

BUDGETS FOR JUSTICE

A Pilot Study of Justice Sector Allocations in 11 States with the Highest GSDPs

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1. Introduction

In this report the India Justice Report unpacks budgetary allocations and expenditures for the justice system across eleven states with the highest Gross Domestic Product (GDP)¹ and with a population of at least one crore. Justice system comprises various subsystems i.e police, prisons, judiciary, legal aid, forensics, prosecution and State Human Right Commissions. Budget documents for FY 2023-24 and 2024-25 have been utilised² to understand the quantum of allocations³, extent of utilisation as well as the degree of disaggregation present in budget documents across these subsystems.

The budget for legal aid is a part of the Administration of Justice and has been culled out from there to show it separately in the study, without deducting it from the overall budget for the judiciary. Under each of the core pillars viz, police, prisons, judiciary and legal aid the study attempted to capture certain common key areas such as Training, Infrastructure and Technology among others.

The states included in the study are Andhra Pradesh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, Telangana, Uttar Pradesh, and West Bengal.

Table xx: GDP and population of large states (As of 2023-24)			
	Name of the state	GDP (In Rs. Lakh Crore)	Population⁴ (in crores)
1	Maharashtra	24.11	12.63

¹ GDP of states: Source: India Climate and Energy Dashboard, NITI AAYOG
<https://iced.niti.gov.in/analytics/per-capita-gdp-vs-consumption>

² Utilisation has been calculated for 2022-23 using RE 2023-24/AE 2023-24

³ Change in allocation has been measured between RE 2022-23 and BE 2024-25.

⁴ Population: Source: Population Projection as on 1st March 2023. Population Projections for India and States 2011 - 2036 <https://www.india.gov.in/population-projections-india-and-states-2011-2036?page=3>

2	Tamil Nadu	15.71	7.68
3	Gujarat	14.66	7.15
4	Karnataka	14.23	6.76
5	Uttar Pradesh	14.23	23.56
6	West bengal	9.04	9.90
7	Rajasthan	8.45	8.10
8	Andhra Pradesh	8.21	5.31
9	Telangana	7.93	3.80
10	Madhya Pradesh	6.60	8.65
11	Kerala	6.35	3.57
12	Haryana	6.34	3.02
13	Odisha	5.21	4.42
14	Punjab	4.96	3.07
15	Bihar	4.65	12.67
16	Chhattisgarh	3.22	3.01
17	Jharkhand	2.85	3.94
18	Uttarakhand	2.13	1.16

a. Reading Budget Data

The exercise relies on state budgetary documents pertaining to the Ministry of Home Affairs for Police and Prisons, Forensics and Prosecution. Similarly, for Judiciary, Legal aid, Office of the Advocate General etc. the budgetary documents of the Ministry of Law and Justice have been relied upon. State Human Rights Commissions are quasi-judicial bodies. Their budgets are included under either the home department or law and justice department.

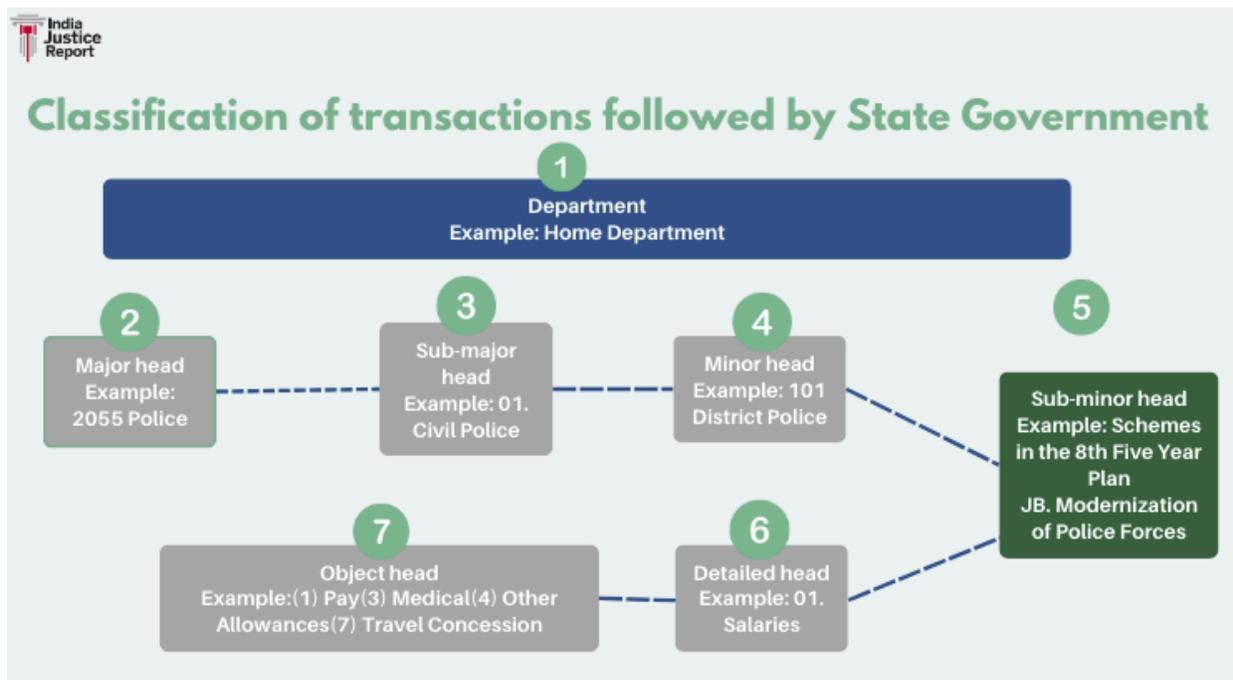
Budgets are divided into three categories: Actual Expenditure (AE), Budget Estimates (BE), and Revised Estimates (RE).

1. Budget Estimates (BE) shows what the government planned to spend on each ministry.

- 2. Revised Estimates (RE) indicates how much the budget changed from the initial plan (BE).
- 3. Actual Expenditure (AE): indicates the real amount spent. This study uses only AE figures that are available only up to 2021-22 and 2022-23 as this data is published with a lag of two years.

As of August 2024, the latest available figures were AE (for the year 2022-2023), BE (for 2024-2025) and RE (for 2023-2024).

States organize budget information into a hierarchical structure as illustrated below each levels provides progressively more detailed disaggregation of financial allocation.



The study perused budget figures till the sub-Minor head level for each department. Below this, are every more detailed breakdowns of item wise allocations and utilisations are to be found under Object head and Detailed item level, e.g. details like salaries and wages, various allowances such as Dearness Allowance, House Rent Allowance, and Travel allowance etc.

While restricting itself in general to the sub-minor level in certain highlight areas the study drills down further into the Object and Detailed item head levels.

b. Capital outlays

States also allocate '**Capital Outlays**' for these pillars, typically for infrastructure, technological upgrades, and other long-term assets. These allocations fall under the “major head,” either as '**Capital Outlay on [Respective Pillar]**' (e.g., Capital Outlay for Police) or '**Capital Outlay on Public Works.**' When listed under '**Capital Outlay on Public Works,**' the specific pillar is categorized under a minor or sub-minor head.

c. How do the richest eleven States Fund Justice?

As of 2024-25(BE), taken together, the eleven states allocated Rs 1.97 lakh crore to the key pillars of the justice system, an increase of 25% since 2022-23(RE).

This accounts for an average 4.3% of the total budget of these states.

The actual spend on justice went up between AE 2021-22 and AE 2022-23 by 14% from Rs. **1.26 lakh** crore to Rs. 1.36 lakh crore.

For state-wise budget, justice budget and per capita spend on justice across states, refer to [annexure 1](#).

	2021-22 (AE)	2022-23 (RE)	2022-23 (AE)	2023-24 (RE)	2024-25 (BE)
State (Rs. crore)	2878150	3554967	3270778	3899606	4318151
Justice (Rs. crore)	126446	157963	144569	170315	196962
Share of justice in state (%)	4.4	4.4	4.4	4.4	4.6
Average per capita expenditure on justice (in Rs.)	1420.45	1737.01	1615.73	1838.22	2056.14

The lion’s share is with the police (BE 2024-25: Rs 1.56 lakh crore), followed by judiciary, prisons, and legal aid as provided in table below.

Table xx: Budgets for justice services for eleven states (Rs. crore)

S.No	Function name	RE (2022-23)	AE (2022-23)	RE (2023-24)	BE (2024-25)
1.	Police	128637	120928	135077	156719
1a.	Police training	1459	1345	1586	2208
2.	Forensics	1143	1108	1236	1218
3.	Judiciary (Incl. legal aid)	24343	18902	29466	32996
3a.	Judiciary training	137	83	225	249
3b.	Office of AG	840	783	971	1138
4.	Prosecution	597	551	679	775
5.	Legal Aid	591	502	739	849
7.	Prisons	4983	4740	5771	7247
7a.	Prison training	12	12	14	17

Figure xx: Police budget over years					
	2021-22 (AE)	2022-23 (RE)	2022-23 (AE)	2023-24 (RE)	2024-25 (BE)
Police	106815	128637	120928	135077	156719

Police as % of state	4	4	4	3	4
Police as % of justice	84	81	84	79	80
Average per capita expenditure (Rs.)	1213	1447	1399	1508	1667

	2021-22 (AE)	2022-23 (RE)	2022-23 (AE)	2023-24 (RE)	2024-25 (BE)
Judiciary	15657	24343	18902	29466	32996
Judiciary as % of state	0.54	0.59	0.59	0.61	0.69
Judiciary as % of justice	14	15	14	17	17
Average Per capita expenditure (Rs.)	180	259	217	296	353

As of 2024-25 (BE), the annual average per capita spend of these states on justice was Rs. 2056.

	Per capita spend on justice (Rs.)
Andhra Pradesh	1828
Gujarat	1593
Haryana	2657
Karnataka	2129
Madhya Pradesh	1680
Maharashtra	2797
Rajasthan	1561
Tamil Nadu	1895

Telangana	3047
Uttar Pradesh	2143
West Bengal	1287
<u>Average</u>	<u>2056</u>

Table xx: Average per capita spend across pillars for eleven states (Rs. 2024-25)	
	2024-25 (BE)
Police	1667
Judiciary	353
Prisons	67
Legal Aid	10

Key findings

1. Rs 1.57 lakh crore: **Total allocation to police in 2024-25(BE)** across eleven states, an average increase of 18% since 2022-23 (RE). Between 2021-22 and 2022-23, the spend on police in these states went up from Rs **1.06 lakh crore** to Rs **1.21 lakh crore** (up by 13%).
2. Less than 2%: **Share of training budget in police budget 2024-25**. This reflects a national trend as found by various editions of the IJR that have shown that most states allocated around 1- 1.5% of their police budgets on training. Haryana, Karnataka and Maharashtra allocated less than 1% of their police budget to training.
3. Rs 6449 crore: **Allocation for police housing** in 2024-25. This marks an average 8% increase from Rs 5165 crore in 2022-23⁵. The budget for the construction of residential buildings of the police department is more than double the combined budget for training and modernisation of police.
4. 21%: The average drop in allocation between 2022-23 and 2024-25 towards **Cyber Crime Prevention against Women and Children (CCPWC)** scheme (from 38 crore to Rs 13 crore). An average of 62% utilisation indicates a suboptimal utilisation of CCPWC budget. Only Gujarat and Karnataka utilized over 90% of their allocated budget in 2022-23.

Table xx: Police- Highest and Lowest Allocations (2024-25 BE)			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	39425	Gujarat	8837
Maharashtra	30127	Andhra Pradesh	7869
Tamil Nadu	12090	Haryana	6287

⁵ Andhra Pradesh and Haryana do not reflect any budget for construction of residential buildings for police.

The budget for the police is a part of the Home Department's budget. For all eleven states, the budget code for "Police" is '2055' as the Major head while categories such as "Direction & Administration," "District Police," "Training," and "Modernisation" are categorized under Minor Heads. Sub-minor Heads further break down budgetary information, detailing allocations for specific purposes such as the construction of police stations, residential facilities for personnel, procurement of vehicles, and technology upgrades like surveillance systems. At the Object Head and Detailed Item levels, the budget documents provide granular information, including Salaries and Wages, various allowances like Dearness Allowance, House Rent Allowance, and Travel Allowance.

2.1 Budget for Police: An overview

Across states the major part of budget allocations - between 70 to 85% goes to the police. This is about 2-5% of the total state budget.

Together these states allocated Rs 1.57 lakh crore to police in 2024-25(BE), which is an average increase of 18% since 2022-23 (RE). Between 2021-22 and 2022-23, the spend (AE) on police in these states went up from Rs **1.06 lakh** crore to Rs **1.21 lakh** crore (up by 13%).

(For statewise police budget, utilisation and change in allocation, see Annexure 2).

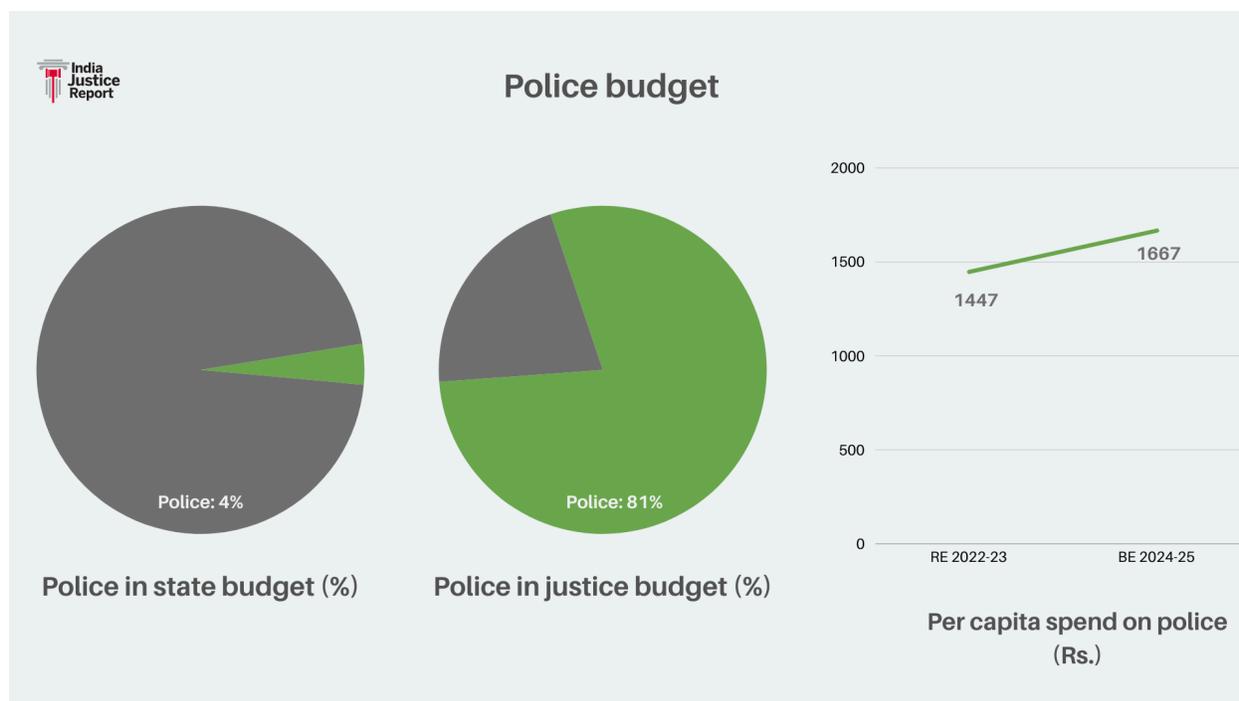


Fig: Police budget for 11 states for 2024-25.

The share of police within the justice budget has also fallen slightly between 2022-23 to 2024-25 (by a percent). More states had a share of police over 80% of the justice budget in 2022-23 in comparison to 2024-25.

Year	Where is police budget is more than 80% of total justice budget
2022-23	Andhra Pradesh, Gujarat, Haryana, Maharashtra, Rajasthan, Tamil Nadu, Telangana, West Bengal
2024-25	Andhra Pradesh, Karnataka, Maharashtra, Tamil Nadu, West Bengal

The average share of police budget in state budget remains less than 4%.

- *Per capita spend on police*

These eleven states increased their per capita spending on police by 15% since 2022-23, reaching an average of Rs 1,667 in 2024-25.

Telangana leads with the highest per-capita spending at Rs 2,406, while West Bengal has the lowest at Rs 1,106 in 2024-25.

Figure: State-wise per capita spend on police (Rs. 2024-25)	
	Per capita expenditure on police (BE 2024-25)
Andhra Pradesh	1485
Gujarat	1221
Haryana	2081
Karnataka	1699
Madhya Pradesh	1185
Maharashtra	2365
Rajasthan	1561
Tamil Nadu	1568
Telangana	2406
Uttar Pradesh	1657
West Bengal	1106
Total	1667

2.2 Budget for police: Focus areas

A. Training

Training is imparted at induction and there are periodic specialized and short courses for upskilling at different ranks. Police training budget primarily covers salaries for training staff, operational costs of training institutes, and allowances for personnel, including travel and medical expenses. According to the Directory of Indian Police Training Institutes (DIPTI) published by the Bureau of Police Research and Development (BPR&D), as of March 2023, there are a total of 236 training institutes spread across India. Out of these, 117 institutes are located in the eleven states under study. These eleven states also account for over 60% of the country's total police force.

For statewise police training budgets, utilisation and change in allocation, refer to annexure 2.1.

	Sanctioned police strength (Jan 2023) (In Lakh)	Training Institutes (March 2023)	Personnel Per training institute (March 2023)
All India	21.6	236	9,150
High GDP states	14.6	140	1,04,910
UP, Maharashtra and TN	7.1	32	22,328

Uttar Pradesh, Maharashtra and Tamil Nadu have the largest police contingents, accounting for over 30% police strength, nationally.

As of 2022-23, nationally, only 14% police personnel received training. During 2023, four of these states (Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh) trained less than 10% of their police personnel. Telangana, with 33 institutes trained 32% of its police personnel as per **DIPTI**.

States	Number of training institutes	Personnel trained (2022-23) (%)	Training budget (AE. 2022-23) (Rs. crore)
Andhra Pradesh	23	44	136
Gujarat	5	10	62
Haryana	4	19	65

⁶ Police strength(sanctioned and actual): Source: Data on Police Organizations (DoPO) by the Bureau of Police Research and Development (BPR&D). (As of Jan 2023)

Police training institutes: Source: Directory of Indian Police Training Institutes (DIPTI) by the Bureau of Police Research and Development (BPR&D). (As of March 2023)

Karnataka	12	12	3
Madhya Pradesh	10	6	164
Maharashtra	12	7	204
Rajasthan	11	14	155
Tamil Nadu	9	5	331
Telangana	33	32	77
Uttar Pradesh	11	6	185
West Bengal	10	17	32
Total	140	15(Avg)	1414

- **Training Budget as a share of police budget**

On average the training budget has gone up by about 78% (from RE 2022-23: **Rs 1459 crore** (RE) to BE 2024-25: **Rs 2208 crore**) across the eleven states. However, the average share of the training budget in the police budget has remained stagnant (from 1.15% to 1.44%) between 2021-22 to 2024-25.

Figure xx: Share of training budget in police (%)	
11 high GDP states	
2022-23 (RE)	1.18
2023-24 (BE)	1.35
2024-25 (BE)	1.44
National average (AE 2021-22)	1.4

In 2024-25, three states (Haryana, Karnataka and Maharashtra) allocated less than 1% of their police budget to training, while the remaining eight maintained their share between 1-2%.

This reflects a national trend, also flagged by previous IJRs, that shows that most states allocate around 1- 1.5% of their police budgets on training. IJR 2022 found that 7 states (Kerala, West

Bengal, Uttarakhand, Haryana, Jharkhand, Maharashtra, Gujarat) states had less than 1% of the police budget allocated for training⁷ .

Of the eleven states, 3 states- Karnataka, Haryana and Tamil Nadu reduced their allocations by 100%, 14% and 39% respectively between 2022-23 to 2024-25.

West Bengal's budget grew nearly 5 times between 2022-23 (RE: Rs 34 crore) and 2024-25 (BE: Rs 175 crore). The increase went mostly into increasing the salaries of the Swami Vivekananda Police Training Institute.

Uttar Pradesh

Over the span of just one year, between 2021-22 and 2022-23, UP increased its police training budget by a significant 68% (from Rs. 168 crore to Rs. 283 crore). In 2024-25, its allocation rose to Rs. 637 crore the highest amongst the 10 states. Alongside this, the state increased its police strength by 5%, however the number of its training institutes and their capacities remained unchanged.

Table xx: UP: Change in actual police strength, trained personnel and training capacity

	2021-22	2022-23
Actual Strength of Police personnel (Civil+DAR) ⁸	258197	269942
Personnel Trained ⁹	11106	14998
Number of training institutes ⁹	11	11
Training Capacity of the Institutions ⁹	10320	10320

⁷ Explore more here: <https://indiajusticereport.org/indicator/103/ijr-3/large-states/table>

⁸ Police strength(sanctioned and actual): Source: Data on Police Organizations (DoPO) by the Bureau of Police Research and Development (BPR&D). (As of Jan 2023)

⁹ Personnel trained, training institutes and their capacity: Source: Directory of Indian Police Training Institutes (DIPTI) by the Bureau of Police Research and Development (BPR&D). (As of March 2023)

A closer look at the budget for UP police training shows that the budget for travel allowance under training budget doubled from Rs 5 crore to Rs 10.00 crore in this period. Salaries for the staff of training institutes also nearly doubled from Rs 174 crore to Rs 350.00 cr¹⁰. Salaries have accounted for more than half of the training budget for all 2022-23, 2023-24 and 2024-25. Whether the change in budget is attributable to changes in the staff strength of training institutes could not be ascertained.

- **Police training budget: Understanding reductions**

- 1. Karnataka**

In 2024-25, the police training budget in Karnataka is reported as only at Rs. 1 lakh (BE). This records a drastic fall of 99% from 2022-23 levels when it stood at was Rs. 2.62 crore (RE).

The drastic reduction in Karnataka's police training budget for 2024-25 points to the several factors that can affect budget allocations, including fiscal constraints that prioritize other sectors, underutilisation of previous training budgets, or an assumption that existing training infrastructure is sufficient, political shifts, post-pandemic budgetary adjustments, and a focus on other policing priorities, such as modernisation.

As compared to previous years Karnataka's budget document 2024-25 does not indicate the allocations for Minor Head "Education and Research" which comprises of budget for training. In 2023-24 budgets, it appeared and provided figures for only AE(2021-22) leaving BE(2022-23), BE(2023-24) and BE(2024-25) not available implying that the last allocation it received was in 2021-22.

The 2024-25 budget document only indicates budgets for Setting up of Cyber Forensic Lab cum Training Centre towards implementation of CCPWC and other facilities under Nirbhaya Fund.

- 2. Haryana**

Haryana's allocation fell by roughly Rs 10 crore between 2022-23 to 2024-25. The allocation for Recruits Advance Training Centre, decreased from Rs. 37 crore to Rs. 34 crore, and the Recruits Training Centre, Sunaria at Rohtak saw a sharp Rs. 9 crore

¹⁰ UP state budget document 2023-24, pg:6, UP state budget document 2024-25, pg:6.

reduction. Rent, Rates, and Taxes at the Sunaria facility saw a striking 94% drop in allocation. These adjustments reflect a shifting focus with gains in training and research offset by notable reductions in core training facilities.

(See annexure 2.1(a) for detailed budget for Haryana’s training.)

3. Tamil Nadu

Between 2022-23 and 2024-25, Tamil Nadu police training budget dropped by 38% (Rs 143 crore).

See annexure Annexure 2.1(b) for Tamil Nadu’s budget for salaries and allowances.

B. Modernisation of Police

Under a 60:40 fund-sharing arrangement, the Centrally Sponsored Scheme for Police Modernisation supports weapons procurement, IT and communication equipment, training, police station infrastructure, and state-specific initiatives like Mega City Policing, Desert Policing, Naxal-affected Districts, Border Districts, and Special Branches.

For statewise police modernisation budgets, utilisation and change in allocation, refer to annexure 2.2.

Modernisation of Police (Rs. crore)			
	2022-23 (RE)	2024-25 (BE)	Change in allocation between RE 2022-23 to BE 2024-25 (%)
	154	276	79
Gujarat	48	37	-24
Haryana	63	20	-68
Karnataka	71	30	-58
Madhya Pradesh	30	26	-12

Maharashtra	133	116	-13
Rajasthan	65	99	53
Tamil Nadu	282	48	-83
Telangana	7	13	97
Uttar Pradesh	269	123	-54
West Bengal	213	216	1
Total	1335	1003	Avg: -8

The overall budget (central + state) for modernisation across these eleven states reduced from Rs 1335 crore in 2022-23 RE to Rs 1003 crore in 2024-25 (BE) (avg 8% fall).

The actual expenditure went up between 2021-22 and 2022-23 by 135% from Rs 952 crore (AE) to Rs 1114 crore (AE).

As of 2024-25, the share of modernisation in the overall police budget stands at 0.6% and has declined from nearly 1% in 2022-23.

The union budget allocated Rs. 160.12 crore towards *Modernisation of State Police Forces and Crime and Criminal Tracking Network and Systems (CCTNS)* in 2024-25, up by 5% from 2022-23.

West Bengal, Karnataka, and Tamil Nadu have allocated funds for modernisation initiatives focused on women's safety and community policing, but specific details on these funds are not provided in the state budget documents. For instance, West Bengal's "other charges" and Karnataka's "General expenses" lack detailed breakdowns, leaving the specific allocations unclear (see Annexure 2.2(a) and 2.2(b) for reference).

- **Utilisation of Modernisation Funds**

On an average, in 2022-23, these eleven states utilized **83%** of their budget for modernisation of police **as opposed to 55% in 2021-22 as reported by BPR&D¹¹**. In 2022-23, two states (Karnataka, Telangana) exceeded their allocated budgets.

1. Telangana utilized the highest- 550% (overshot by Rs 30 crore in absolute terms). Over 98% of Telangana's modernisation budget was spent on purchasing machinery and equipment.
2. Karnataka on the other hand indicates spending on "modernisation of police" without any further breakdown of object heads.
3. Madhya Pradesh indicated the lowest utilisation 37%.

Seven (Gujarat, Haryana, Karnataka, MP, Maharashtra, Tamil Nadu, UP) out of eleven states noted a fall in allocations during this period. Haryana reflected the highest fall- from Rs 63 crore (RE 2022-23) to Rs 20 crore (BE 2024-25)(68%) in this period. It allocated a budget for Purchase of Equipment.

Andhra Pradesh, Rajasthan, Telangana and West Bengal increased the budget (RE- 2022-23 to BE-2024-25) on modernisation by 79%, 53%, 97% and 1% respectively.

West Bengal, with highest allocations for modernisation in 2024-25 (Rs **215.64 crore BE**) allocated less than a percent (Rs 1 crore) on women's safety under Nirbhaya scheme (both state and central share) as opposed to 26% in 2023-24. However, it made 17% of the actual spend in 2022-23.

Telangana has had the lowest allocation for 2022-23 as well as 2024-25; Rs 7 crore in 2022-23, and Rs 13 crore in 2024-25.

¹¹ Utilisation of modernisation budget: Source: Data on Police Organizations (DoPO) by the Bureau of Police Research and Development (BPR&D). (As of Jan 2023)

- **Construction of Residential buildings for Police**

Housing is considered a crucial component of personnel welfare. Many governments have initiatives to provide housing or provide housing allowances to police officers. Several factors including the state’s overall economic growth and local market conditions influence budget size and the pace of construction.

India's high GDP-earning states allocated Rs 6449 crore for police housing in 2024-25, marking an average 8% increase from Rs 5165 crore in 2022-23¹².

For state wise budget for police housing, utilisation and change in allocation, refer to annexure 2.3.

Nationally, residential quarters are available for 36% police personnel. As of Jan 2023, 42% of personnel have access to housing in these states, led by Gujarat which reports providing housing to 92% of its personnel.

The budget for the construction of residential buildings of the police department is more than double the combined budget for training and modernisation of police .

Table xx: Availability of housing for police and its budget¹³.			
States	Actual strength of police personnel (Jan, 2023)	Share of personnel with available family quarters (%) (Jan, 2023)	Construction of Residential buildings of the Police Dept. budget 2022-23 (AE) (Rs crore)
Andhra Pradesh	79,614	25	NA
Gujarat	45,968	92	803
Haryana	42,742	25	NA
Karnataka	67,191	49	250

¹²Andhra Pradesh and Haryana budgets (2022-23 and 2024-25) do not reflect any budget for construction of residential buildings for police.

¹³ Availability of residential quarters for staff: Source: Data on Police Organizations (DoPO) by the Bureau of Police Research and Development (BPR&D). (As of Jan 2023)

Madhya Pradesh	78,495	48	1,813
Maharashtra	138,009	52	874
Rajasthan	78,612	29	68
Tamil Nadu	77,197	61	81
Telangana	35,645	39	18
Uttar Pradesh	234,906	27	2,731
West Bengal	59,174	21	18
Total	937,553	43 (Avg)	6,656

Allocations to police housing increased slightly in 2024-25, with 4.11% of the budget dedicated to construction compared to 4.02% in 2022-23. However, most states reduced their housing allocations between these years, except for Maharashtra, Tamil Nadu, Uttar Pradesh, and West Bengal, which saw increases.

- In 2024-25, Uttar Pradesh allocated the highest share of its police budget- 9% towards housing. This funding is used for constructing homes for state police, central police, and the State Disaster Response Force (SDRF), as well as acquiring land for residences. Uttar Pradesh has consistently allocated the highest amount towards police housing across all years (2022-23, 2023-24, and 2024-25). Currently, 27% of UP police personnel have access to housing.
- West Bengal, which has a housing coverage of 21%, allocated the lowest share-0.25% of its police budget towards housing in 2024-25.

Increases in allocations:

- Tamil Nadu led with over 200% increase from 139 crore in 2022-23(RE) to 433 crore in 2024-25(BE). Of the Rs 294 crore it raised for construction of residential buildings for Tamil Nadu Police, a major share of Rs 172.52 crore went to the state's Housing Corporation for construction works.
- Maharashtra too increased by around Rs 700 crore in this period towards Construction of Maharashtra State Police Housing (Scheme).

Construction of Residential buildings of the Police Dept. (Rs. crore)			
	2022-23 (RE)	2024-25 (BE)	Change in allocation between RE 2022-23 to BE 2024-25 (%)
Andhra Pradesh	NP	NP	NP
Gujarat	804	344	-57
Haryana	NP	NP	NP
Karnataka	250	200	-20
Madhya Pradesh	413	162	-61
Maharashtra	951	1566	65
Rajasthan	80	30	-62
Tamil Nadu	139	433	211
Telangana	333	95	-71
Uttar Pradesh	2169	3591	66
West Bengal	26	28	7
Total	5165	6449	8

Across these states, the actual spend went up by nearly 90% from Rs 3495 crore to Rs 6655 crore between 2021-22 and 2023-24. Rajasthan and Telangana reduced their spend over this period, both having housing available for less than 40% of their police personnel.

- **Utilisation**

Cumulatively, these states utilized all of their budget on housing in 2022-23.

- Madhya Pradesh spent nearly 4 times more than its allocated budgets. In MP, the money is allocated under Mukhyamantri Police Awasi Yojana, which is a housing scheme for police in the state.

- 4 states- Rajasthan, Tamil Nadu, Telangana and West Bengal utilized less than the average (119%). Telangana with housing available to 39% of its police utilised only 5%. Except Tamil Nadu, these states have housing available for less than 50% of their personnel.

D. Cyber crime prevention for women and children

Cyber Crime Prevention against Women and Children (CCPWC) Scheme aims to tackle cybercrime against women and children and create a roadmap for effective cybercrime prevention, and provide recommendations¹⁴. The allocations under this scheme by the Ministry of Home affairs are made towards improving infrastructure to deal with crimes against women and children , spreading awareness about cyber crimes and strengthening Research & development in the area.

Of the top eleven GDP states, only seven of these states- Andhra Pradesh, Gujarat, Haryana, Karnataka, Maharashtra, Telangana, Uttar Pradesh indicated allocations for the CCPWC scheme in the state budget documents (in Home department).

Cyber-crimes in these six states make up 63% of the total cyber crimes across India. Karnataka, Maharashtra, Telangana, and Uttar Pradesh are also the states that have the highest number of reported cyber crimes against women and children.

Table xx: Cyber crimes against women and children and budget for its prevention¹⁵

	Total cyber crimes against women and children (2021)	Total cyber crimes against women and children (2022)	Share of cyber crimes in total crimes against women and children(2022)(%)	CCPCW budget 2022-23 (AE)(Rs crore)
Andhra Pradesh	536	761	2.64	0.001
Gujarat	392	416	3	12
Haryana	271	365	2	4

¹⁴ <https://pib.gov.in/Pressreleaseshare.aspx?PRID=1559115>

¹⁵ Cyber crimes against women and children: Source: Crime in India published by the National crime records bureau. (As of December 2022).

Karnataka	2407	4143	16	3
Madhya Pradesh	343	566	1	NP
Maharashtra	1865	2708	4	5
Rajasthan	330	680	1	NP
Tamil Nadu	267	427	3	NP
Telangana	900	1295	5	0.01
Uttar Pradesh	1059	1219	1	NP
West Bengal	206	144	0	NP
Total	8576	12724	3.51(Avg)	24
All India	12106	162325	4	NA

Between 2022-23 (RE) and 2024-25 (BE), these states that provide CCPWC budgetary information, all reduced their allocation towards the scheme by 21%(average) (from 38 crore to Rs 13 crore). Andhra Pradesh did not provide RE figures for 2022-23.

For state wise budget for CCPWC scheme, utilisation and change in allocation, refer to annexure 2.4.

In 2021-22, these six states were spending 50% more on CCPCW that they did in 2022-23, with all states except Gujarat reducing the spend. Gujarat increased its spend (**on Professional Services**) from 0.16 crore to 12 crore.

These states utilized average 62% of their CCPWC budget in 2022-23. Only Gujarat and Karnataka utilized over 90% of their allocated budget in 2022-23.

Andhra Pradesh, Maharashtra and Telangana increased allocation for the scheme between 2022-23 and 2024-25, although only marginally. Out of the Rs 2.2 crore increase in Maharashtra's budget for “Cyber crime and Prevention of Atrocity Against Women” Rs 1.17 crore was attributed to a rise in salaries.

Haryana, the budget for CCPWC (sub-minor head) shows allocation only towards computerization (object head). This allocation dropped from RE Rs. 13 crore in 2022-23 to BE Rs. 1 lakh in 2024-25.

E. Safe city Project

The Safe City project is an initiative by the central government to establish a secure environment for women and girls in public spaces. . It focuses on preventing and addressing crimes against women and children by improving urban infrastructure and enhancing access to law enforcement services.

Seven of the eight Smart Cities are located within the top ten GDP states. However, only 4 of these (Karnataka, Maharashtra, UP and West Bengal) reflected budget information for the Safe City project in their respective budget documents for 2022-23 and 2024-25.

Together the aforementioned four states increased the spend on safe city from Rs 153 crore to 563 crore between 2021-22 and 2022-23.

West Bengal is the only state that decreased its spend in this period (from Rs 46 crore to Rs 28 crore).

Between 2022-23 to 2024-25, the allocation towards the project by these 4 states went down by 90% from Rs 1003 crore to 95 crore.

For state wise budget for safe city project, refer to annexure 2.5.

Table xx: Budget for safe city				
	2021-22 (AE)	2022-23 (RE)	2022-23 (AE)	2024-25 (BE)
Karnataka	0	242	333	50
Maharashtra	93	210	137	NP
Uttar Pradesh	14	523	66	NP
West Bengal	46	28	28	45
Total	153	1003	563	95

Maharashtra and UP under-utilized their budgets in 2022-23. UP indicated the lowest utilisation at 13%, with only Safe city, Lucknow indicating information on actual expenditure (AE) for 2022-23.

Safe city, West Bengal

West Bengal reported the highest increase (60%) in allocation over the subsequent years (Rs 28 crore in 2022-23 and Rs 45 crore in 2024-25). The West Bengal state budget documents indicate the allocation for centre and state share of Women Safety under Nirbhaya under minor heads of Modernisation of police and state police in 2022-23 (RE) and 2023-24 (RE). The BE for 2024-25 is not provided. Instead, in 2024-25, it added fresh line item for allocations under safe city project for “Women Safety under Nirbhaya (State-center sharing)” with most increase (nearly 97%) towards Motor Vehicles, Machinery and Equipment/Tools and Plants, Major Works / Land and Buildings and Other Capital Expenditure and the remaining towards “other charges”.

3 Judiciary

Key findings

1. **38%:** Increase in the total budget allocation by eleven states with highest SGDPs. Together these states allocated Rs **32996 crore** to the judiciary in 2024-25(BE) showing an average increase of 38% from 2022-23 (RE).
2. **<1%:** In 2024-25, all states except UP allocated less than 1% of their judiciary budget to training. This reflects a national trend, as found by the IJR (2020 and 2022), most states allocated abysmally low budgets to training of judges and other judicial staff.
3. **3X:** As of 2024-25, subordinate courts received three times the budget of High Courts (Rs 19,064 crore vs. Rs 6,186 crore), yet handle over 7 times the caseload.
4. **46%: Average increase in the budget** for Advocate General’s office between 2022-23 RE (Rs 840 crore) to Rs 1138 crore in 2024-25 BE. Total budget for Directorates of Prosecution in these states went up by 19% over this period.

Judiciary: Highest and lowest allocations (2024-25)			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	8828	Andhra Pradesh	1585
Maharashtra	4590	West Bengal	1464
Madhya Pradesh	3608	Haryana	1372

The budget for the judiciary is prepared by the Ministry of Law and Justice. For all eleven states, the budget code for "Judicial" or "Administration of Justice" is '2014' as the Major head, with several associated Minor Heads. This study focuses primarily on the Sub-minor Head level but delves into the Object and Detailed Item Head levels in specific instances to illustrate fiscal behavior and performance. Disaggregated budgets are provided for each Minor Head, covering areas such as High courts and civil and sessions courts, strengthening judicial infrastructure, training of judges, and modernisation of courts etc.

3.1 Budget for Judiciary: An overview

While the budget for judiciary comprises less than 1% of the total state budget in each state, within the justice pie (police, prisons, legal aid etc...), judiciary received the second-largest share, around 15%-20% in 2024-25.

For statewise judiciary budget, utilisation and change in allocation, see Annexure 3.



- *Per capita spend on judiciary*

In 2022-23, on average, these eleven states spent Rs. 217 per capita (AE) on judiciary, this has gone up to Rs 353 in 2024-25 (BE). In 2024-25, Haryana allocated the highest- Rs 454 per capita and West Bengal the lowest Rs 147.

Figure: State-wise per capita spend on judiciary (Rs. 2024-25)	
	Per capita expenditure on judiciary (BE 2024-25)
Andhra Pradesh	299
Gujarat	309

Haryana	454
Karnataka	361
Madhya Pradesh	412
Maharashtra	360
Rajasthan	312
Tamil Nadu	259
Telangana	600
Uttar Pradesh	371
West Bengal	147
Average	353

3.2 Budget for Judiciary: Focus areas

The minor heads considered in this exercise include High Courts, Civil and Sessions Courts, Legal Advisors and Counselors, Training, Infrastructure, and others.

A. High courts and subordinate courts

India has a total of 25 high courts and over 3500 district court complexes, most of which are facing significant challenges related to case backlogs, vacancies, and inadequate courtroom facilities¹⁶. Budgetary allocations are directed towards infrastructure development, judicial training, and the salaries of judges and support staff across both levels.

States provide budgets for both these levels under separate heads of High court and Civil and sessions courts, Criminal courts and Special courts. This exercise aggregates Civil, Sessions, Criminal, Family courts and Special courts under the umbrella term 'Subordinate Courts'. However, states do not adhere to a uniform categorization under minor and sub-minor heads for civil and sessions courts. Hence to maintain uniformity, IJR classified all courts other than high courts as subordinate courts.

¹⁶ Court complex: Source: National Judicial Data Grid (https://njdg.ecourts.gov.in/njdg_v3/)

For these two levels-High courts and subordinate courts, the total budget allocated (BE) by the eleven states for 2024-25 was Rs. 25250 crore (Rs. 6186 crore for high courts and Rs. for **19064 crore for subordinate courts**), up by 33% from 2022-23 .

For statewise high courts and subordinate courts budget, utilisation and change in allocation, refer to annexure 3.1.

Table xx: Pendency and budgets for high courts and subordinate courts¹⁷				
	Total Pending cases (High courts) (30.11.2024) (In lakhs)	Budgets for high courts (AE, 2022-23) (Rs. crore)	Total Pending cases (Subordinate courts) (30.11.2024)(In lakhs)	Budgets for subordinate courts (AE, 2022-23) (Rs. crore)
Total	46	3482	330	12146

High courts in India face over 30% judge vacancies. Over 72% of all vacancies are in these eleven states. Subordinate courts in India have 20% judge vacancies, with 78% all vacancies in these states. These states account for 68% and 63% of the country's total high court and subordinate court judge strength respectively.

Table xx: Judge strength and vacancies across courts		
	Sanctioned HC Judges (As on 21.11.2024)	Sanctioned subordinate court judges (As on 01.12.2024)
All India	1122	25736
High GDP states	782	17087

¹⁷ Pendency for High courts and subordinate courts: Source: Parliamentary question: Government of India, Ministry of Law & Justice, Department of Justice, Rajya Sabha, Starred Question No. 185, Answered on 12/12/2024.

These states also make up for most of the pending cases in subordinate courts as well as high courts. Of the 5 crore cases pending in Indian courts over 70% of the cases pending in high courts and subordinate courts in India are from these eleven states.

For a long time Indian judiciary has been facing the twin problems of staff and infrastructure crunch and the inability to effectively utilize funds. The states utilized 85% and 89% of their subordinate and high court budgets respectively in 2022-23. At subordinate courts level, 6 states (Andhra Pradesh, Gujarat, Karnataka, Rajasthan, Tamil Nadu and West Bengal) utilized over 90% of their budget in 2022-23. For high courts too, Andhra Pradesh, Gujarat, Haryana, Rajasthan and Tamil Nadu spent over 90%. **Despite having the highest allocation at subordinate and high court level, UP showed lowest utilisation (71% and 47% respectively).**

Only Andhra Pradesh utilized all of its budget for subordinate courts as well as high court.

Table xx: Utilisation of judiciary budget		
	Subordinate Court Utilisation (%) (2022-23)	High Court Utilisation (%) (2022-23)
Andhra Pradesh	104	103
Gujarat	95	92
Haryana	86	94
Karnataka	91	78
Madhya Pradesh	82	81
Maharashtra	83	89
Rajasthan	93	95
Tamil Nadu	99	99
Telangana	78	75
Uttar Pradesh	71	47
West Bengal	96	79
Total	89(Avg)	85(Avg)

As of 2024-25, the subordinate courts allocation (BE: Rs 19064 crore) was three times the high court budget (RE: Rs. 6186 crore). The increase between 2022-23 and 2024-25 was roughly the same for subordinate courts and High courts across these states (35%). With the caseload of

subordinate courts being more than 7 times that of High courts the budgetary allocations for subordinate courts need to grow even more.

Total allocations across states between 2022-23 and 2024-25		
	High Court	Subordinate courts
RE 2022-23	4774	14146
BE 2024-25	6186	19064

Between RE 2022-23 and BE 2024-25, Madhya Pradesh showed the highest increases in allocations : MP with 88% increase for subordinate courts (from Rs 1290 cr (RE 2022-23) to Rs 2424 (BE 2024-25)) and 96% for High court (from Rs 252 cr (RE 2022-23) and Rs 493 cr (BE 2024-25)). MP increased its budget for High court Vacant post provision (sub-minor) from Rs 65 crore to Rs 323 crore (over 300 percent). For subordinate courts, the state increased the budget for Special court - MP and MLA by over 100% (from Rs 4 crore to over 10 crore).

Karnataka too increased the high court allocation by 96% but only 16% increase in subordinate courts budget. The highest increase was towards Vacant Post Provision for high court (from Rs. 53 crore (RE 2022-23) to Rs. 323 crore (BE 2024-25)).

Uttar Pradesh held the top spot in terms of allocation for both subordinate courts and high courts from 2022-23 to 2024-25. 30% of the High court budget in the state is allocated to construction of a new high court building and 69% of the subordinate court budget is allocated to District and Sessions Judge (Sub-minor head). Table below provides UP’s share of pending cases nationally and among the high gdp states.

Table xx: UP’s share of pending cases			
	Pending cases in high courts (30.11.2024)	Pending cases subordinate courts (30.11.2024)	Total Pending cases (30.11.2024)
UP	837,086	11,595,720	12,432,806

Share all India (%)	14	25	40
Share in High gdp states (%)	19	34	33

B. Judiciary Training Budget

The training budget in the judiciary is spent on the upkeep of state judicial academies, the salaries of the training staff, and other infrastructure requirements like construction of new classrooms, and residential blocks. State judicial academies train all judges recruited by the respective state government across the subordinate judiciary. The National Judicial Academy at Bhopal also trains a select number of judges who are sent by various state governments but the majority of subordinate judges are trained at their respective State Judicial academies.

Among this group of high GDP states, between 2022-23 and 2024-25, the training budget (RE to BE) for the judiciary increased from Rs 137 crore to Rs 249 crore (Average increase: 232%), indicating an overall increasing trend.

For detailed state-wise judiciary training budgets, utilisation and change in allocation, refer to annexure 3.2.

Table xx: Subordinate courts: Judge strength¹⁸ and training budget				
States	Judge strength Subordinate Court (2024)	Judiciary training budget		
		2022-23 (RE) (Rs. crore)	2022-23 (AE)(Rs. crore)	2024-25 (BE)(Rs. crore)
Andhra Pradesh	544	0.45	4.04	9.14
Gujarat	1185	6.95	6.27	9.98
Haryana	552	NP	NP	NP
Karnataka	1157	3.72	3.63	2.54
Madhya Pradesh	1692	5.00	0.00	16.00
Maharashtra	1940	19.52	16.12	14.49
Rajasthan	1314	5.23	4.93	8.81

¹⁸ Judge strength of subordinate courts: Source: LOK SABHA UNSTARRED QUESTION NO. †917 TO BE ANSWERED ON FRIDAY, THE 29TH NOVEMBER, 2024

Tamil Nadu	1023	9.86	9.23	10.60
Telangana	445	6.78	3.74	5.09
Uttar Pradesh	2717	71.62	29.12	164.08
West Bengal	875	8.09	5.72	8.16
Total	13444	137	83	249

- **Training Budget as share of judiciary budget**

On average, in 2024-25 these states allocated less than a percent towards training of judges and other judicial staff.

	2022-23 (RE)	2023-24 (RE)
Andhra Pradesh	0.04	1.55
Gujarat	0.47	0.47
Haryana		
Karnataka	0.20	0.11
Madhya Pradesh	0.24	0.04
Maharashtra	0.52	0.28
Rajasthan	0.30	0.33
Tamil Nadu	0.56	0.50
Telangana	0.48	0.34
Uttar Pradesh	1.05	1.93
West Bengal	0.67	0.64
Average	0.45	0.62

Only Andhra Pradesh and Uttar Pradesh, had a training budget more than 1% of the state’s judiciary budget in 2024-25.

Andhra Pradesh increased the budget for its new state judicial academy at Guntur training from Rs. 0.45 crore to Rs. 9 crore between RE 2022-23 and BE 2024-25.

- **Utilisation**

Overall, these states utilized just over 150% of their training budgets, with Andhra Pradesh showing over 100% utilisation of its training budget, followed by Karnataka (98%), Rajasthan and Tamil Nadu at 94% each.

Uttar Pradesh increased its training budget by 129 % between 2022-23 and 2024-25. Interestingly, in 2022-23 UP could utilise only 41% of its training budget.

On the other hand, Karnataka shows consistently low training budgets, with a 32% fall between 2022-23 and 2024-25 (Rs 3.72 crore (RE 2022-23) to Rs 2.54 crore (Rs 2024-25)). To understand the reason for decrease, IJR looked at the object head level. It only shows allocation towards the judicial academy (sub-minor head) within which it has reduced the allocation for different areas such as General Expenses, Machinery and equipment etc.

Telangana and Maharashtra also reduced their budget for judiciary training in this period.

C. Fast track special courts

Fast Track Special Courts (FTSCs) are specialized courts established to expedite trials in cases related to sexual offenses, particularly those involving rape and offenses under the Protection of Children from Sexual Offences (POCSO) Act. 65.6% or 492 of the total 750 FTSCs are located in 11 high GDP states. These states also account for two thirds of the total pending cases of sexual assault against children and women nationally. Over 2 lakh such cases remain pending across FTSCs in India, as of October 2024.

Of these states, eight (Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu, Telangana, Uttar Pradesh, West Bengal) indicate the budget for FTSC under the judiciary in state budget documents.

Andhra Pradesh, Haryana and Rajasthan did not provide budgets for FTSCs.

Together, these states allocated Rs. 382 crores (BE) to FTSCs in 2024-25, up by 11% (average) since RE 2022-23. Between 2021-22 and 2022-23, the spending increased by over 100% from Rs. 161 crores (AE) to Rs. 326 crores (AE).

For state-wise FTSC budget, number of FTSCs, and cases disposed, refer to annexure 3.3.

Table xx: Number of FTSCs, cases disposed and budgets for FTSCs.¹⁹

	Number of FTSCs including exclusive POCSO courts (Oct 2024)	Allocation per FTSC (2024) (Rs. crore)	Cases Pending before FTSCs (Oct 2024)
Andhra Pradesh	16	NA	6,425
Gujarat	35	0.28	5,680
Haryana	16	NA	4,351
Karnataka	31	0.61	5,436
Madhya Pradesh	67	2.33	10,352
Maharashtra	8	1.48	572
Rajasthan	45	NA	5,426
Tamil Nadu	14	1.46	4,525
Telangana	36	0.75	8,424
Uttar Pradesh	218	0.62	91,125
West Bengal	6	0.33	4,235
Total	492	(Average) 0.98	146,551
All India	750		203157

Overall, the states utilized about 70% (average and 85% absolute) of the FTSC budget in 2022-23. Three states (Tamil Nadu, Telangana and Uttar Pradesh) utilized over 100% of their FTSCs budget in 2022-23.

Table xx: Utilisation of FTSC budget	
	Utilisation (%) (2022-23)
Gujarat	107
Karnataka	81

¹⁹ Number of FTSCs and cases pending: Source: DoJ Dashboard.
https://dashboard.doj.gov.in/fast-track-special-court/pendency_by_ftsc

Madhya Pradesh	100
Maharashtra	63
Tamil Nadu	66
Telangana	68
Uttar Pradesh	NP
West Bengal	NP
Average	61

Between 2022-23 and 2024-25, Maharashtra had the highest fall in allocation - from Rs. 79 crore to Rs. 12 crore. The state reported a fall in the central share of FTSC budgets from Rs. 62 crore in 2022-23 to no allocation in 2024-25. The state share also fell by 28% over this period.

	2021-22 (A)	2022-23 (RE)	2022-23 (AE)	2023-24 (RE)	2024-25 (BE)
01- Est. of Spl. Courts for fast disposal of cases related to Women and Children under National Mission for safety of Women (Central Share 60%)(Scheme)	419	6212	3353	3750	0
02- Est. of Spl. Courts for fast disposal of cases related to Women and Children under National Mission for safety of Women (State Share 40%)(Scheme)	282	1652	1652	2500	1180
Total (Rs. Lakhs)	701	7864	5005	6250	1180
Total (Rs. Crores)	7.01	78.64	50.05	62.5	11.8

West Bengal reflected the lowest allocation of Rs. 2 crore in 2022-23 as well as 2024-25.

D. Technology, Infrastructure and Modernisation

Indian courts are steadily enhancing their infrastructure and introducing technology to boost efficiency. As part of this, courts are expanding their courtrooms and upgrading their technological infrastructure. The budgets for technology, modernisation and infrastructure are provided to construction of new courthalls, maintenance of existing ones, establishment of POCSO courts, digitization of court records, use of CCTVs in court complexes etc. Budgets towards Gram Nyayalayas have also been included wherever available.

Nationally, India has a 9% deficit in courtrooms for the sanctioned strength of 26858 judges. As of August 2024, 68% of India's court halls are in these eleven states.

E-courts: Across India, 18,735 e-courts were reported to be functional as of Feb 2024, with 69% of these operating in these eleven states²⁰. Each e-Court is envisaged to be equipped with video conferencing facilities to enable virtual hearings, allowing remote participation in court proceedings.

Of the 11 high GDP states, Haryana and Rajasthan do not provide any budgets for technology, infrastructure and modernisation under the law and justice department. Between 2022-23 and 2024-25, the budget for technology infrastructure and modernisation in these states went up by over 60% from Rs. **5,240** crore (RE) to Rs. **7,693** crore (BE).

For state wise technology, modernisation and infrastructure budget, utilisation and change in allocation, refer to annexure 3.4.

Table xx: Courthall shortfalls, operational e-courts and budgets for technology, modernisation and infrastructure.

²⁰ Data on e courts: Source: Lok Sabha Unstarred Question No. 222 for 02/02/2024 regarding Functional e-Courts.

	Courthall Shortfall²¹ (%) (August 2024)	Sanctioned judge strength (Subordinate court)	No. of operational ecourts (July, 022)²²	No. of operational ecourts²³ (Feb 2024)	Technology, Infrastructure and Modernisation budget (AE, 2022-23) (Rs. crores)
Andhra Pradesh	-4.9	618	617	617	58
Gujarat	12.3	1720	1268	1268	3
Haryana	25.5	773	500	500	NP
Karnataka	10.5	1375	1031	1031	237
Madhya Pradesh	21.0	2028	1363	1363	1392
Maharashtra	-68.2	2190	2157	2157	119
Rajasthan	15.4	1641	1240	1240	NP
Tamil Nadu	9.4	1369	1124	1124	36
Telangana	2.0	560	476	476	83
UP	23.3	3698	2222	2222	443
West Bengal	12.5	1105	827	827	169
Total	Avg: 5	17077		12825	2541
All India	9	25725		18735	NA

The states increased their spend on technology, infrastructure and modernisation by 26% between 2021-22 and 2022-23 (113% average). Andhra Pradesh increased the spend by over 300% and Telangana by over 200%. UP's spend dropped by 6%.

²¹Number of judges: Source: Rajya Sabha Unstarred Question No. 2043, Answered on 12/12/2024, Judges-Population Ratio in the Country. As on 09/12/2024.

Courthalls: Source: Rajya Sabha Unstarred Question No. 1242, answered on August 1, 2024, addressed the issue of expenditure on judicial infrastructure. As on 01/08/2024.

²² Number of operational e-courts:Source: Rajya Sabha Unstarred Question No. 1394 for 28/07/2022 regarding Establishment of e-courts.

²³ Number of operational e-courts: Source: Lok Sabha Unstarred Question No. 222, To be Answered on Friday, the 2nd February, 2024, Functional e-Courts. As on 02/02/2024.

On average, the states utilized 67% of their allocated budgets for tech, infrastructure and modernisation. Tamil Nadu and West Bengal spent over 100%. UP reported the lowest utilisation (18%).

Of these states, UP has had the highest allocation for all years between 2022-23 and 2024-25 and has risen by 23% during this period. Gujarat increased its allocation by over 200%. The increase is mainly directed to computerization of subordinate courts and infrastructure of subordinate courts. Telangana also reported over 100% rise in allocation for construction of Gram Nyayalayas.

Towards these three heads i.e technology, infrastructure, and modernisation, Maharashtra reduced its allocation by 27 % from Rs 181 crore (RE 2022-23) to Rs 133 crore (BE 2024-25).

Andhra Pradesh and Maharashtra stand out as the only states among the eleven with no courtroom shortage.

E. Advocate General's office

The Advocate General's Office is primarily responsible for representing the interests of the State in high stakes legal matters before High Courts (including any regional benches) and supreme court of India. Led by the Advocate General, who serves as the chief legal advisor to the government, the department is supported by a team of law officers, including the Additional Advocate General, Government Advocates, State Public Prosecutors, and High Court Government Pleaders. These officers work under the guidance of the Advocate General to manage the litigation workload across various courts and tribunals.

The budget for the Advocate General's office is allocated towards salaries and allowances under the minor head "Legal Advisor and Counsel". Haryana, Karnataka, MP, Telangana, UP and West Bengal indicate budgets for advocate general under the subminor head of "Advocate General". The remaining states Gujarat, Maharashtra and Rajasthan provide sub-minor heads such as pleaders and law officers. Tamil Nadu's budget for advocate general is not provided.

Between 2022-23 to 2024-25, the total budget for Advocate General's office in eleven high GDP states went up from Rs **840 (RE)** crores to Rs **1138 (BE)** crores, up by 46%. The spend (AE) increased from Rs **690** crores in 2021-22 to Rs 783 crores in 2022-23 (12%).

Across the eleven states, the budget for Advocate General’s office is nearly double that of the Directorate of Prosecution (BE 2024-25: Rs. 775 crore).

For state wise budget for the Advocate General’s office, refer to annexure 3.5.

States with highest allocation towards Advocate General’s office		States with lowest allocation towards Advocate General’s office	
	2024-25 (BE) (Rs. crore)		2024-25 (BE) (Rs. crore)
Uttar Pradesh	396	Karnataka	47
Gujarat	278	Telangana	28
West Bengal	106	Rajasthan	0.19

Between 2022-23 RE and 2024-25 BE, Gujarat and Rajasthan increased the allocation for AG’s office by over 50%. In Gujarat, the increase is mainly due to addition of budget (BE) for “**Office of the Govt. Pleader (Guj. High Court), Dist. Govt. Pleader and Office of Inspecting Officer of Court Fees in 2024-25**”. These have been introduced as new sub-minor heads in the 2024-25 budget and were not included in the 2023-24 budget. In Rajasthan, the increase is in the “**Standing Counsel for Rajasthan Civil Services Appellate Tribunal cases**” from Rs 6 lakh to Rs 19 lakh in this period.

	Change in allocation for Advocate General’s office between RE 2022-23 to BE 2024-25 (%)	Change in allocation for Directorate of Prosecution between RE 2022-23 to BE 2024-25 (%)
Andhra Pradesh	16	25
Gujarat	94	-2
Haryana	12	11
Karnataka	3	12
Madhya Pradesh	33	34

Maharashtra	45	54
Rajasthan	217	NP
Tamil Nadu	NP	20
Telangana	6	70
Uttar Pradesh	31	-39
West Bengal	7	4
Average	46	19

On average, these eleven states spent over 90% of their allocated budget for the AG's office in 2022-23. Gujarat and West Bengal utilized nearly 100% of their budget.

4

Prosecution

Key findings

- 1. 19%:** The budget for prosecution increased by 19% between RE 2022-23 and BE 2024-25 for the eleven high GDP states.
- 2. Rs 126 crore:** Haryana reported the highest budget for prosecution in 2024-25, UP the lowest Rs. 1.5 crore.
- 3. Inconsistent data:** IJR scanned the websites of prosecution departments of the high GDP states and found sanctioned and/or actual strengths of different designations within the department. However, this data is presented inconsistently across states.

The Directorate of Prosecution's key functions include representing the state in criminal trials, investigating cases, and providing legal opinions. Prosecutors conduct trials in various courts including Judicial Magistrate courts, Additional Chief Judicial Magistrate (ACJM) courts, Chief Judicial Magistrate (CJM) courts, and Special Sessions Courts, supervise investigations, and review chargesheets.

The budget for prosecution is presented under either the Home Department or the Law and Justice Department in various states (Code 2055 or 2014). The budget is allocated to the functioning of the Directorate of Prosecution, covering their salaries and allowances and training of prosecutors.

4.1 Budget for Prosecution: An Overview

Together these states allocated Rs. 830 crore to prosecution in 2024-25, up by 19% from 2022-23. The spend also increased 50% between AE 2021-22 to AE 2022-23.

For state-wise prosecution budget, utilisation and change in allocation, refer to annexure 4.

IJR scanned the websites of prosecution departments of the high GDP states and found sanctioned and/or actual strengths of different designations within the department. However, this data is presented inconsistently across states. For instance, Haryana, Madhya Pradesh, and Rajasthan provide details for both officer and clerical staff, whereas Uttar Pradesh and Karnataka only list officer staff. Additionally, the websites do not specify the timelines associated with the reported staff strengths.

Table xx: Prosecution budgets	
	2022-23 (AE) (Rs. crore)
Andhra Pradesh	41.43
Gujarat	5.15
Haryana	90.47
Karnataka	93.43
MP	102.49
Maharashtra	135.93
Rajasthan	NP
Tamil Nadu	47.69
Telangana	34.12
UP	0.00
West Bengal	48
Total	599

Maharashtra has consistently had the highest budget for prosecution (Directorate of prosecution) between 2022-23 to 2024-25. The budget is provided for salaries, wages and expenses of the department.

In 2022-23, the high GDP states utilized about 88% of their budget. UP provided budget for training of the prosecutors for which it indicated no spending in 2022-23, despite an allocation of Rs 3 crore in 2022-23 and about Rs 2 crore in 2024-25.

Telangana and Andhra Pradesh utilized over 100% of its prosecution budget in 2022-23. They provide a budget for the Directorate of prosecution (Headquarter) and district prosecution offices. Haryana noted lowest utilisation-80%. The state had the second highest allocation in 2022-23 (Rs.113 crore).

Telangana noted the highest increase in allocation from Rs. 26 crore to Rs. 45 crore. Gujarat and UP reduced their budgets. Gujarat provides a budget for directorate of prosecution (sub-minor head) UP provides budgets for training of its staff.

5 Prison

Key findings

1. **28%:** The increase in budget allocated by eleven highest GDP states between 2024-25(BE) (Rs **7247 crore**) and 2022-23 (RE). Between 2021-22 and 2022-23, the spend on prisons in these states went up from Rs **3973** crore to Rs **4740** crore (up by 16%) respectively.
2. **Rs 0.23 :** On average, of every 100 Rs spent on prison, Rs 0.23 was spent on **training** by these states in 2024-25.
3. **2%: Average share of prison budget allocated towards modernisation of prisons in 2024-25 (BE).** Together, these states allocated Rs. 115 crore (BE) in 2024-25 to modernisation.

Prison: Highest and lowest allocations			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	2753	Rajasthan	315
Maharashtra	912	Andhra Pradesh	237
Madhya Pradesh	727	Telangana	160

Like the Police, the budget for prisons is presented as a part of the Home Department’s budget. For all eleven states “Jails/Prisons/Correctional Services” is the Major head, and “Direction & Administration, Jails, Jail Manufactures, Trainings” etc are Minor heads. Then there are

sub-minor heads that provide budgetary information disaggregated by jail types and specify expenditures related to residences for prison staff, modernisation of prisons, video conferencing facilities in prisons construction of jails/correctional facilities which covers either setting up or repair of amenities such as water tanks, installation of ROs, etc. At the Object head and Detailed item level budget document provides more granular details like Salaries and Wages, various Allowances such as Dearness allowance, House Rent Allowance, and Travel allowance etc..

As in other pillars, budget analysis for Prisons is limited to the sub-minor head level, in select cases, Object and Detailed item head levels are also analysed to illustrate fiscal behaviour and performance. The study sought to capture budgets for Central prisons, District prisons, Infrastructure for prisons, construction of housing for prison staff, and modernisation of prisons.

5.1 Budget for Prisons: An Overview

As of 31st December 2022, prisons in the eleven states with the highest GDP hold 60% (about 3.48 lakh) of the 5.73 lakh inmates housed in India’s 1330 prisons. The occupancy (137%) in these states is slightly higher than the national average (131%) for prison occupancy.

	Occupancy Rate(% ,2022)
All India	131
High GDP states	137

Of the 573,220 inmates in Indian prisons as of Dec 2022, over 60% inmates are in the top eleven GDP states.

In 2024-25, these states allocated **Rs. 7,247 crore** to prisons, reflecting a 28% increase since 2022-23 (RE). The actual expenditure also went up by 16% between 2021-22 and 2022-23. As per the IJR 2025 , nationally, the prisons budget stood Rs 8725 crore(2022-23).

For state wise prisons budget, utilisation and change in allocation, refer to annexure 5.

- *Daily spend per inmate*

In the eleven states, the average daily spend per inmate in 2022-23 was Rs. 175 up by 16% since 2021-22. The national spend stood at Rs. 148 in 2022-23.

The total budget for prisons makes around 4.5% of the total justice budget across the eleven states with the highest GDPs.

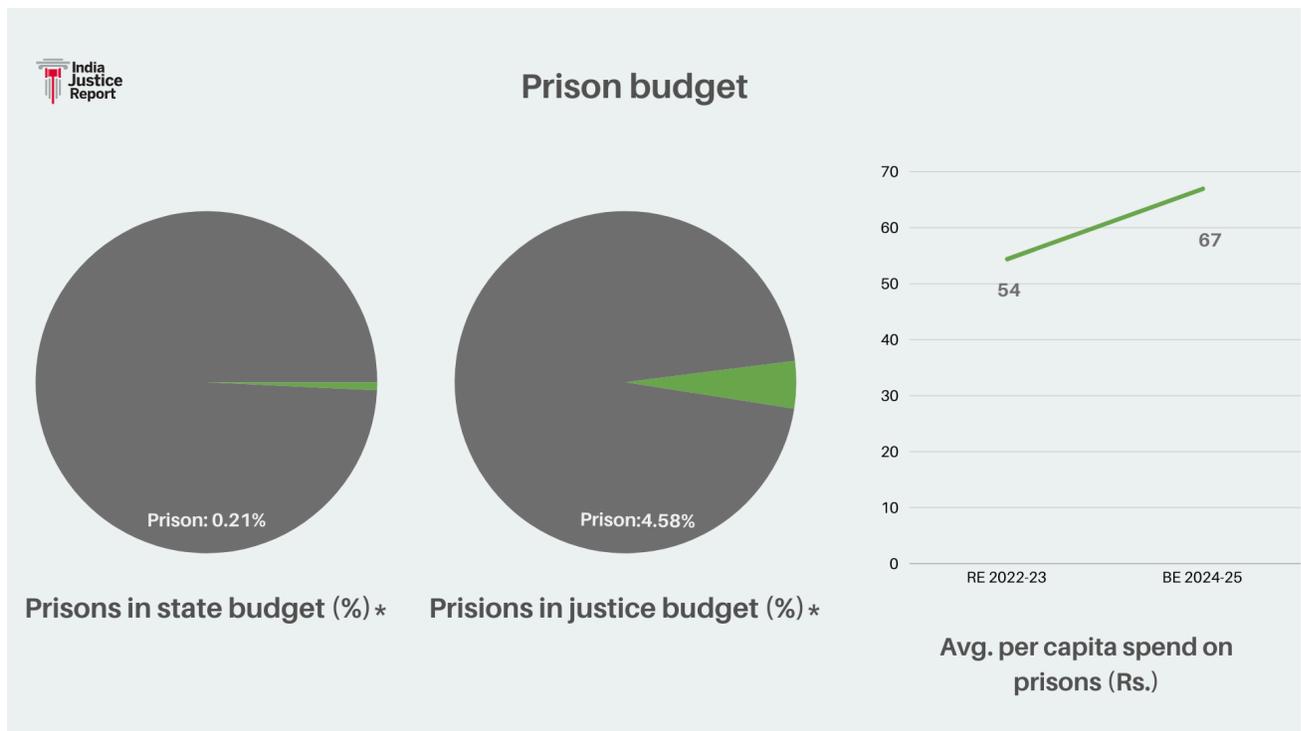


Fig: Prisons budget for 2024-25

The share however remains less than 1% of the state budget.

5.2 Budget for prisons: Focus areas

A. Central and District prisons

India has 148 central and 428 district prisons with an average 125% and 157% occupancy respectively. Of these, nearly half of all prisons (75 central and 250 district prisons) are in the top eleven GDP states.

The disaggregation of prison budgets varies substantially from one state to another. Only **Gujarat, Maharashtra, disaggregate** budgets for central and district prisons under separate minor heads labeled “Central Prisons” and “District Prisons.” In the other nine states budgets for both these type of jails is provided as an aggregate under one minor head.

Haryana’s budget provides disaggregation of central and district jails but only under the Minor head of “Jail manufactures”. Under another Minor head of “Jails”, it provides budget for “Central, District Jails including Borstal Institute and Juvenile Jail”(Sub-minor head).

Tamil Nadu and Madhya Pradesh, consolidate allocations for different types of prisons. In Tamil Nadu, the minor head “Jails” comprises two prison related sub-minor heads i.e. 1.) "Jails other than sub jails" and 2.) "Sub jails" (sub-minor head).

MP combines budgets for central and district prisons under minor head “Jails” under sub minor head “central and district jails”. Hence, disaggregation of budgets for different prisons is not possible in these states.

For state-wise budget for central and district prisons, utilisation and change in allocation, refer to annexure 5.1.

Table xx: Central and district jails: Inmate population and budgets				
State/UT	Central jails: Inmate population (2022)	2022-23 (AE) (Rs crore)	District jails: Inmate population (2022)	2022-23 (AE) (Rs crore)
Andhra Pradesh	4542	NA	1112	NA
Gujarat	9961	95	3739	2
Haryana	4500	1	20971	0
Karnataka	10267	Disaggregated budget not available	4584	Disaggregated budget not available
Madhya Pradesh	25170	430	15720	174

Maharashtra	28337	249	10395	Disaggregated budget not available
Rajasthan	10148	237	8091	46
Tamil Nadu	14068	258	2212	Disaggregated budget not available
Telangana	3618	Disaggregated budget not available	1942	Disaggregated budget not available
Uttar Pradesh	12132	Disaggregated budget not available	108396	Disaggregated budget not available
West Bengal	15705	Disaggregated budget not available	6928	Disaggregated budget not available
Total	138448	1269	184090	222

The allocation for central prisons in these six states which provide disaggregation increased by 11% from 2022-23 (RE) to 2024-25 (BE) (Rs. 1338 crore to Rs 1680 crore). For district prisons, it went up by 18% from RE Rs. 232 to BE Rs 287 crores in this period. The spend (AE) for central prisons went up by 19% whereas for distinct prisons decreased by 18% between 2021-22 and 2022-23.

Most states utilised more than 90% of their central as well as district prisons budgets.

B. Prison Infrastructure

States regularly require upgradation, renovation and creation of prisons infrastructure including barracks, kitchens as well as security-related infrastructure. Nationally, occupancy went from 123% in 2009 to touching the highest of 131% in 2022. As of December 2022, except Andhra Pradesh, Tamil Nadu and Telangana all other states had overcrowded prisons.

	All India	High GDP states
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Occupancy (% , 2009)	123	123
Occupancy (% , 2022)	131	139

Over the last 5 years (2018 to 2022), the increase in available capacity in these eleven states has increased from 2.3 lakh to 2.5 lakh. Nationally, it has increased from 3.9 lakh to 4.3 lakh in this period.

State/Union Territory	Available Capacity (2022)	Inmate Population (2022)
Andhra Pradesh	8659	7254
Gujarat	7116	11942
Haryana	11850	13837
Karnataka	13100	13241
Madhya Pradesh	24103	32806
Maharashtra	23967	24884
Rajasthan	17627	17932
Tamil Nadu	20939	14360
Uttar Pradesh	42527	83805
West Bengal	20472	17586
Total	181701	230393

Together, these states allocated Rs 1990 crore on prison infrastructure in 2024-25, up by 300% from 2022-23 (RE). However, between 2021-22 and 2022-23, the spend went up by only 8% .

For statewise prison budget infrastructure, utilisation and change in allocation, refer to Annexure 5.2.

States	Occupancy % (2022)	Spend on Prison Infrastructure (2022-23 (AE))
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Andhra Pradesh	84	1
Gujarat	168	157
Haryana	117	NP
Karnataka	101	150
Madhya Pradesh	136	55
Maharashtra	104	8
Rajasthan	102	NP
Tamil Nadu	69	1
Telangana	197	0
Uttar Pradesh	86	247
West Bengal	127	NP
Total	355826	619
All India	573220	

Of these states, UP leads with 180% prison occupancy and highest budget allocation: Rs. 1366 crore (BE 2024-25). From 2012 to 2022, the state increased its inmate capacity from about 48 thousand to 68 thousand (roughly 42%). However, the inmate population also increased by over 50%, leading to persistent overcrowding. Occupancy has been over 160% throughout this period.

UP, which has the most overcrowded prisons in the country, has been investing in expanding its prison infrastructure, it has increased allocations towards infrastructure by over 300% since 2022-23. This covers construction of new prisons and also renovation of existing ones as well.

Overall, the states utilized 60% of their allocated budgets in 2022-23, with Tamil Nadu indicating the lowest utilisation of 15%. For Tamil Nadu, the infrastructure related allocation was found only under the sub-minor head of “Construction of Buildings for Prison Department”.

Karnataka (103.94%), Tamil Nadu (77.26%) and Telangana (81.24%), the relatively low prison occupancy states except Andhra Pradesh (83.8%), reported a decrease in allocation towards

prison infrastructure. All three states provide budget for construction of Prisons or construction of buildings for the prison department (sub minor head) without further detailed head.

C. Training

Training budget in prisons is spent on upkeep of training institutes, and the salaries of training staff and infrastructure needs of these institutes. Of the eleven states only 7 (AP, Karnataka, MP, Rajasthan, Tamil Nadu, Telangana, UP) have indicated budgets for training of prison staff.

In these seven states, of every 100 Rs spent on prison, Rs 0.23 is spent on training by these states together in 2024-25.

Nationally 20% of the prison staff received training in 2022. As per IJR 2022, Karnataka trained all of its prison staff, whereas the remaining ten high gdp states trained an average 15% of their prison staff.

For statewise training budget, utilisation and change in allocation and trained staff over years, refer to annexure 5.3.

- **Training as share of prison budget**

On average, these seven states allocated less than 0.50% towards training of prison staff. Between 2022-23 and 2024-25 this share remained stagnant at 0.56%.

	AE (2022-23)	BE (2024-25)
Prison budget of seven states (In Rs. crore)	3292	5178
Prison training budget of seven states (In Rs. crore)	12	17
Training as share of prison budget (%)	0.52	0.57

Andhra Pradesh, Rajasthan and Telangana, had a training budget more than 1% of the state’s prisons budget. Tamil Nadu, and Uttar Pradesh recorded a lower share of the training budget (BE) in prisons in 2024-25 than in 2022-23 (RE).

Of the three pillars - police, judiciary and prisons, judiciary and prisons receive less than a percent training from the respective pillar budgets for the seven states²⁴.

	Share of training in pillar budget(%)
Police	1.61
Judiciary	0.58
Prisons	0.57

Overall, for seven states the budget for prison staff training grew from Rs. 12 crores (RE 2022-23) to Rs. 17 crores (BE 2024-25) (32%) and AE 2021-22: Rs. 11 crores to AE 2022-23: Rs.12 crores (2%).

Table xx: Prisons: Human resource and budgets

	Personnel trained (2021) (%)	Total Prison staff (2022)	Trained Prison staff (2022)	Personnel trained (2022) (%)	Training of prison staff (Rs. crore) (2022-23) (AE)
Andhra Pradesh	13	1864	525	28	3
Gujarat	28	2241	326	15	NP
Haryana	18	2696	1253	46	NP
Karnataka	155	3131	2078	66	1
Madhya Pradesh	28	5786	1505	26	1
Maharashtra	5	4219	490	12	NP
Rajasthan	15	3312	813	25	1
Tamil Nadu	6	4896	326	7	0
Telangana	11	1418	415	29	2

²⁴ These are the seven states that prisons provide training budgets for. These include: Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan, Tamil Nadu, Telangana, and Uttar Pradesh

Uttar Pradesh	8	8959	1771	20	4
West Bengal	14	3488	409	12	NP
Total	Avg= 27.4	42010	9911	Avg= 26	12
All India	15.39	63578	13180	20.73	

These states utilized just over 95% of their training budgets. At 61%, Tamil Nadu showed the lowest utilisation of its training budget in 2022-23 and its BE remained stagnant at Rs. 1 crore over the subsequent years.

D. Modernisation of prisons

In 2021-22, the Ministry approved the Modernisation of Prisons scheme with a budget of Rs. 950 crore, aimed at enhancing security infrastructure and improving correctional administration in line with the Model Prisons manual 2016^{25,26}.

The study found that the states allocate budgets under sub-heads such as the 'Modernisation of Prisons' scheme, the modernisation of jail kitchens in Uttar Pradesh, and the modernisation of prison agriculture in Maharashtra²⁷.

For 2024-25, an allocation of Rs. 300 crore has been set aside for this initiative nationally, while the actual expenditure as of 2022-23 stood at Rs. 150 crore²⁸.

²⁵ The core components of this scheme include: (1) Video Conference Infrastructure, (2) Body Worn Cameras, (3) Door Frame/Metal Detectors/Security Poles and other modern gadgets, (4) Baggage Scanners/Search/Jamming Solutions, and (5) Correctional programmes for inmates, including counselling/therapies/vocational training etc. Guidelines for Implementation of the Modernisation of Prisons Project in Prisons of all States and UTs, 5th April, 2025, https://www.mha.gov.in/sites/default/files/2024-09/GuidelinesModernisationPrisons_13092024.pdf.

²⁶ Modernisation of prisons project: <https://pib.gov.in/PressReleaseIframePage.aspx?PRID=1907161> https://www.mha.gov.in/sites/default/files/2024-09/GuidelinesModernisationPrisons_13092024.pdf

²⁷ Maharashtra's prison department has launched an initiative to integrate modern farm equipment into prison farming. According to officials, this modernisation will not only provide inmates with training on advanced implements but also enhance the agricultural productivity of the prisons. <https://indianexpress.com/article/cities/pune/maharashtra-modern-farm-equipment-prison-farming-8413602/>

²⁸ Modernisation of prisons: Source: <https://prsindia.org/budgets/parliament/demand-for-grants-2024-25-analysis-home-affairs>

Of the top eleven GDP states, six (Haryana, Karnataka, Madhya Pradesh, Maharashtra, Uttar Pradesh, West Bengal) provide prison modernisation budget in the state budget documents. Together, these states allocated Rs. 126 crore(BE) in 2024-25 to modernisation, up from Rs 75 crore in 2022-23 (RE). The spend between 2021-22 and 2022-23 also increased from Rs 33 crore to Rs 75 crore. Modernisation budget made 2.26% of the prison budget of these states.

For detailed state wise prisons modernisation budget, utilisation and change in allocation, refer to annexure 5.4.

- **VC facilities in jails**

The modernisation of prisons also includes improving video calling facilities. Nationally, the share of jails with at least one video-conferencing facility has increased from 60% in December 2019 to 84% in December 2021 and 86.47% in December 2022. More than half of the jails with video conferencing are in the top eleven GDP states (738, all India: 1150). However, a single video conferencing facility is insufficient to enhance inmates' access to judicial processes in high-occupancy jails. As per IJR 2022, nearly 400 out of 1314 jails nationally had an occupancy above 150%

Of these states, Haryana and West Bengal have 100% jails with video conferencing facilities available.

These high GDP states house over 60% of India's undertrial prisoners. .

	Undertrials (2022)	Share of UTP (2022)
Gujarat	11129	67%
Haryana	19279	76%
Karnataka	12605	78%
Madhya Pradesh	26877	55%
Maharashtra	32883	80%
Rajasthan	19233	78%
Tamil Nadu	11564	61%
Telangana	4221	65%

Uttar Pradesh	94131	77%
West Bengal	23706	82%
Total	255628	Average: 72%
All India	434302	76%
UTPs in high GDP states as a share of all India UTP population (%)	58.86	

Maharashtra allocated Rs. 78 crore to prison modernisation in 2024-25, the highest among the top eleven GDP states, while Telangana allocated the lowest at Rs. 1 crore.

On an average, these states spent over 70% of their allocated budget in 2022-23.

Maharashtra

The state increased its budget for modernisation of prisons from Rs. 11 crore to Rs. 78 crore between RE 2022-23 to BE 2024-25. The state noted a significant increase in allocation towards “Modernisation of security arrangements in jails” and “video conferencing Facility for Jail”.

	RE 2022-23 (Rs. crore)	BE 2024-25 (Rs. crore)
18- Modernisation of security arrangements in jails.(Scheme)	5.60	66
19- Video conferencing Facility for Jail. (Scheme)	4.59	8.7

The state increased video conferencing facilities in jails from 75% in 2021 to 88% in 2022.

Karnataka reduced its allocation from Rs 37 crore to Rs 10 crore in this period.

E. Prison staff housing

Of the 11 states, only UP and Rajasthan provide budget details for housing of the prison staff. UP provides it under the sub-minor head “Construction of houses for prison staff” and Rajasthan provides it under “Prisoner and Employee Welfare Scheme”.

Across India, the share of quarters to actual staff strength is 61.9% as of Dec 2022. UP is the only state having staff quarters for the entire prison staff. In 2024-25, the state allocated over Rs 30 crores towards this. Rajasthan on the other hand allocated Rs 0.65 crore, it has housing quarters available for 32% of its staff.

For a detailed prison staff housing budget refer to annexure 5.5.

States	Availability of staff quarters (%) (2022)	Prison staff housing 2022-23 (AE)	Utilisation of prison staff housing budget (2022-23) (%)
Rajasthan	32	0.65	68
Uttar Pradesh	144	27.66	102
Total	88 (Avg)	28.31	85 (Avg)
All india	62		

Besides providing housing for the prison staff the states also provide rent allowance to the staff which has been indicated in the budgets as object/detailed head under different sub-minor heads such as Jails, central jails, district jails and IG prisons etc.

Of the eleven states, seven- Andhra Pradesh, Gujarat, MP, Tamil Nadu, Telangana, UP and West Bengal provided budgets for House Rent Allowance (HRA). These states spent Rs. 45 crore on HRA in 2022-23, up from 2021-22 by 10% despite the actual staff strength²⁹ going down by 312 between 2021 and 2022. Gujarat, Telangana, UP, West Bengal have reduced their staff strength between 2021 and 2022 and all four have increased their HRA amounts, though marginally.

²⁹ Staff strength for states that provide HRA budgets.

State/UT	Actual Staff Strength (2021)	% Share of Quarters to Actual Staff Strength (2021)	Actual Staff Strength (2022)	% Share of Quarters to Actual Staff Strength (2022)	HRA (2021-22) (AE) (Rs, crore)	HRA (2022-23) (AE) (Rs, crore)
Andhra Pradesh	1872	26	1864	21	13	16
Gujarat	2389	75	2241	83	1	1
Haryana	2731	90	2696	80	NA	NA
Karnataka	3202	37	3131	38	NA	NA
Madhya Pradesh	5587	62	5786	60	1	1
Maharashtra	4226	57	4219	57	NA	NA
Rajasthan	3375	28	3312	32	NA	NA
Tamil Nadu	4779	43	4896	42	8	8
Telangana	1543	36	1418	39	13	14
Uttar Pradesh	9052	140	8959	144	5	6
West Bengal	3566	22	3488	23	14	15
Total	42322	56 (Avg)	42010	56	55	61

The two states-UP and Rajasthan that provided budgets for staff housing indicated over 85% of their allocated budgets for housing. UP utilized over 100% whereas Rajasthan utilized about 68% in 2022-23. In 2024-25, Rajasthan decreased its allocation to Rs .65 crores from Rs .95 crores in 2022-23. UP increased its budget by Rs 6 crores between 2022-23 and 2024-25.

6 Legal Aid

Key findings

1. **00.49%:** The average share of legal aid budget in the justice budget as well as in state budget is the most abysmal: average 0.049% of the justice budget in 2024-25 BE.
2. **Rs. 10:** On average, these eleven states spent Rs. 7 per capita (AE) on legal aid (2022-23), growing to an average of Rs 10 in 2024-25.
3. **Rs 1.71:** In 2024-25, Haryana spent the highest- Rs 25 per capita and West Bengal the lowest Rs 1.71.
4. **2x:** Of these eleven states, seven (Andhra Pradesh, Haryana, Karnataka, MP, Tamil Nadu, Telangana, UP) provide budget details for victim compensation either under major head “Administration of justice” or “Social Security and Welfare”. Together these seven states nearly doubled the allocation for victim compensation from Rs 37 crore in 2022-23 (RE) to Rs 66 crore in 2024-25 (BE).

Legal aid budget			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	211.83	Telangana	39.10
Madhya Pradesh	116.43	Tamil Nadu	37.60
Gujarat	93.15	West Bengal	17.0

This pilot study captures data on legal aid budgets of eleven states with the highest GSDP. It also provides budgets for certain key areas within the legal aid budget in each state. Data has been collected from state budget documents for the FY 2023-24 and FY 2024-25.

The legal aid budget is provided from the Department of Law and Justice, mainly under a major head associated with the judiciary, rather than having its own major head. Hence the budget code for major heads pertaining to legal aid are similar to that of judiciary (2014) and also Social Security and Welfare (2235), and several Minor heads. The study restricts itself to the sub-minor head level, however, it goes to the Object and Detailed item head levels in specific instances to illustrate fiscal behaviour and performance. Disaggregated budgets are provided for each Minor head, these include budgets for SLSAs, victim compensation etc.

At the Object head and Detailed item level budget document provides more granular details like Salaries and Wages, various Allowances such as Dearness allowance, House Rent Allowance, and Travel allowance etc..

6.1 Budget for Legal aid: An Overview

Free legal aid is universally recognized as a vital component of an effective criminal justice system grounded in the rule of law. Accessible and cost-free legal aid—whether through representation, counselling, mediation, awareness programs, or referrals—transforms the principle of equal access to justice for all into a practical reality.

‘Legal aid providers’ includes paralegal volunteers (PLVs), lawyers (panel, retainer, and remand), jail-visiting lawyers, and, more recently, full-time legal aid defence counsel offices (LADC). PLVs who ought to be deployed nationwide, serve as vital intermediaries between communities and legal service institutions. Their responsibilities include promoting legal literacy, offering legal advice, and facilitating basic dispute resolution at its source.

The share of legal aid budget in justice budget as well as in the state budget is the lowest. In 2022-23, Rs. 836 crore were allocated to legal aid nationally. These high GDP states allocated Rs. 591 crore during this year. On average, this was about 0.40% of the justice budget in 2022-23 (RE) and 0.49% in 2024-25 (BE). However the average percentage of legal aid in the state budget has stayed consistently at 0.02% (from 2022-23 to 2024-25).

For statewise [legal aid budget refer to annexure 6.](#)

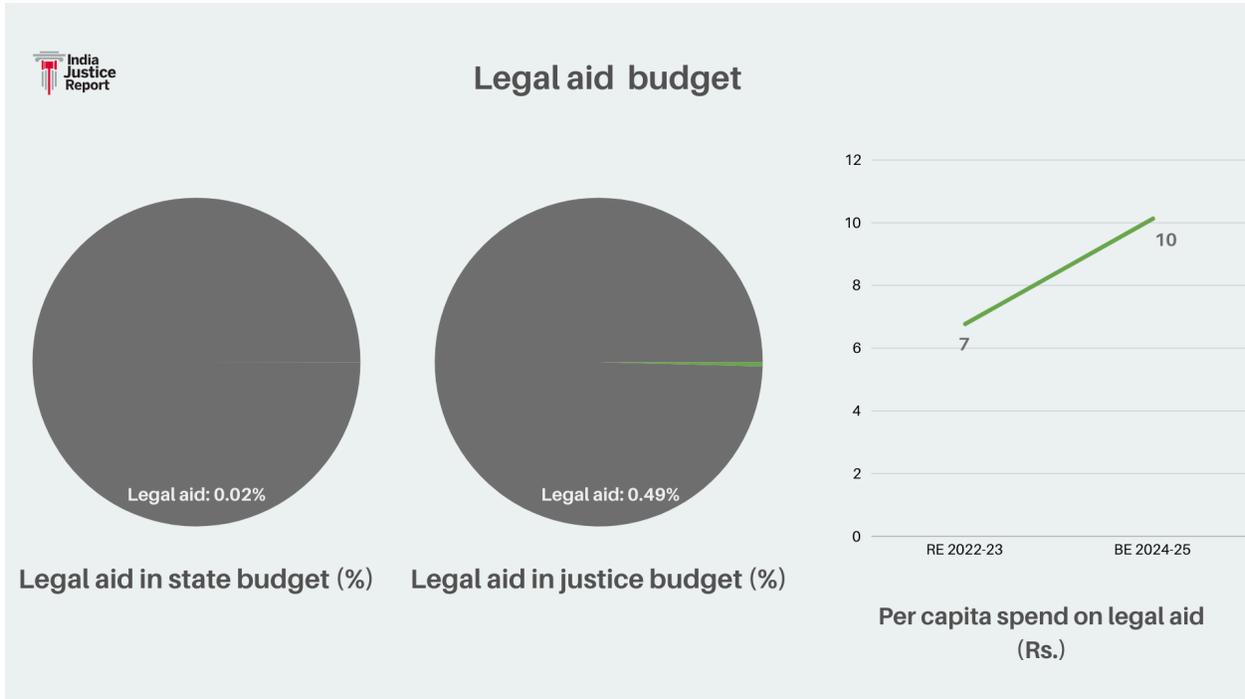
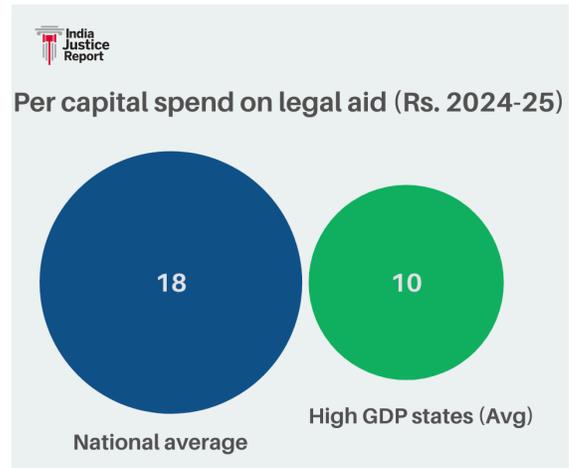
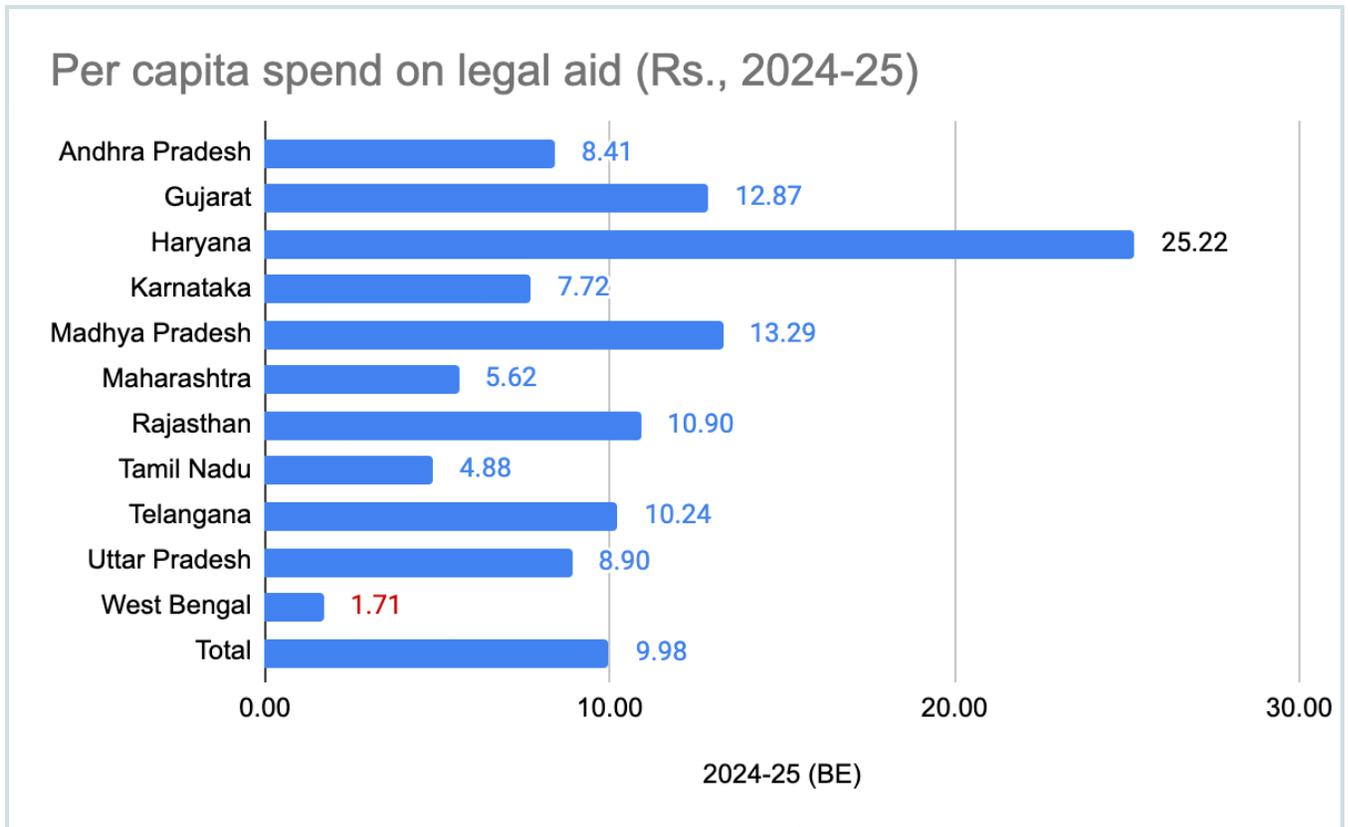


Fig: Legal aid budget for 2024-25

On average, these eleven states spent Rs. 7 per capita (AE) on legal aid (2022-23), growing to an average of Rs 10 in 2024-25 (BE).





6.2 Budget for Legal aid: Key areas

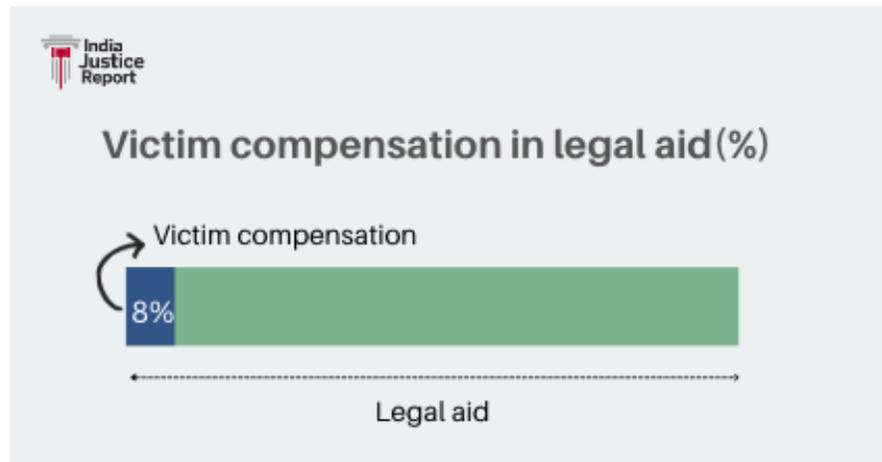
The minor heads considered in this exercise include: District Legal Services Authorities, Taluka courts, Mediation centre, Victim compensation, Grant for Training of Mediators /Conciliators and Capacity Building etc.

A. Victim Compensation

A key priority of the legal aid system is the implementation of victim compensation schemes, which offer financial support to victims or their dependents who have suffered loss or injury due to a crime and are in need of rehabilitation.

Of the eleven states, seven (Andhra Pradesh, Haryana, Karnataka, MP, Tamil Nadu, Telangana, UP) provide budgets for victim compensation in the department of law and justice (or administration of justice).

In 2023-24, Gujarat allocated Rs 32 crore (BE) for victim compensation under the Gender Budget, noting that the compensation is disbursed through the State or District Legal Services Authority Board via the Victim Compensation Fund³⁰.



However, despite having comprehensive guidelines, the execution of these schemes remains inadequate particularly in cases of crimes against women and children. Between 2016–17 and 2021–22, State Legal Aid Service Authorities received a total of 97,037 applications for compensation. Of these, only 64,333 applications (66 percent) were disposed of across all states.

Together these seven states nearly doubled the allocation for victim compensation from Rs 37 crore in 2022-23 (RE) to Rs 66 crore in 2024-25. The spend increased from Rs. 28 crore in 2021-22 to Rs 42 crore in 2022-23.

For a state wise budget for victim compensation, utilisation and change in allocation, refer to annexure 6.1.

Victim compensation (Rs.crore)		
States	Crimes against Women (IPC) (2022)	Victim compensation budget (Rs. 2022-23 (AE))
Andhra Pradesh	22894	4

³⁰ Gujarat Gender Budget 2024-25. Page: 25. (Legal Department).

Gujarat	5177	NP
Haryana	14510	16
Karnataka	11996	10
Madhya Pradesh	26626	10
Maharashtra	37654	NP
Rajasthan	41160	NP
Tamil Nadu	3739	2
Telangana	19300	2
Uttar Pradesh	52495	2
West Bengal	31969	NP
Total	267520	46

On an average, these states utilized 100% of their victim compensation budget in 2022-23³¹. Madhya Pradesh utilized over 200% of its allocated budget. The state allocated Rs. 10 crore (BE 2022-23) to “M.P. Crime Victim Compensation Scheme 2015”, revised it to Rs 3.6 crore (RE 2022-23) in the same year and reported Rs 10 crore (AE 2022-23) spend.

Madhya Pradesh increased the allocation for victim compensation by over 500% (from Rs. 4 crore RE 2022-23 to Rs. 25 crore BE 2024-25) towards M.P. Crime Victim Compensation Scheme 2015. The lack of disaggregation limits further details on where the increase was actually made. The remaining states either increased marginally or not at all.

Of the Rs 26 crore increased across seven states between 2022-23 and 2024-25, MP alone increased 21 crore.

In addition to mapping victim compensation in the law and justice and/or Administration of justice department, IJR also scanned other departments for victim compensation. Haryana and Karnataka also provide budgets for relief and rehabilitation of acid victims under departments - Social justice and empowerment department and revenue department respectively.

B. Alternate Dispute Resolution centres (ADR)/mediation centres

Budget documents of six states (Karnataka, MP, Maharashtra, Tamil Nadu, Telangana, UP) provide figures for allocations towards ADR and mediation centres. Together, these six states

³¹ Andhra Pradesh only shows allocation in 2024-25.

allocated Rs 60 crore in 2024-25 (BE), down from Rs 64 crore in 2022-23 (RE). The spend however increased from Rs. 17 crore in 2021-22 to Rs. 27 crore in 2022-23.

	Cases Received for Mediation (April, 2023 to March,2024)	Cases Settled through Mediation (April, 2023 to March,2024)
Andhra Pradesh	2701	476
Gujarat	10848	1421
Haryana	18493	2303
Karnataka	26699	8710
Madhya Pradesh	85450	19526
Maharashtra	64134	18294
Rajasthan	6904	555
Tamil Nadu	25214	2915
Telangana	4831	656
Uttar Pradesh	64438	8020
West Bengal	2317	658
Total	312029	63534
All India	434150	99033
Share of high GDP states	72	64

For state-wise allocations towards ADR and mediation refer to Annexure 6.2 (b).

As of 2024-25, UP allocated Rs 35 crore, highest among these states, Telangana the lowest at Rs 2.36 crore.

Table xx: ADR, Mediation and budgets				
	ADR Centres (April, 2023 to March, 2024)	Existing Mediation Centres (other than ADR Centres) (April, 2023 to March,2024)	ADR/ Mediation budget (AE 2022-23) (Rs. crore)	ADR/ Mediation budget (BE 2024-25) (Rs. crore)
Andhra Pradesh	0	13	NP	NP
Gujarat	12	14	NP	NP
Haryana	19	36	NP	NP
Karnataka	18	11	4	4
Madhya Pradesh	44	142	6	13
Maharashtra	37	0	6	0
Rajasthan	31	144	NP	NP
Tamil Nadu	32	128	4	6
Telangana	4	7	0	2.36
Uttar Pradesh	46	0	7	35
West Bengal	19	1	NP	NP
Total	262	496	27	60
All India	416	728	53.03	
Share of high GDP states in all of india	63	68	26.51	

On an average, these states utilized about 50% of their ADR/mediation budget in 2022-23. Tamil Nadu and Karnataka utilized nearly their entire allocated budget.

In 2024-25, Karnataka allocated Rs. 4 crore for “Arbitration Centre Karnataka (Domestic & International)”, a non-profit venture which was initiated under the aegis of the High court in 2011. Tamil Nadu budget documents show allocations towards the Mediation and Conciliation Centre in ADR Centre and Arbitration Centre, Madras.

Of the six states, 4 increased the budget marginally, while Uttar Pradesh and Maharashtra reduced marginally. Maharashtra allocated for ADR centres in 2022-23 (RE) and does not provide any allocation for it in 2024-25 (BE). UP, on the other hand, reduced allocation for “ADR setting up centres and training of mediators” from Rs 11 crore to Rs 5 crore between 2022-23 to 2024-25.

7

Forensics

Key findings:

1. **Less than 1%:** The average share of the forensic budget in police in 2024-25.
2. **40%:** Within these eleven states, SFSLs face 40% vacancies, 60% in RFSLs and 68% in DMFUs.
3. **Rs. 13 crore:** Uttar Pradesh has the highest budget allocation for forensics in 2024-25: Rs. 284 crore. Telangana allocated Rs. 13 crore, the lowest of 11 eleven states in 2024-25.
4. **54%:** Gujarat budget noted the lowest utilization (54%) in 2022-23.

Forensic budget			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	284.53	Madhya Pradesh	48.85
West Bengal	227.46	Haryana	34.58
Maharashtra	171.47	Telangana	12.88

The budget for forensics comes under the Home department (Code 2055) for all states. Budgets are provided for various functions such as setting up of forensic labs, training of staff and

purchase of machinery and equipment for forensic facilities including state forensic labs, regional forensic labs and district mobile forensic units. Apart from the state allocations towards forensics, the central government also provides budgets for strengthening forensic infrastructure in the country.

In view of the additional forensic capabilities necessitated by the three new criminal laws, in June 2024, the Ministry of Home Affairs' approved proposal for the National Forensic Infrastructure Enhancement Scheme (NFIES) with a financial outlay of Rs. 2,254.43 crore, from 2024-25 to 2028-29³².

The Bombay High Court in January 2025 pointed to “huge pendency” of over 45,000 cases with the Forensic Science Laboratory (FSL) units in Mumbai and Thane for the last five years³³.

Ramping up the forensics infrastructure³⁴

Initiatives by the central government

- 1. An e-Forensics IT platform, which connects 117 forensic science laboratories (Central and State) in the country has been Operationalized.**
- 2. In order to strengthen DNA Analysis and Cyber Forensic Capacities in State Forensic Science Laboratories (State FSLs), all projects (30) received from States/UTs have been approved to the tune of Rs. 245.29 crore. Rs. 185.28 crore have been released so far.**
- 3. Further, in the year 2022 a “Scheme for Modernization of Forensic Capacities” with a total financial outlay of Rs. 2080.5 crore has been approved. Under this scheme, assistance is available to States/ Union Territories to develop high quality forensic science facilities for modernization of machinery and equipment including mobile forensic vans,**

³²

<https://pib.gov.in/PressReleaseIframePage.aspx?PRID=2026705#:~:text=The%20Union%20Cabinet%20chaired%20by,%2D25%20to%202028%2D29.>

³³ Source:

<https://indianexpress.com/article/cities/mumbai/bombay-high-court-raises-concerns-over-pendency-of-45000-cases-with-fsls-in-mumbai-thane-for-5-yrs-9806502/>

³⁴ Source: <https://pib.gov.in/PressReleasePage.aspx?PRID=2085688>

and facilitating availability of trained manpower in these laboratories through expansion of educational facilities for forensic science in the country. So far, funds to the tune of about Rs. 200 crore have been approved for 20 States / Union Territories for the component of “Modernization /Upgradation of Forensic Science Laboratories in States / Union Territories”. Further, under this Scheme so far, projects from 23 States/UTs have been approved for procurement of 433 mobile forensic vans.

7.1 Budget for forensics: An Overview

As of Jan 2023, India had 32 state forensic labs (SFSL), 97 regional forensic labs (RFSL) and 582 district mobile forensic units (DMFU). Even with a small sanctioned strength of about 10,000 posts across India, there are huge vacancies at all levels: 40% at SFSLs, 60% at RFSLs and 68% at district mobile labs. On average, high GDP states faced 40% shortages of forensic staff in SFSLs, 53% in RFSL and 55% in DMFUs as of Jan 2023. These states make up 62% of the sanctioned staff nationally and also 66% of the vacancies.

	SFSLs	RFSLs	DMFU
	Vacancy (%)	Vacancy (%)	Vacancy (%)
High GDP States	40	60	68
All India	43	46	65

All states except Haryana and West Bengal provide budgets broadly for setting up of forensic labs without disaggregating for SFSLs, RFSLs and DFSLs at the sub minor head level. Haryana and West Bengal provide it for RFSLs.

- *How do rich states fund forensics?*

Over a three-year period between 2021-22 and 2024-25, the allocation and expenditure on forensics has consistently remained around 1% of the total police budget.

Together, these eleven states allocated Rs. **1218** crore (BE) towards forensics in 2024-25, up by 28% from 2022-23(RE). The spend on forensics also went up between 2021-22 and 2022-23 by 60% (from Rs. 671 crore to Rs. 1108 crore)

For state wise forensics budget, utilisation and change in allocation, refer to annexure 7.

	Number of SFSLs (Jan, 2023)	Vacancy (%) (SFSL) (Jan, 2023)	Number of RFSLs (Jan, 2023)	Vacancy (%) (RFSL) (Jan, 2023)	Number of DMFU (Jan, 2023)	Vacancy (%) (DMFU) (Jan, 2023)	2022-23 (AE) (Rs. crore)
Andhra Pradesh	1	48.3	5	44.4	109	100	23
Gujarat	1	59.1	7	47	51	58	57
Haryana	1	62.9	4	74	17	54	22
Karnataka	1	29	7	26	NP	NP	383
Madhya Pradesh	1	53	4	59	50	85	28
Maharashtra	1	33	12	30	45	0	126
Rajasthan	1	47	6	45	35	50	56
Tamil Nadu	1	18	10	14	47	55	49
Telangana	1	66	4	64	NP	NP	13
Uttar Pradesh	1	27	11	63	75	100	131
West Bengal ³⁷	1	63	2	74	4	NP	222
Total	11	46.0 (Avg)	72	49.1 (Avg)	433	62.8 (Avg)	1108.47
All India	32	43	97	46	582	65	

Overall, the states utilized average 90% of their respective forensic budgets in 2022-23 with Karnataka, Tamil Nadu and West Bengal indicating over 100% utilisation.

Gujarat on the other hand reported lowest utilization (54%) in 2022-23. In 2022-23, it provided budget for Modernisation of Forensic Science Laboratory (60% Central, 40% State), Modernisation of Police Force - Forensic Science (60% Central, 40% State), Forensic Science

³⁵ Number of labs and vacancy data taken from DoPo 2023. Data as of 1 Jan 2023.

³⁶ Includes budgets for SFSLs, RFSLs and DMFUs.

³⁷ West Bengal provides a number of DMFUs, their sanctioned strength of staff and zero actual strength.

Laboratory, Construction of FSL Buildings, Purchase of equipment, vehicle for FSL, Chemical and others(sub minor heads). However, the budgets for Modernisation of Forensic Science Laboratory (60% Central, 40% State) has not been provided for 2022-23 onwards.

Together these eleven states increased the forensic budget between RE 2022-23 to 2024-25 by 28%. Uttar Pradesh has the highest budget allocation for forensics in 2024-25: Rs. 284 crore. This is the largest increase (81%) from 2022-23. Of the Rs. 284 crore, 160 crore is allocated for establishment of a Forensic Science Laboratory(sub-minor head). This was Rs. 90 crore in 2022-23.

Karnataka, Telangana, and Rajasthan have reduced their allocations from 2022-23 to 2024-25.

- **Karnataka: A Turnaround Story**

After the August 2021 Karnataka High Court judgement directing the government of Karnataka to take urgent steps to overhaul the forensic infrastructure in the state, a set of substantive and tangible steps have been taken. The State was instructed to provide sufficient infrastructure, including the latest and most modern equipment, to all forensic laboratories to facilitate efficient operations within one year from the date of the order. The State was also directed to promptly fill existing vacancies in the State and Regional Forensic Science Laboratories to ensure adequate staffing levels.

A perusal of Karnataka's shows that between 2021-22 and 2022-23, the state increased the utilisation six times- from 21% to 127%.

In 2023-24, Karnataka increased allocations for specific detailed heads. For instance, under the *Forensic Science Laboratory, Bangalore* (sub-minor head), the state initially allocated Rs. 5 lakh for *Building Expenses* in 2022-23 (BE), revised it to Rs. 1.55 crore (RE), and further increased it to Rs. 1.60 crore in BE 2024-25.

As of Jan 2023, Karnataka has one of the lowest vacancies among the high GDP states, second only after Tamil Nadu (29% in SFSLs and in 26% RFSLs) and one of the highest budgets (Rs. 130 crore BE 2024-25) among these states.

8
SHRC

Key findings

1. Of the eleven high GDP states, 4 states : Gujarat, Haryana, Uttar Pradesh and West Bengal provided budgets for SHRCs in the home department and Karnataka provides it under the Law, Justice and Human Rights department.
2. **Up by 13%:** Between 2022-23 to 2024-25, the budget for SHRCs in these five states increased marginally by 13% on average (Rs. 42 crore in 2024-25).
3. **43%:** Nationally, SHRCs reported a vacancy rate of 43%. Gujarat and Uttar Pradesh with 71% and 62%, respectively exceeded the national average in 2020-21.

SHRC			
Highest allocation states	2024-25 (BE)(Rs. crore)	Lowest allocation states	2024-25 (BE)(Rs. crore)
Uttar Pradesh	10.18	Karnataka	6.74
West Bengal	9.38	Gujarat	6.14
Haryana	9.02		

The IJR attempted to identify the budgets for SHRCs within the Home, Justice, and Social Security/Welfare departments across the eleven high GDP states with the highest GSDP. The study restricts itself to the sub-minor head level.

Nationally, SHRCs reported a vacancy rate of 43%. Gujarat and Uttar Pradesh with 71% and 62%, respectively exceeded the national average in 2020-21³⁸. UP also indicated the lowest case clearance rate of 52%, against the national average of 68%³⁹.

- ***Per capita spend on Human Rights***

Of the eleven states, 4 states : Gujarat, Haryana, Uttar Pradesh and West Bengal provided budgets for SHRCs in the home department and Karnataka provides it under the Law, Justice and Human Rights department.

³⁸

³⁹ **Case Clearance Rate (CCR)** measures the proportion of cases resolved or disposed of within a specific time frame compared to the number of new cases registered during the same period.

On an average these five states spent Rs. 0.16 on SHRCs in 2024-25.

Between 2022-23 to 2024-25, the budget for SHRCs in these five states increased marginally by 13% on average (Rs. 42 crore in 2024-25) and the spend between 2021-22 and 2022-23 has gone up negligibly by 3%.

A state wise breakdown of SHRC budgets is provided in [annexure 8](#).

Table xx: Budget for State Human Rights Commission (SHRC) (Rs. crore)		
States/UTs	Department	Budget for SHRC (AE 2021-22))
Andhra Pradesh	Law Department & Home Department (HOME ADMINISTRATION)	NP
Gujarat	Home Department.	4.91
Haryana	Home Department.	8.2
Karnataka	Law, Justice and Human Rights Dept..	6.74
Madhya Pradesh	NP	NP
Maharashtra	NP	NP
Rajasthan	NP	NP
Tamil Nadu	NP	NP
Telangana	NP	NP
Uttar Pradesh	Home Department (Police).	6.71
West Bengal	Home, Jail and Disaster Management Dept. (Home Division).	8.75
Total		35.32

Together, these states allocated Rs. 41.46 crore, with UP leading at Rs. 10.18 crore in 2024-25. It allocates the budget under the head of “Formation of the State Human Rights Commission” (Sub-minor head). It also increased its allocation by 24% between 2022-23 to 2024-25. Interestingly, the State Human Rights Commission was established in 1996 and formally constituted in 2002.⁴⁰

On the other hand, Gujarat and Karnataka which allocated around Rs. 6 crore (BE 2024-25). Together these states utilized over 90% of their SHRC budgets.

⁴⁰ <https://uphrc.up.nic.in/pdf/Introduction.pdf>