at their face value and accepted in their entirety do not prima facie constitute any offence or make out a case against the accused;
- Where the allegations in the First Information Report and other materials, if any, accompanying the F.I.R. do not disclose a cognizable offence, justifying an investigation by police officers under section 156 (1) of the Cr. PC except under an order of a Magistrate within the purview of Section 155 (2) of the Cr. PC;

- Where the uncontroverted allegations made in the FIR or complaint and the evidence collected in support of the same do not disclose the commission of any offence and make out a case against the accused;
- Where the allegations in the FIR do not constitute a cognizable offence but constitute only a non-cognizable offence, no investigation is permitted by a police officer without an order of a Magistrate as contemplated under Section 155(2) of the Code;
- Where the allegations made in the FIR or complaint are so absurd and inherently improbable on the basis of which no prudent person can ever reach a just conclusion that there is sufficient ground for proceeding against the accused:
- Where there is an express legal bar engrafted in any of the provisions of the Cr. PC or the concerned Act (under which a criminal proceeding is instituted) to the institution and continuance of the proceedings and / or where there is a specific provision in the code or the concerned Act, providing efficacious redress for the grievance of the aggrieved party;
- Where a criminal proceeding is manifestly attended with a mala fide and / or where the proceeding is a maliciously instituted with an ulterior motive for wreaking vengeance on the accused and with a view to spite him due to private and personal grudge.

Therefore, counter affidavits in quash petitions must necessarily demonstrate that the case does not fall in any of the above categories.

Counters/Affidavits filed by the Department in Writ petitions: The draft parawise remarks sent to the Government Pleader by Unit Officers must be in complete shape and with valid grounds for filing writ petitions. Persons who are deputed to his office should have full knowledge about the cases in which they are deputed. Draft parawise remarks in writ petitions must be sent in complete shape containing all formal Paras/Prayer/Verification statement to enable the GP to approve the drafts promptly.

e. Video-conferencing for U.T. prisoners for remand extension is already under sporadic implementation in several states.

The same videoconferencing facility can also be used as per the proviso to section 275(1) CrPC to record the statement of witnesses during criminal trials in warrants cases. The apex court had already clarified that this would not be a violation of section 273 of the CrPC (2003(1) ALD(Crl) 848(SC)). Therefore, these provisions must be used to record the evidence of police officers, wherever they have to go out of their jurisdiction for giving evidence. The police officer should need to attend his jurisdictional court and give evidence via videoconferencing to the trial court elsewhere in the state. This will save an immense amount of time of all investigating officers.

6.2 Deliverables: as per above

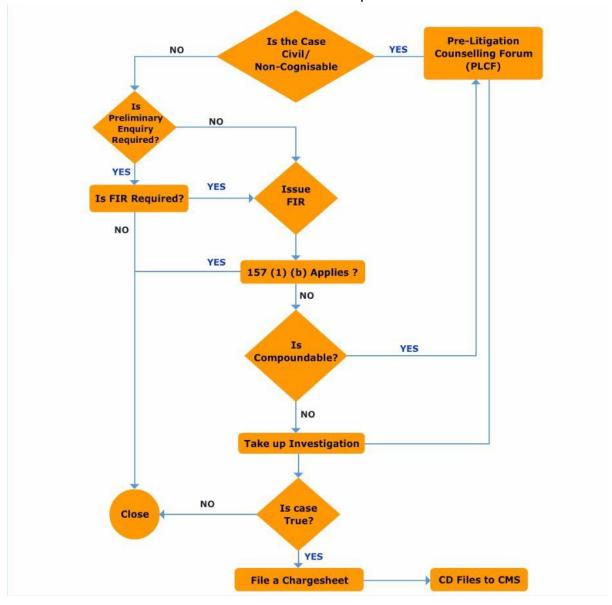
6.3 Stakeholders: Government, Police, General Public

6.4 Related projects:

Project on PLCF circulated by BPR&D to all States vide its letter 41/39/2014-NPM/BPR&D dt 1.1.18.

6.5 Work Plan

An overall schematic flow chart of the above work plan would look like this:



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