



# **Juvenile Justice and Children in Conflict with the Law**

A Study of Capacity at the Frontlines

# Juvenile Justice and Children in Conflict with the Law: A Study of Capacity at the Frontlines

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**The Juvenile Justice Study** assesses how well states have equipped themselves to fulfill their statutory obligations under the Juvenile Justice (Care and Protection of Children) Act, 2015 specifically in relation to Children in Conflict with Law (CCL). Drawing primarily on parliamentary responses, and a year-long RTI-based inquiry across states, the study analyses the capacity of key institutions—Juvenile Justice Boards, Child Care Institutions, Special Juvenile Police Units, and Legal Services—across four vital parameters: infrastructure, human resources, budgets, and diversity.

By bringing siloed data to one place, this IJR study provides policy makers, active citizens and stakeholders with a valuable resource with which to address serious challenges and improve the overall functioning of the system.

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# India Justice Report

The India Justice Report (IJR) is a quantitative index that uses the government's own statistics to rank the capacity of the formal justice system operating in various states. The IJR is a collaborative effort undertaken by DAKSH, Commonwealth Human Rights Initiative, Common Cause, Centre for Social Justice, Vidhi Centre for Legal Policy and TISS-Prayas.

First published in 2019, each biennial report tracks improvements and persisting deficits in each state's structural and financial capacity to deliver justice based on quantitative measurements of budgets, human resources, infrastructure, workload, and diversity across police, judiciary, prisons, legal aid and Human Rights Commissions for all 36 states and UTs.

## **IJR Steering Committee**

- Dr. Arghya Sengupta, Founder, Vidhi Centre for Legal Policy
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- Dr. Vipul Mudgal, Director, Common Cause



## About The Partners

- **Centre for Social Justice (IDEAL)** is an organisation fighting for the rights of the marginalised and the vulnerable, principally in the sphere of access to justice. Inspired by Freirean thought, CSJ has been active in more than eight states across India, creating human rights interventions, using law as a key strategy through an intimate engagement with grassroot realities. Central to CSJ's efforts are its institutional interventions in legal reform and research, which bridge and symbiotically combine grassroots activism, law and policymaking on a wide gamut of issues concerning the rights of women, Dalits, Adivasis, minorities and other socially vulnerable groups.
- **Common Cause** is dedicated to championing public causes, campaigning for probity in public life and the integrity of institutions. It seeks to promote democracy, good governance and public policy reforms through advocacy and democratic interventions. Common Cause is especially known for the difference it has made through a large number of Public Interest Litigations (PILs), such as the cancellation of the entire telecom spectrum; cancellation of arbitrarily allocated coal blocks; and the Apex Court's recognition of an individual's right to die with dignity. Common Cause and CSDS-Lokniti bring out the Status of Policing in India Reports (SPIRs) on police accountability and citizen-centric policing since 2018.
- **Commonwealth Human Rights Initiative (CHRI)** is an independent, non-governmental, non-profit organisation working for the practical realisation of human rights through research, strategic advocacy and capacity building within the Commonwealth. CHRI specialises in the areas of access to justice (police and prison reforms) and access to information. It also works to advance freedom of expression, media rights and the eradication of contemporary forms of slavery. CHRI is a Commonwealth Accredited Organisation and has a Special Consultative Status with the UN ECOSOC.
- **DAKSH** is a Bengaluru-based think-tank working on promoting the rule of law by working towards robust, responsive and citizen-centric public institutions.
- **TISS-Prayas** is a social work demonstration project of the Center for Criminology and Justice, Tata Institute of Social Sciences, established in 1990. Prayas's focus is on service delivery, networking, training, research and documentation, and policy change with respect to the custodial/institutional rights and rehabilitation of socio-economically vulnerable individuals and groups. Their mission is to contribute knowledge and insight to the current understanding of aspects of the criminal justice system policy and process, with specific reference to socio-economically vulnerable and excluded communities, groups and individuals who are at greater risk of being criminalised or exposed to trafficking for the purpose of sexual exploitation.
- **Vidhi Centre for Legal Policy** is an independent think-tank doing legal research to make better laws, and improve governance for the public good. It does this through high quality, peer reviewed original legal research; through engaging with the Government of India, State governments and other public institutions to both inform policy-making and to effectively convert policy into law; and through strategic litigation petitioning courts on important law and policy issues. Their abiding values are impact, excellence, and independence.

# Acknowledgements

2025 marks a decade since the enactment of the amended Juvenile Justice Act, 2015; a pivotal moment in India's child protection and criminal justice landscape. Passed in the wake of the brutal Delhi rape and murder case, the amended Act introduced a significant change which allows, after a preliminary assessment by the Juvenile Justice Board, for juveniles between the age of 16-18 to be tried as adults in cases of heinous crimes. While introducing the new Bill in August 2014 the government cited procedural delays and implementation issues with the Juvenile Justice (JJ) Act, 2000, alongside other concerns such as the spurt in crimes by juveniles for which harsher punishment and deterrence was required.

Like its predecessor, the JJ Act, 2015 governs both Children in Conflict with Law and Children in Need of Care and Protection and mandates the establishment of two key bodies: Juvenile Justice Boards and Child Welfare Committees. It also covers a range of other responsibilities including adoption.

Ten years on, we turn our attention to this often invisible constituency of the justice system. Children sit at its moral core, serving as the most direct measure of the system's humanity, fairness, and accountability. Despite the specialised protections designed for their safety, they frequently bear the brunt of an overstretched and under-capacitated framework. This report underscores that the treatment of children cannot remain peripheral; it lays bare the true character of the justice system--and that should concern us all.

Following the release of the third edition of the India Justice Report in 2023 and encouragement by our Steering Committee, this latest report continues our constant effort to use data-driven methods to unravel system capacity and performance of the Juvenile Justice System specifically in regards to

children who come in conflict with the law.

We must begin by expressing our gratitude to Justice Madan B. Lokur for his counsel and guidance, and unwavering commitment to the protection and advancement of children's rights throughout his distinguished judicial career and beyond.

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We are especially grateful to Avinash and his team at How India Lives, whose dependable partnership and rigorous approach to collating and visualising

data have once again elevated the quality of this report. Their consistency and precision have been a cornerstone of every edition of the India Justice Report, and satellite reports, including this one.

From the India Justice Report team, including both present and erstwhile colleagues: Nayanika Singhal helmed this project from the beginning, and we also received important help from Krishna Sharma who drafted, filed and collated RTI responses. Other colleagues who have played a crucial role in finalising the report are Saumya Srivastava, a trusted lieutenant, who helped in collating budgetary information and writing support. Arshi Showkat who lent a hand through budget collation. Dipul Yadav, whose enthusiasm and hard work assisted us in keeping to timelines and undertaking outreach. Nidha Parveen helped us in collating, cleaning RTI replies, an arduous task, and also developed the first drafts. Bharat Singh supervised the Hindi translation of the entire report and other outputs and provided assistance with simplifying complex findings. We would like to thank Madhusudan Srinivas and Shreehari Paliath who led the outreach to journalists ensuring a wide dissemination of the report's findings. As ever, we remain grateful to Debasis Ray for his sharp articulation in simple language thereby making the report universally accessible.

We owe a deep debt of gratitude to Maja Daruwala, whose vision, moral clarity, and steadfast belief in evidence-led reform continue to anchor the India

Justice Report. Her guidance--always incisive, always humane--has shaped not just this edition but the very ethos of the project. Working alongside her remains both a privilege and a constant reminder of what immeasurable dedication to a cause means.

On a personal note, this report also marks over a decade of my own journey in child rights, a path shaped as much by the stories of vulnerable children as by the remarkable people I have had the privilege to work alongside. Every colleague acknowledged here has brought conviction, rigour, and an unwavering commitment to strengthening the juvenile justice system and the larger cause of child protection. Their passion has not only enriched this report but has continually reaffirmed why this work matters.

We also remain deeply grateful to the wider community which is so dedicated to ensuring that every child is treated with dignity, fairness, and care.

**Valay Singh**

Lead, India Justice Report



# Abbreviations

Abbreviation	Full form	Abbreviation	Full form
ASI	Assistant Sub-Inspector	MA SI	Monitoring App for Seamless Inspection
BNS	Bharatiya Nyaya Sanhita	NGO	Non-government organisation
BNSS	Bharatiya Nagarik Suraksha Sanhita	NALSA	National Legal Service Authority
CCL	Child in conflict with the law	NCPCR	National Commission for the Protection of Child Rights
CNCP	Children in Need of Care and Protection	OBH	Observation Home
CPS	Child Protection Services	LSC	Legal Services Clinic
CWC	Child Welfare Committee	LCPO	Legal cum Probation Officer
CWPO	Child Welfare Police Officer	PHQ	Police Headquarters
CWO	Child Welfare Officer	PLVs	Paralegal Volunteers
CCI	Child Care Institution	POCSO	Protection of Children from Sexual Offences Act, 2012
Dy.SP	Deputy Superintendent of Police	PIO	Public Information Officer
DCPU	District Child Protection Unit	PoS	Place of Safety
DLSA	District Legal Service Authority	RTI	Right to Information
DCPO	District Child Protection Officer	SCPS	State Child Protection Society
DD	Daily Diary	SLSA	State Legal Services Authority
FIR	First Information Report	SBR	Social Background Report
ICP	Individual Care Plan	SDG	Sustainable Development Goals
ICPS	Integrated Child Protection Scheme	SJPU	Special Juvenile Police Unit
JJ Act	Juvenile Justice (Care and Protection of Children) Act 2015	SIR	Social Investigation Report
JJ Model Rules	Juvenile Justice (Care and Protection of Children) Model Rules, 2016	SH	Special Home
JJB	Juvenile Justice Board	SP	Superintendent of Police
JJF	Juvenile Justice Fund	WCD	Women and Child Development

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## **CHAPTER 1**

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# **National Findings**



## What the law promises vs what the system delivers

Nearly a decade after the Juvenile Justice Act, 2015 (the JJ Act), five years after the last national audit, and three years into digital monitoring, India's juvenile justice system still cannot show—through routine, public, time-series data and documentation—that it is working to its optimum in the “best interests of the child”.<sup>1</sup> The statutory architecture is elaborate and clear. A system to generate, share and flow data upward to supervisory authorities is mandated by law. And yet, the evidence of missing institutions, vacant posts, and scattered data points to unfulfilled responsibility. This issue is not new; it has been frequently raised in legislatures, audits and by the courts. It reflects the perennial nature of systemic weaknesses despite policy advances and ambitious monitoring initiatives.

India's juvenile justice system follows a tiered and geographically decentralised model designed to ensure accessible, child-centric services at the district level, supported by state and central oversight bodies for coordination and accountability. Despite this comprehensive structure, challenges in inter-agency coordination and data-sharing often limit the system's ability to function on the ground.

**What the law promises is a coordinated, intensely child-focussed system; what the record reveals is a system that is under-recorded as much as it is under-resourced.**

The present study on capacity relied heavily on receiving responses to Right to Information (RTI) requests. Nodal bodies tasked with supervision and aggregation of information about all operations under their jurisdictions routinely redirected RTI requests to districts. This suggests that they did not have the fullest information readily at hand and that oversight is episodic, not institutional. Districts almost always sent incomplete information, did not respond, or rejected requests outright.

It is reasonable to infer that agencies that responded with fuller information are better organised administratively, while those that responded poorly—or not at all—likely

lack the capacity to do so; this cannot be proved for every district, but the pattern is hard to ignore.

When information is not routinely created and compiled by those tasked with implementation and does not travel upward to those charged with supervision, compliance cannot be verified, good practice cannot travel, risk cannot be managed and bad practice embeds itself to become the norm.

Even the fractured picture shows grim realities on the ground. One in four Juvenile Justice Boards (JJBs) lack a full bench. Too often, hearings depend on the availability of the Principal Magistrate—for the majority of whom juvenile justice work is an additional charge—resulting in sittings only a few days each week or fortnight, and often for just a few hours. Shorthanded Legal-cum-Probation Officers (LCPOs) carry untenable loads, and pendency grows while proof of course-correction is absent. A good proportion of legal aid clinics that should be attached to JJBs—so representation is immediately at hand for children in conflict with the law—are not in place. Despite directions to create separate specialist panels for children's cases, most District Legal Services Authorities (DLSAs) have not created a pool of specialist lawyers. Only a fraction of expected statutory inspections can be evidenced, and most Child Care Institutions (CCIs) report neither a medical officer, nor a counsellor or basic educational/skills training capacity.

Even without a formal assessment of a Board's sittings or of how long institutionalised children must wait for final resolution, the pattern from mounting pendency is unambiguous. The legislative promise that a child in conflict with the law will have their case disposed of without delay and in a manner that promotes the child's sense of dignity and worth remains largely unfulfilled: like adult undertrial prisoners, children are left to bear the consequences of an inconsistent system. Within the national study a scrutiny of institutions and services in 292 districts, grounded in their responses, highlighted wide variability in capacity and reporting standards.

The episodic nature of documentation is a failure of statutory compliance and fails to validate functioning. Unhappily, what documentation there is, seems to show that in practice there is little to distinguish the system designed especially for children from the wider justice

1 Section 2(9), Juvenile Justice (Care and Protection of Children) Act, 2015. Available at: [https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/JJAct\\_2015.pdf](https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/JJAct_2015.pdf)

machinery. Instead of setting a higher bar, it bears the same delays, the same vacancies, the same opacity and so—repeats the patterns and problems that plague the wider system.

The tolerance for institutional dysfunction and informational absence cannot be excused as mere administrative lapse. It needs attention from the highest authorities tasked with supervision and immediate correction.



**40,036**

Juveniles  
apprehended

Source: Crime in India 2023



**31,365**

Cases under the  
Indian Penal Code and  
Special & Local Laws



**3 out of 4**

Juveniles were in  
the age group of  
16-18 years.

## The 292 Universe

When estimating what ground level capacity in a district might look like, the IJR assessed seven points garnered from 292 districts which provided sufficient information: this included data on the presence of a Child Care Institution; a Juvenile Justice Board with a Principal Magistrate and two social workers; an SJPU comprising at least one CWPO from every police station and two social workers (one of whom must be female); a legal services clinic attached to the JJB; the presence of a Legal-cum-Probation Officer, whether homes were staffed adequately<sup>2</sup> and/or overcrowded and whether the pendency before the JJB was high or low. This is the minimum required for a system that claims to act in the best interests of the child. The total caseload in 2022-23 in these 292 districts stood at 77,713, disposals at 42% and at the end of October 2023, 44,881 cases were pending. 292 districts reported a total of 110 Observation Homes; 94 persons-in-charge, 19 doctors and 70 counsellors.

Only 11 of the 292 reported meeting all seven conditions—eight were in Mizoram alone, one in Sikkim, one in Himachal Pradesh, and one in Assam. Even here, there were gaps in information or functionaries: Mamit and Siaha in Mizoram were short of one social worker each on their boards, the gender break up of social workers in the SJPU was not reported; Chachar (Assam) reported no counsellors in its Observation Home, and only Jorhat (Assam) and Gangtok (Sikkim) reported doctors in their institutions.

JJBs in these 11 districts, 8 in Mizoram disposed of more than half their cases, kept pendency under 100, and avoided overcrowding. Though for the most part, save Assam, all these were relatively smaller jurisdictions with relatively lower caseloads, the lesson is plain: where the architecture exists and is well staffed, the system is likely to better fulfil its special child-centred mandate. Where it is incomplete, the promise of care is broken and risks descending into custody.

## 1 Juvenile Justice Boards: *Inconsistent*

Every district must have at least one fully constituted Juvenile Justice Board (JJB)<sup>3</sup> comprising a Principal Magistrate and two social workers. As of 2023-2024, there were 707 JJBs<sup>4</sup> across 765 districts. Eighteen states and Jammu & Kashmir had a JJB in every district.<sup>5</sup> With clubbing, Delhi with 11 districts had 7. A few like Odisha (34 JJBs in 30 districts) and Karnataka (34 JJBs in 31 districts) report more boards than districts.

**707**

Number of  
JJBs across  
765 districts.



**19**

18 states and  
1 UT (J&K) had a JJB  
in every district.

<sup>2</sup> See Juvenile Justice (Care and Protection) Model Rules, 2016. Available at: <https://cara.wcd.gov.in/PDF/english%20model%20rule.pdf>

<sup>3</sup> Section 4(1), Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>4</sup> RTI responses and secondary sources pertaining to 2024.

<sup>5</sup> Goa, Gujarat, Haryana, Jharkhand, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

## 2 Board capacity: *Uneven*



**24%**

111 of the 470 JJBs that responded did not have a full bench.

The JJB is a specialised judicial forum tasked with adjudicating cases involving children in conflict with the law. Of the 470 of 707 JJBs that responded, 24 per cent (111/470) functioned without a full bench. States like Odisha, Sikkim, and Jammu & Kashmir (a UT since 2019) were the only ones to boast of fully constituted benches. Though all benches in Bihar had a Principal Magistrate, only 10 (27%) reported social workers. The result is slower listings, weaker child-sensitive adjudications, and longer case durations. This can often lead to extending the time children must spend institutionalised.



**73%**

Share of Boards in Bihar not fully constituted.

## 3 Caseloads: *Rising*

In a first-time exercise the IJR analysed JJB workload across the country between 1 November 2022 and 31 October 2023; **362 JJBs from 16 states responded.**

- **Scale & trend:** 362 JJBs carried a workload of 100,904 cases (50,627 carried over from previous years and 50,277 newly registered cases in 2022-23). Disposals were 45,097 (45% of the total workload), leaving 55,816 cases pending—5,189 more than the year's opening stock. In short: nearly one in two cases rolled forward.
- **Wide variation:** Disposal rates ranged from Mizoram's 79 per cent to Odisha's 17 per cent. Goa (72%), Sikkim (68%), Karnataka (65%), Nagaland (56%), Telangana (54%) and Madhya Pradesh (51%) reported above 50 per cent disposals while Tripura (38%), Arunachal Pradesh (31%), Meghalaya (27%) and Jammu & Kashmir (26%) recorded less than 40 per cent.
- Caseload growth may stem from a combination of more filings and slower disposals due to resource constraints, including having to share human and infrastructural resources with the wider judicial machinery. This signals the need to continuously assess and strengthen human and financial resources to manage caseloads and stem accumulations.



**100,094**

Number of cases (carried forward + new) with 362 JJBs in 2022-23.



**45%**

Cases disposed as a share of total workload in 2022-23.



**17-79%**

Lowest (Odisha) and highest (Mizoram) disposal rates.

## 4 Oversight: *Episodic*

Data reveals a pattern of infrequent inspections and fragmented monitoring, limiting timely identification of risks and early and necessary interventions. Oversight is tasked to multiple functionaries. The IJR assessed whether compulsory monthly inspections were being made by Juvenile Justice Boards of homes meant for children in conflict with law<sup>6</sup> and how many field visits were made by District Child Protection Officers (DCPOs).<sup>7</sup> Across 14 states and Jammu & Kashmir, at one visit per month, there could have been 1,992 JJB inspections but responses evidenced only 810. DCPO field-visits tell the same story: 905 visits to 105 homes across 246 districts, with only 26 CCIs visited monthly. When inspections cannot be proved, compliance cannot be assumed—and consequently safety and rights cannot be guaranteed.



**810/1,992**

Across 14 states and 1 UT (J&K), at one visit per month, there could have been 1,992 JJB inspections. Responses evidenced only 810.



**905**

DCPO field-visits to 105 homes across 246 districts, with only 26 CCIs visited monthly.

## 5 Legal Aid: *Not Getting There*

To ensure specialist legal representation for children the National Legal Services Authority mandates each JJB have a legal service clinic attached to itself and that the DLSA maintain a panel of specialist advocates specifically tasked with representing children. Just over 70 per cent (305/437) of Boards that responded reported an attached DLSA clinic. Manipur and Nagaland reported none. Only Andhra Pradesh, Goa, Karnataka and Delhi reported all JJBs as having designated lawyers rostered specifically to represent children. Most states rely on already empanelled legal aid lawyers at the district level—often rotating every three years—rather than creating a dedicated, trained juvenile panel. The absence of dedicated child law panels, for the most part, means the specialisation envisioned by NALSA remains unfulfilled.



**70%**

Of the 437 boards that responded, 305 reported an attached DLSA clinic.

<sup>6</sup> Section 8 (3)(j) of the Juvenile Justice (Care and Protection) Act, 2015.

<sup>7</sup> Mission Vatsalya Guidelines, 2022, Chapter 2, Institutional Framework for Implementation. Roles and Responsibilities of Duty holders in DCPU, p 14. Available at: <https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/vatsalyaguideline.pdf>

## 6 Residential facilities: *Absent Comprehensive Data*

Data about their management and operations is thin. Illustratively, neither Lok Sabha questions nor responses to RTI provide fulsome details about the numbers or capacities of girls in conflict with the law. Nationally, there are 319 Observation Homes, 41 Special Homes, and 40 Places of Safety.<sup>8</sup> Fourteen states had no place of safety.<sup>9</sup> Many large states lack a full set and many combine residential facilities. Across the 292 districts that provided data, there were only 40 homes available for girls. Unusually, Nagaland, Sikkim and Tripura reported mixed facilities.<sup>10</sup>

The absence of a full complement of facilities in a district means that children already separated from their families are transferred to institutions further afield; leading to difficulties in accessing their jurisdictional JJBs, guardians, representation, and the possibility of unsafe mixing of children across age and offence categories—the very harm the Act was designed to prevent. With no regular, publicly accessible data put out facility-wise, states cannot prove whether homes are overcrowded or underutilised or able to provide children the effective pathways to rehabilitation and reintegration into society.



### 400

Nationally, there are 319 Observation Homes, 41 Special Homes, and 40 Places of Safety.



### 40

Homes available for girls across the 292 districts that provided data.



### 9,907

There are 8,241 children inside 319 Observation Homes; 496 in 14 Observation-cum-Special Homes; 389 in 41 Special Homes and 781 children in 40 Places of Safety.



### 14

States that had no place of safety.

The JJ Act mandates that Child Care Institutions (CCI) be set up by the state itself or in collaboration with voluntary organisations. These facilities should be close to the child's community, segregated by age, gender, and offence. They must also shield children from negative influences while affording them an education, skilling, counselling, and care. Observation Homes are institutions where a child is sent during the pendency of an inquiry as a temporary measure. Special Homes are intended for long term rehabilitation and protection of children who are found to have committed an offence. Places of Safety are set up especially to hold children between the ages of 16 to 18 years who are accused of or have been found to have committed a heinous offence. Places of safety also house children who may have committed a serious offence when underage but have attained adulthood during the pendency of proceedings.

<sup>8</sup> Lok Sabha Unstarred Question Number. 4264, dated 20 December 2024. Available at: [https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264\\_iuNtpB.pdf?source=pqals](https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264_iuNtpB.pdf?source=pqals)

<sup>9</sup> Andhra Pradesh, Arunachal Pradesh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Nagaland, Punjab, Sikkim, Telangana, Tripura and West Bengal.

<sup>10</sup> Rule 29 of the Juvenile Justice Model Rules, 2016 provides for separate facilities for girls and boys.



## 7 Staffing: Structural Deficits

In the universe of 15 responding states and 128 CCLs, only 82 or just about 60 per cent reported having a person-in-charge in place; at only 28 medical staff reported, nearly 80 per cent had no medical personnel and at 71, 45 per cent had no counsellors. Ensuring fully staffed institutions with qualified personnel is essential to provide consistent healthcare, mental health support, and rehabilitation services.



60%



Share of CCLs that responded and had a person-in-charge in place.



80%



Share of CCLs that had no medical personnel.



45%



Share of CCLs that had no counsellors.

## 8 Probation: Overwhelmed

Any child entering the system - whether in need of care and protection or in conflict with the law - is accompanied through the process from first to last by a probation officer. Under the JJ Act 2015, probation officers are tasked with assisting JJBs and Child Welfare Committees (CWCs). For a child in conflict with the law, probation serves as a critical alternative to institutionalisation, focusing on community supervision and tailored rehabilitation plans.

The 2022 Mission Vatsalya Guidelines require that every district have a minimum of one and a maximum of three Legal-cum-Probation Officers on the basis of the number of blocks, geographical spread and caseload. Probation Officers appointed under the Probation of Offenders Act 1958, can also function as Legal-cum-Probation Officers for children in that area.

In 10 responding states, 145 Legal-cum-Probation Officers had a cumulative workload of 25,403 cases: an average of 175 cases per officer. Delhi averaged 800 and Odisha 380. Such punishing workloads for functionaries tasked with documenting the child's history, circumstances and progress throughout, risk being perfunctory and prolonging institutionalisation. This pushes the system towards custody rather than care.



175

Average cases per Legal-cum-Probation Officer in the 10 responding states.

## 9 Police: *Promising*

Every district must have a Special Juvenile Police Unit (SJPU) headed by an officer not below the rank of a Deputy Superintendent of Police (Dy. SP) and made up of all the designated Child Welfare Officers (CWPO) from all the police stations in the area, plus two social workers, one of whom must be a woman. Of the twenty-three states that responded (fully and partially) twelve<sup>11</sup> and Delhi reported an SJPU in every district.<sup>12</sup> Six<sup>13</sup> had covered over 90 per cent of their districts. The rest had fewer. Partial responses from Himachal Pradesh (12 of 14 districts), Jammu & Kashmir (16 of 20) and Sikkim (4 of 6 districts) indicated that units had been set up but a complete picture of the state's police machinery to deal sensitively with children in conflict with the law could not be ascertained.

A CWPO is designated to deal exclusively with children, either as

victims or perpetrators. In sixteen states,<sup>14</sup> along with Delhi, provided district-wise data on the number of Child Welfare Police Officers (CWPOs) appointed across police stations. Haryana, Madhya Pradesh, Punjab, and Rajasthan reported near-universal coverage, with almost every police station having a designated CWPO. Interestingly, nine states<sup>15</sup> exceeded the number of CWPOs over police stations by a significant margin, suggesting either overlapping appointments, more than one special officer in several police stations or special deputations. For instance, Mizoram reported 124 CWPOs for just 45 police stations; Delhi reported 412 officers for 225 police stations;<sup>16</sup> Chhattisgarh reported 674 CWPOs against 495 police stations and added it had trained 870 since 2019.<sup>17</sup>



# 13

Number of states and UT, of the 23 that responded (fully or partially), that reported an SJPU in every district.

11 Arunachal Pradesh, Assam, Chhattisgarh, Goa, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Rajasthan, Telangana and Uttarakhand.

12 Delhi's RTI response did not mention social workers. It has a combined special police unit for women and children under the Crime against Women Cell known as the SPUWAC. Their website Juvenile Justice Unit website also omits mention. Available at: <https://spuwac.in/juvenilejustice.html>

13 Andhra Pradesh, Bihar, Haryana, Kerala, Meghalaya and Punjab.

14 Arunachal Pradesh, Bihar, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Madhya Pradesh, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Telangana, Uttarakhand and West Bengal.

15 Arunachal Pradesh, Bihar, Chhattisgarh, Delhi, Goa, Meghalaya, Mizoram, Sikkim and Uttarakhand.

16 Data as of 2023. The Juvenile Justice Unit website has since been updated to list 204 police stations and 422 Child Welfare Police Officers. Available at: <https://spuwac.in/dpiju2/sjpus.html>

17 Data from the Juvenile Justice Cell, High Court of Chhattisgarh, Newsletter Volume -2/JJC/2023. Available at: [https://highcourt.cg.gov.in/jjebook/Newsletter\\_Volume\\_2.pdf](https://highcourt.cg.gov.in/jjebook/Newsletter_Volume_2.pdf)

## 10 JJ Funds: *Sparse Financing*

Financial support for juvenile justice comes in both from the Integrated Child Protection Scheme (ICPS), now Mission Vatsalya, and state budgets. In addition, under the JJ Act, any state may establish a Juvenile Justice Fund (JJ Fund). This special pool of money is designed to support the care, protection, rehabilitation, and welfare of children that enter the system. It can support a slew of welfare and rehabilitation activities such as running Observation Homes, Special Homes, and Places of Safety, as well as vocational training, legal assistance, aftercare, and rehabilitation programmes. Contributions to the JJ Fund can come from the state government budget, central government grants, donations from individuals, trusts, NGOs, corporations, including through the corporate social responsibility route.<sup>18</sup>

The Juvenile Justice Fund allocations across states

in 2022–23 revealed a mixed picture, with some states significantly increasing their budgets, others maintaining steady allocations, and some exhibiting substantial underutilisation of allocated funds. Beyond spare financing, many states report underutilisation or non-utilisation of allocated funds, often attributed to capacity constraints and delayed disbursement mechanisms. Long officially observed deficits in financial management remain unattended and translate into poor outcomes for children. A 2019 NALSA study<sup>19</sup> that evaluated the status of structures, mechanisms and processes in the juvenile justice system across the country, found that 71 per cent of states and UTs had set up a Juvenile Justice Fund. A comparison with this study, points to five states—Assam, Madhya Pradesh, Mizoram, Sikkim and Tripura—that had set up a fund since 2019.

## 11 Access to information: *Patchy*

Enhanced integration of data systems and proactive disclosure practices are needed to foster informed decision-making and public trust. Available secondary data and heavy reliance on RTI requests evidences a system where mandated data gathering and flow are broken. Requests to nodal authorities almost always resulted in transfers to districts, who in turn, inevitably provided incomplete information.

The IJR framed 16 questions pertaining to the capacity of the system between October 2022

and November 2023. This totalled up to over 250 applications in 28 states and 2 UTs. The requests were addressed to four key departments: the Department of Women and Child Development (WCD), State Child Protection Society (SCPS), Police Headquarters and the State Legal Services Authority (SLSA). Of the more than 500 replies received, 36 per cent came from nodal authorities; 29 per cent were transferred to districts; 24 per cent received no response at all, and 11 per cent were rejected outright, indicating a weak information culture.



**16**

Number of RTI questions posed by the IJR pertaining to the capacity of the system.



**11%**

Share of replies, from the more than 500 received, that were rejected outright. Another 36% were responded by nodal authorities, 29% were transferred to districts and 24% received no response.

<sup>18</sup> Section 105(2) Juvenile Justice (Care and Protection) Act, 2015.

<sup>19</sup> National Legal Services Authority, Status of Juvenile Justice System - Structures, Mechanisms and Processes, 2019. Available at: <https://cdnbbsr.s3waas.gov.in/s32e45f93088c7db59767efef516b306aa/uploads/2025/04/20250408568184710.pdf>

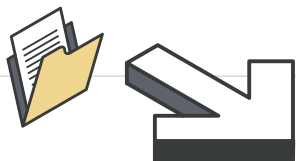


## **CHAPTER 2**

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# **Recommendations**

# Recommendations



Decades of recommendations from the Supreme Court Juvenile Justice Committee, High Court Juvenile Justice Committees, CAG audits, parliamentary committees, NHRC, and judicial pronouncements converge on familiar challenges: the juvenile justice system suffers from institutional gaps, procedural deficiencies, inadequate infrastructure, and resource constraints. This collectively undermines its mandate.

Juvenile justice operates as an interconnected system. Fixing these interconnections through strategic interventions can yield substantial outcomes. The question is: with finite resources and competing priorities, how can stakeholders immediately do more within existing financial resources.



## Fill critical gaps that paralyse the system.

1

Before building new infrastructure, ensure existing institutions can function with adequate personnel in key positions—judges, superintendents, probation officers, counsellors and legal aid counsel.





## Leverage technology to multiply efficiency.

2

Deploy digital case management systems that assist children in conflict with the law to move from first contact to reintegration. Centralise databases linking police, courts, and child care institutions to ensure they always serve the best interests of the child. Transform accountability without adding staff by automating schedules and monitoring compliance.

## Prioritise training as a force multiplier.

Rather than sporadic workshops, establish systematic competency-based training programmes and integrated workshops that bring together police, JJBs, POs, lawyers, CCI staff, and organisations working with children in conflict with the law with measurable outcomes, illustratively, focusing on age determination procedures, bail, child psychology, principles of juvenile justice, trauma informed care, rehabilitation, and non-institutional alternatives.



## Conduct periodic, independent evaluations.



Operationalise periodic, independent evaluations envisaged under Section 55 of the JJ Act and Rule 42, JJ Model Rules, 2016. In addition to official evaluations, institutionalise regular, transparent audits by reputed academic institutions, schools of Social Work, universities, management institutions, and multi-disciplinary committees including representatives of civil society organisations. Public disclosure of compliance metrics creates peer pressure among institutions and districts, driving performance without additional expenditure.

## Align incentives with outcomes.

Performance-linked recognition for districts achieving statutory timelines, institutions maintaining standards, and officials ensuring compliance—costs nothing but transforms behaviour. Conversely, consequences for persistent non-compliance restore the deterrent effect of accountability.<sup>1</sup>



In short, implement immediately actionable changes that create momentum. Prioritise filling existing vacancies; training for current staff and digitising existing processes; build accountability at all levels and augment it through social audits.

Children trapped need functional solutions—implemented now, with available resources, by

capable professionals who have an unwavering focus on the fundamental mandate: ensuring every child in conflict with the law receives the protection, care, and opportunity for rehabilitation that the statute promises and justice demands.

The blueprint exists. The knowledge is available. The time for commonsense action is now.

<sup>1</sup> See Rule 93 of the Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

## **CHAPTER 3**

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# **Introduction**

**F**our decades since the enactment of the Juvenile Justice Act in 1986, nearly a decade since its re-enactment in 2015, and five years on from the last official audit, India's juvenile justice system still struggles to transform its written legal commitments into measurable, on-ground demonstrable proofs that it indeed works in "the best interests of the child".

From its earliest framing, the juvenile justice system has been built on a foundational premise: that every law, policy, institution, process, and real-life practice must recognise and serve the child's right to protection, rehabilitation, and dignity—especially when that child is in conflict with the law. It is against this enduring standard that this India Justice Report (IJR) study examines the current capacity of the institutional machinery—those tasked with apprehension, investigation, adjudication, oversight, rehabilitation and reintegration—to assess whether the binding promises made are indeed being met in practice.

Over the decades, the juvenile justice framework has evolved in both principle and form—from a patchwork of welfare-oriented enactments to a comprehensive rights-based legal regime that through frameworks such as Mission Vatsalya, seeks to harmonise legal frameworks, financing and provisioning that is essential to reducing risks of inconsistency in policy, implementation and improving child protection outcomes.

### Best Interest of the Child

Section 2(9) of the JJ Act 2015 defines it as the basis for any decision taken regarding the child, to ensure fulfilment of their basic rights and needs, identity, social well-being and physical, emotional and intellectual development.

The journey began with the Apprenticeship Act of 1850, which required children aged 10 to 18 who were convicted in court to receive vocational training as part of their rehabilitation. The Reformatory Schools Act of 1897 followed, and momentum picked up with the Indian Jail Committee (1919–20), which underscored the urgent need for the fair trial and humane treatment of children in conflict with the law. This led to the first Children's Acts

in Madras (1920), Bengal (1922), and Bombay (1924), marking a shift from punishment to protection.

The Children Act of 1960, which applied to the Union Territories, consolidated this impulse nationally, and in 1986, the Parliament enacted India's first dedicated juvenile justice law in response to the 1985 UN Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules). The impetus also came from the Supreme Court in the case *Sheela Barse v. Union of India*<sup>1</sup>. Concerned at the lack of enforcement and standardisation in state laws the Court emphasised the need for enacting a national law for the protection of children and for dealing with children who are brought before the law.

To create national uniformity, the Juvenile Justice Act, 1986 repealed all state Children's Acts. While reaffirming the core distinction between "Neglected Child" and "Delinquent Child", the 1986 law framed the distinction as being that of a "Children in Need of Care and Protection (CNCP)" and "Children in Conflict with the Law (CCL)".

Criticised for its custodial bias and for failing to deliver on child-friendly procedures, the 1986 Act was eventually replaced with the Juvenile Justice (Care and Protection of Children) Act, 2000. This legislative milestone aligned India's law with the UN Convention on the Rights of the Child. It unified the age of juvenility at 18 for both boys and girls. Toward removing arbitrariness and strengthening protection of children in conflict with law, significant amendments in 2006 and 2011 clarified that juvenility is determined on the date of commission of the offence and deleted clauses discriminatory of persons affected by leprosy.

The Juvenile Justice (Care and Protection of Children) Act, 2015<sup>2</sup>—replaced and re-enacted in the glare of public outrage following the 2012-13 Delhi and Mumbai gang rapes, where one of the suspects was a minor—permitted, for the first time, a preliminary assessment by Juvenile Justice Boards to determine whether children aged 16 to 18 involved in heinous offences could be tried as adults. At the same time, the law reaffirmed its rehabilitative focus. For the most part it replaced the term "juvenile" with "child" established new definitions

<sup>1</sup> Sheela Barse and Anr. vs. Union of India & Ors [Writ Petition (Criminal) No. 1451 of 1985]. Order available at: <https://api.sci.gov.in/jonew/judis/8969.pdf>

<sup>2</sup> Available at: [https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/jjAct\\_2015.pdf](https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/jjAct_2015.pdf)

(e.g., orphaned, abandoned, and surrendered children), affirmed timelines for inquiries, drew on the 2007 Model Rules to reiterate fundamental principles of juvenile justice to be followed by authorities and functionaries in the implementation of the Act, dedicated a full chapter to other offences against child and to adoption. It also laid down further conditions on the timelines and registration of Child Care Institutions (CCIs). The accompanying Juvenile Justice (Care and Protection) Model Rules of 2016 (the Model Rules)<sup>3</sup> emphasised reintegration and reform as the philosophical bedrock of the system.

Beyond legislation, courts across the country and the Supreme Court of India have constantly shaped the contours of juvenile justice and sought to strengthen implementation. In *Sampurna Behura v. Union of India*,<sup>4</sup> the Supreme Court issued a slew of directions to strengthen the machinery; insisting on filling staff vacancies, improving infrastructure, establishing child-friendly courts, enforcing CCI registration, and enhancing compliance across states. Similarly, in the case *Re: Exploitation of Children in Orphanages in the State of Tamil Nadu versus Union of India & Ors*,<sup>5</sup> the court directed the strengthening of High Court Juvenile Justice Committees, the necessity of staff training and deinstitutionalisation. It particularly directed National Commission for the Protection of Child Rights (NCPCR) and its state counterparts to take up social audits “in right earnestness” as being “the best possible method to monitor and supervise transparency and accountability of CCIs and other bodies under the JJ Act and Model Rules.”

Most recently, the Juvenile Justice (Care and Protection of Children) Amendment Act, 2021—enforced from September 2022—responded to systemic dysfunctions. It vested authority in District Magistrates for adoption, reclassified ambiguous offence categories, and increased administrative accountability over Juvenile Justice Boards (JJBs) and Child Welfare Committees (CWCs).

To address continuing institutional fragilities, the National Commission for Protection of Child Rights (NCPCR) also launched the Monitoring App for Seamless Inspection (MASI), under Mission Vatsalya. MASI is a digitised

platform intended to coordinate inspections by Child Welfare Committees (CWCs), Juvenile Justice Boards (JJB), and state and district authorities. However, MASI is not publicly accessible, and what little is known comes from official statements rather than direct scrutiny. By December 2023, over 5,300 inspections had reportedly been conducted across more than 1,800 child care institutions, according to data disclosed in Parliament by the Ministry of Women and Child Development.<sup>6</sup> It is best understood as a monitoring shell—a platform that records process compliance. It is unclear whether it provides insight into the quality of inspections, follow-up actions taken, or closure of identified gaps. There is no public timeline that tracks remedial measures or resource allocation. MASI reflects a step forward in coordination—but remains limited from the perspective of public accountability.

### Mission Vatsalya

Under the aegis of the Ministry of Women & Child Development, the Mission Vatsalya scheme aims to prioritise child development and protection in alignment with the Sustainable Development Goals (SDGs). The scheme is implemented under the Juvenile Justice (Care and Protection of Children) Act, 2015, and the Protection of Children from Sexual Offences Act, 2012. Originally named the Integrated Child Protection Scheme (ICPS) and implemented in 2009–10, it was renamed the Child Protection Services (CPS) Scheme in 2017. Three schemes that existed prior to ICPS and later merged into it were: (i) Programme for Juvenile Justice for children in need of care and protection, and Children in Conflict with Law; (ii) Integrated Programme for Street Children; and (iii) Scheme for Assistance to Homes for Children (Shishu Greh). From 2021–22 onwards, this CPS Scheme has been integrated into Mission Vatsalya.

The totality of legislation and judicial scrutiny has today built an intricate scaffolding of institutions intended to uphold the mandate of rights and reformation through

3 Available at: <https://cara.wcd.gov.in/PDF/english%20model%20rule.pdf>

4 Writ Petition (Civil) No. 473 of 2005.

5 Writ Petition (Criminal) No. 102 of 2007 vide its order dated 5 May 2017 available at: <https://api.sci.gov.in/jonew/ropor/rop/all/932242.pdf>

6 Rajya Sabha Unstarred Question No. 1270 dated 13 December 2023. Available at: <https://sansad.in/getFile/annex/262/AU1270.pdf?source=pqars>

Juvenile Justice Boards, Child Welfare Committees, Observation Homes, Special Juvenile Police Units (SJPUs), Probation Officers, District Child Protection Units (DCPUs), as well as social workers. On paper, the architecture is impressive and comprehensive. It promises a child-friendly, rehabilitative, and community-connected ecosystem where children in conflict with the law are not ordinarily to be institutionalised but supported back into society with dignity and care.

But laws, no matter how well-crafted, are only as strong as the systems that carry them. While the governing legislation has been framed by Parliament, the Juvenile Justice Act's practical implementation rests squarely on states and requires each to have in place a state-level infrastructure of Juvenile Justice Boards, Child Welfare Committees, and diverse care institutions. While the National Commission for the Protection of Child Rights and the Central Adoption Resource Authority provide central oversight and guidance, the lived reality of children that touch the system hinges on the states' ability to translate legislative intent into tangible support and protection.

A 2018–20 audit of Child Care Institutions<sup>7</sup> by the National Commission for the Protection of Child Rights (NCPCR) brought into sharp focus the realities of how the system in fact functions: many CCIs were unregistered, over 60 per cent lacked medical staff, and more than half had no trained counsellors or abuse-prevention safeguards. Governance mechanisms meant to provide oversight had gone dormant. This assessment revealed once again that despite the decades that have passed, system-wide failures of capacity and processes endure, and the ideal of state-sponsored special consideration for children in conflict with the law remains under-realised.

## What this study does

The IJR's present examination of the capacity of juvenile justice architecture assesses, through data, the ability of the system—as it stood in the period from 1 November

2022 to 31 October 2023—to fulfil the roles envisioned for it in relation only to children in conflict with the law.

By analysing infrastructure, human resources, budgets and diversity, the study offers an assessment of how well key institutions—Juvenile Justice Boards, Child Care Institutions, Special Police Juvenile Units and District Legal Services Authorities—are equipped to meet their statutory obligations.

The study draws on publicly accessible data from official websites, responses to parliamentary questions, and a year-long RTI-based inquiry conducted across all states and two UTs.

### It asks two overarching questions:

- How well are the many systems tasked with the care and protection of children in conflict with the law, in fact, capacitated with budgets, infrastructure, and human resources to fulfil their mandates; and
- Do apex bodies—the Department of Women and Child Development, State Child Protection Society, Police Headquarters and the State Legal Services Authority—tasked with monitoring the system have the data to fulfil their functions?

What emerges is a sobering view of how far aspiration and implementation can diverge. Even when the legal mandate is unambiguous, the structures are distant from the ideal on paper. The findings confirm the persistence of structural deficits: key posts remain vacant, physical conditions are often inadequate, and institutional oversight is, in too many cases, cursory at best.

<sup>7</sup> National Commission for Protection of Child Rights, Social Audit of Child Care Institutions. Available at: [https://ncpcr.gov.in/uploads/167145198563a05551c7b75\\_national-report--social-audit-of-ccis.pdf](https://ncpcr.gov.in/uploads/167145198563a05551c7b75_national-report--social-audit-of-ccis.pdf)

## **CHAPTER 4**

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# **Architecture & Process**



**T**he Juvenile Justice Act has been designed to ensure that there is a fulsome architecture available at the district level to deal with children in conflict with the law. There is a hierarchy of monitoring and oversight functionaries from local to state level to ensure this.

At the apex is the District Child Protection Unit (DCPU) under the District Magistrate (DM) responsible for the implementation of Mission Vatsalya and documenting all child-related service providers and facilities available within that district.

Beginning at the district police level, a primary frontline agency—the Special Juvenile Police Unit (SJPU)—coordinates all functions of the police related to children. Made up of all the designated Child Welfare Officers (CWPOs) across police stations in the area, plus two social workers, one of whom must be a woman, it comes under the Deputy Superintendent of Police (Dy. SP). Always of a rank not below Assistant Sub-Inspector, the CWPO is required to be specially trained and chosen for an “aptitude to work sensitively with children”.<sup>8</sup>

Whenever a child is apprehended, the officer must immediately hand over the child to the designated CWPO at the police station. This person is required to assist the child throughout the process, balancing legal responsibility with care and protection. It is the CWPO’s duty to immediately inform the child’s parent or guardian, the Probation Officer, and the District Legal Services Authority. In petty cases, the CWPO may also be the investigating officer but in more serious matters, while continuing the duties of a CWPO, the investigation will lie with a more senior officer.

In keeping with the emphasis on rehabilitation, protection, and non-stigmatising engagement, no First Information Report (FIR) is to be filed—except in cases of heinous offences or where an adult co-accused is involved irrespective of the nature of offence. Instead, the incident is recorded

in the general daily diary. This, along with a Social Background Report<sup>9</sup> (SBR) detailing the circumstances of the offence and the child, is to be done in preparation of the child being presented before the JJB. In all cases the child must be brought before the JJB or any one of its members, at the very earliest—and certainly within 24 hours.

On first appearance, the JJB or a member will go through the SBR before passing appropriate orders, which may include: disposing of the case on first production; releasing the child under the supervision of a Probation Officer or fit person, or into a fit facility; or direct that the child be placed in a Child Care Institution (CCI) pending inquiry. If, on the strength of the Social Background Report (SBR), the JJB finds that a child alleged to be in conflict with the law also appears to be in need of care and protection, it may drop the offence proceedings and refer the matter to the CWC.

Section 8(3)(g) of the JJ Act contemplates both bodies remaining engaged. In practice, this has created a vexed question: after referral, does the child stay under the CWC’s umbrella immediately, or must the JJB first formally close its proceedings before the CWC can assume exclusive charge? This jurisdictional sequencing is now the subject of disputes between JJBs and CWCs in several states (e.g., Bihar, Uttar Pradesh, and Delhi) and is presently before the Delhi High Court on a criminal reference.

Within 15 days of the child’s first production, the JJB has to direct the Probation Officer, social worker, or a Child Welfare Officer (CWO) to submit a Social Investigation Report (SIR). (See Table). In cases involving heinous offences committed by a child 16 years or older, the CWPO is required to submit a statement of witnesses within one month of the first production. In practice, all JJB inquiries must finish within four months of first production, extendable by up to two months. For petty offences,

<sup>8</sup> Section 107(3), Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>9</sup> Rule 2(xvii), Juvenile Justice (Care and Protection) Model Rules, 2016 defines Social Background Report as “the report of a child in conflict with law containing the background of the child prepared by the Child Welfare Police Officer”.

any delay beyond 2 months results in termination of proceedings; for serious or heinous offences, continuing beyond six months requires written permission from the Chief Judicial Magistrate—a step historically left unused, but now increasingly observed following sustained litigation on the issue.

In a two-stage process, when a person of indeterminate age is brought before the JJB for a heinous offence, it must first determine the person's age before all else. Only if the person is found to be 16 years or older does the Board proceed to a preliminary assessment to evaluate the child's capacity, understanding, and circumstances before deciding whether to try them as an adult.<sup>10</sup>

## Bail

In a clear departure from general criminal law, the JJ Act recognises that children must be protected from the lasting harms of incarceration and stigma and that a child should be institutionalised only “as a step of last resort after making a reasonable inquiry”. Accordingly bail is not dependent on whether the offence is bailable or non-bailable. Whatever the nature of the offence, bail is the rule for all children in conflict with the law.<sup>11</sup> The police have the power to grant bail in all cases. They are mandated to release the child on bail immediately with or without surety. If for any reason bail cannot be granted, the child must be taken to an Observation Home, until produced before the JJB. No child must ever be kept in police lock-up or jail.

Bail can only be denied if it is against the best interest of the child, unless releasing the child would (i) expose them to moral, physical, or psychological danger, (ii) bring them into contact with known criminals, or (iii) defeat the ends of justice. These are the only exceptions under the law.<sup>12</sup>

## Preliminary Assessment

When a child between 16–18 years is alleged to have committed an offence punishable with minimum seven years or more, the Juvenile Justice Board (JJB) must conduct a preliminary assessment to decide whether the child should be tried as an adult. This is not an inquiry about guilt or innocence. It is an expert-assisted evaluation that must take account of four factors: the child's mental capacity, physical capacity to commit *that* alleged offence, ability to understand consequences, and the circumstances of the offence. The assessment must be finished within three months, and have the assistance of psychologists or psychosocial workers to ensure a fair, child-sensitive decision.<sup>13</sup>

In *Barun Chandra Thakur v. Master Bholu* (2022),<sup>14</sup> the Supreme Court called this a serious and delicate task that directly bears on the child's right to a fair trial. It left it open to the Central Government and the National Commission for Protection of Child Rights and the State Commission for Protection of Child Rights to consider issuing guidelines or directions. The 2023 Guidelines<sup>15</sup> now require mandatory legal aid, define the role of experts, and anchor the process in the Social Investigation Report and Social Background Report. They bar use of confessional statements, require confidentiality, and mandate reasoned orders be communicated to the child and family.

10 Section 15 read with Section 14(3), Juvenile Justice (Care and Protection of Children) Act, 2015 and Rule 10A, Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

11 Section 12, Juvenile Justice (Care and Protection of Children) Act, 2015.

12 Ibid

13 Section 15, The Juvenile Justice (Care and Protection) Act, 2015.

14 *Barun Chandra Thakur v. Master Bholu & Anr* [2022] CrI. No.950/2022.

15 National Commission for Protection of Child Rights, 2023. Guidelines for Conducting Preliminary Assessment under Section 15 of the Juvenile Justice Act, 2015. Available from: [https://ncpcr.gov.in/uploads/16813797786437d1c2bea2a\\_guidelines-for-conducting-preliminary-assessment.pdf](https://ncpcr.gov.in/uploads/16813797786437d1c2bea2a_guidelines-for-conducting-preliminary-assessment.pdf)

Document	Social Background Report <sup>16</sup>	Social Investigation Report	Individual Care Plan <sup>17</sup>
Prepared by	Child Welfare Police Officer	Child Welfare Officer (CWO) or Probation Officer or Social Worker	Probation Officer or Child Welfare Officer (CWO) or a social worker
Timelines	Immediately on apprehension; in time for first production	After first production on orders of the JJB	On disposal of case by JJB
Depth	Records details of the child, the offence, involvement with adult gangs, status of addictions, circumstances of apprehension and suggestions of CWPO	Detailed and analytical report on child's socio-economic and familial circumstances; risk assessment, including vulnerabilities; and recommendations of the Probation Officer	Comprehensive development plan based on age and gender specific needs and case history; addressing needs related including but not limited to health, nutritional, emotional, psychological and life skill training
Purpose	To ground immediate decisions (diversion, bail, disposal, referral to CWC, placement with probation officer/parents/fit person/ observation home)	Long term planning—aftercare, rehabilitation	Long term planning - aftercare, rehabilitation
Legal Mandate	Rules 8 (1), 8(5) of JJ Model Rules 2016	Sections 8(3)(e), 13(1)(ii) & 18(1) of JJ Act 2015 and Rule 10 of JJ Model Rules 2016	Rules 11(3), 13(7)(vi), 13(8)(ii), 19(4), 19(17), 62(6)(vii), 62(6)(x), 69 I (3) of JJ Model Rules 2016

Right from the outset when the child is first in contact with the punitive machinery of the state, the child is entitled to free legal aid, regardless of the offence or the stage of inquiry. The SJPU and the JJB are jointly and separately responsible for ensuring access to legal services through Legal Services Institutions. Each JJB is required to have a Legal Services Clinic (LSC) attached to

it, staffed with panel lawyers and paralegal volunteers, to assist children and their guardians in navigating the legal process. These safeguards reflect the JJ Act's overarching principle—that all interventions must lean towards non-custodial measures, be protective of the child's rights and rehabilitation, and serve the best interests of the child.

<sup>16</sup> Rule 2(xvi), Juvenile Justice (Care and Protection) Model Rules, 2016 defines Social Background Report as "the report of a child in conflict with law containing the background of the child prepared by the Child Welfare Police Officer".

<sup>17</sup> Rule 2(ix), Juvenile Justice (Care and Protection) Model Rules, 2016 defines Individual Care Plan as "a comprehensive development plan based on age and gender specific needs and case history of the child, prepared in consultation with the child, in order to restore the child's self-esteem, dignity and self-worth and nurture him into a responsible citizen.

The Social Investigation Report,<sup>18</sup> made at the very initial stages of any child's passage through the system, is a vital tool for a JJB while assessing a child's social, emotional, and physical environment. It guides the determination of next steps, including bail and rehabilitation planning. Designed to be a detailed, individualised examination of the child's background, circumstances of apprehension, and the alleged offence, it includes age, gender, caste, religion, and address, and details the family setup, living circumstances, education or employment history. It captures any history or tendency to run away, prior case or institutional history, as well as details of past abuse, ill-treatment, exploitation, trafficking, or other vulnerabilities faced by the child, including information about perpetrators. The report assesses the psycho-social, emotional,

physical, and economic environment of the child; incorporates expert opinions and reports like those from psychologists or doctors; and analyses risk factors involved in restoration to family. It concludes with the social worker's observations and placement plan for the child, providing recommendations that help authorities decide on reunification, continued care, or alternative placements, based on a holistic view of the child's background and needs.

Ideally, it is prepared by the Probation Officer and submitted to the JJB within fifteen days of the child's first production. Where one is not available, a social worker, the Child Welfare Officer (CWO), or even a voluntary organisation directed by the JJB may be tasked with its preparation.

In order to determine the needs of a child and their future treatment, including bail, the JJB is assisted with reports prepared by different people that serve different purposes and are used at different stages of the child's interaction with the justice system (See Table above).

## Residential Facilities

The JJ Act provides for a set of residential facilities to be available locally and tailored to the needs and legal status of children in conflict with the law. Each district, or group of districts, is mandated to have an

Observation Home (OBH) for the temporary reception, care, and rehabilitation of children during the pendency of an inquiry.<sup>19</sup> Additionally, if a child cannot be produced before the JJB or a single member due to odd hours or distance, the CWPO is required to place the child in an OBH prior to first production.

One option for a child who has been formally adjudicated by the JJB as having committed an offence, can be to place the child in a Special Home, which is intended for their longer-term rehabilitation and protection.<sup>20</sup> State governments may set up such homes either by

<sup>18</sup> Rule 2 (xvii), Juvenile Justice (Care and Protection) Model Rules, 2016.

<sup>19</sup> Section 47, Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>20</sup> Section 48, Juvenile Justice (Care and Protection of Children) Act, 2015.

## Aftercare

Aftercare begins before a young person turns 18. As a child in conflict with the law or in need of care and protection approaches exit from a Child Care Institution, the institutional staff and the District Child Protection Unit must prepare a post-release plan, to be approved by the JJB or CWC. This plan sets out the essentials for a safe, dignified transition: continued education or skill training, help with job placements, a secure place to live (including aftercare homes where needed), counselling and health support.<sup>21</sup> Mission Vatsalya

and the Juvenile Justice Fund finance these supports—stipends, training, counselling, housing and placement services—ordinarily up to age 21, and in exceptional cases up to 23.

Aftercare is not a hand-off; it is a hand-over. Probation officers or social workers are expected to mentor and check-in regularly, and reduce risks of exploitation or relapse. This entire system emphasises individualised care and continuous monitoring, serving as a bridge between institutional life and self-sufficient adulthood.

themselves or through voluntary, non-government organisations in each district or a group of districts. In more serious cases—specifically where a child aged 16 to 18 is accused or is convicted of committing a heinous offence—the law provides for placement in a Place

of Safety, of which there must be at least one in every state.<sup>22</sup> These facilities are intended to provide age-appropriate custody and rehabilitative services, ensuring separation from adult offenders.



<sup>21</sup> Section 46, Juvenile Justice (Care and Protection of Children) Act 2015 and Rule 25(2), Juvenile Justice (Care and Protection) Model Rules, 2016.

<sup>22</sup> Section 49, Juvenile Justice (Care and Protection of Children) Act, 2015 and Rule 29, Juvenile Justice (Care and Protection) Model Rules, 2016.

## **CHAPTER 5**

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# **The Capacity Question**

## The Police

### Benchmark

The entire regime is based on the recognition that a child in conflict with the law cannot be treated in the same way as an adult. Toward this the law requires each district to have a Special Juvenile Police Unit (SJPU). It is headed by the Deputy Superintendent of Police and includes all the designated Child Welfare Officers (CWPO) from all the police stations in the area, plus two social workers, one of whom must be a woman. Always to be of a rank not below Assistant Sub-Inspector, the CWPO is required to be specially trained and chosen for an “aptitude, orientation to work sensitively with children”. The Unit itself is meant to coordinate all functions of the police related to children in that district.<sup>1</sup> It is mandated to “upgrade the police interface with children” and work closely with voluntary organisations, local governing bodies, including the District Child Protection Unit (DCPU), the Juvenile Justice Boards (JJB) and District Legal Services Authority (DLSA).

Accountability for establishing, constituting, and operating Special Juvenile Police Units (SJPUs) under the JJ Act rests primarily with the state government, specifically through its Home Department or Police Department, which is responsible for formally setting up SJPUs in every district and appointing at least one Child Welfare Police Officers (CWPOs). Operational oversight lies with senior police authorities, including the Director General of Police and district-level Superintendents of Police, who monitor compliance with child protection standards, facilitate training in juvenile-sensitive procedures, and maintain coordination with JJBs, Child Welfare Committees and District Legal Services Authorities. Additionally, the State Commission for Protection of Child Rights may provide independent monitoring<sup>2</sup> to ensure SJPUs adhere to their child-friendly mandate, while the National Commission for Protection of Child Rights can offer guidance at the central level. All this creates a multi-tiered framework of accountability aimed at safeguarding children's rights throughout.

### Our Query to Police Headquarters

Has each district constituted its SJPU; what is its composition; does each station have a designated Child Welfare Police Officer; what is the gender disaggregation of the social workers in that district. We asked for the relevant orders directing this.

Nine states<sup>3</sup> provided full information to all queries sent to police headquarters. Five—Jharkhand, Manipur, Tamil Nadu, Tripura and Uttar Pradesh—did not respond to any part of the query at all. For the rest, the patchy information provided in response to the RTI requests made it impossible to assess the general level of compliance nationally.

### Our Findings

**Presence of SJPUs:** Twenty-three states and both UTs responded—some fully, some partially. (see Figure 5.1). Twelve states<sup>4</sup> and Delhi reported an SJPU in every district. Six<sup>5</sup> had covered over 90 per cent of their districts. The rest had fewer. Partial responses from Himachal Pradesh (12 of 14 districts), Jammu & Kashmir (16 of 20) and Sikkim (4 of 6 districts) indicated that units had been set up but a complete picture of the state's police machinery to deal sensitively with children in conflict with the law could not be ascertained. Karnataka's comprehensive SJPU structure had a unit in each district plus one in each of its six city commissionerates—Bengaluru, Mysuru, Mangaluru, Belgaum, Hubballi-Dharwad and Kalburgi and an additional 6 in its railway and traffic divisions.<sup>6</sup>

**Composition:** As a coordination mechanism, the SJPU in each district is required to have two social workers (one of whom must be a woman) from each district and Child Welfare Police Officers from each police station. These social workers may either be hired by the police force or drawn from the Districts Child Protection Unit's (DCPU) pool of social workers. Only eight states and Delhi provided full information on both with gender disaggregation.

1 Section 107 of the Juvenile Justice (Care and Protection of Children) Act, 2015.

2 Section 13(1)(e) of the Commission for Protection of Child Rights Act, 2005. Available at: <https://www.indiacode.nic.in/bitstream/123456789/2056/1/200604.pdf>

3 Arunachal Pradesh, Delhi, Goa, Meghalaya, Mizoram, Nagaland, Sikkim, Uttarakhand and West Bengal.

4 Arunachal Pradesh, Assam, Chhattisgarh, Goa, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Rajasthan, Telangana and Uttarakhand.

5 Andhra Pradesh, Bihar, Haryana, Kerala, Meghalaya and Punjab.

6 Government of Karnataka, Government Order No. HD 20 PCC 2021, dated 29 June 2021. Available at: <https://www.makkalahakku.com/main-control/uploads/SENIOR-SJPU%20ORDERS.pdf>



■ Above 100% ■ 100% ■ 90% to 100% ■ Below 90%

- a Figures from Bureau of Police Research and Development, Data on Police Organisation, 2023. Available at: [https://bprd.nic.in/uploads/pdf/1716639795\\_d6fce11ed56a985b635c.pdf](https://bprd.nic.in/uploads/pdf/1716639795_d6fce11ed56a985b635c.pdf)
- b A copy of the formation of SJPU by the Assam government, attached with the RTI reply from Superintendent of Police, West Karbi Anglong, provides the reconstitution of SJPU in 37 districts.
- c Figures from the High Court of Telangana as of March 2024. Available at: [https://tshc.gov.in/documents/2024\\_06\\_24T04\\_57\\_27\\_SJPUs.pdf](https://tshc.gov.in/documents/2024_06_24T04_57_27_SJPUs.pdf)
- d Figures from the Juvenile Justice Committee, High Court of Madhya Pradesh, as of January 2025. The document also lists SJPU set up in three railway districts - Bhopal, Jabalpur and Indore - in addition to 55 districts. Available at: [https://mphc.gov.in/PDF/web\\_pdf/JJC/JUVENILE%20JUSTICE%20STAKEHOLDERS/6.%20Special%20Juvenile%20Police%20Units.pdf](https://mphc.gov.in/PDF/web_pdf/JJC/JUVENILE%20JUSTICE%20STAKEHOLDERS/6.%20Special%20Juvenile%20Police%20Units.pdf)
- e Figures from the Juvenile Justice Cell, High Court of Chhattisgarh. Available at: <https://highcourt.cg.gov.in/jjsju.htm>
- f Figures from Delhi Police Juvenile Justice Unit. Available at: <https://spuwac.in/dpju2/sjpus.html>
- g Figures from Gujarat State Legal Services Authority as of 2024. Available at: <https://gujarat.nalsa.gov.in/en/juvenile-justice-committee/>
- h Figures from the Juvenile Justice Committee, High Court of Andhra Pradesh, as of 2024. Available at: [https://aphc.gov.in/juvenile\\_docs/Special\\_Juvenile\\_Police\\_Officers\\_help\\_desk.pdf](https://aphc.gov.in/juvenile_docs/Special_Juvenile_Police_Officers_help_desk.pdf)
- i Figures from Juvenile Justice Monitoring Committee, Punjab and Haryana High Court, as of 2024. Available at: <https://highcourtchd.gov.in/jjmc/>
- j Figures from Juvenile Justice Monitoring Committee, Punjab and Haryana High Court, as of 2024. Available at: <https://highcourtchd.gov.in/jjmc/>
- k Figures from Kerala State Child Protection Society. Available at: <https://kespcpr.kerala.gov.in/?p=1343>
- l Bihar Police Headquarters replied that "all districts have a SJPU".
- m Kullu and Kangra districts did not respond.
- n Budgam, Ganderbal, Handwara, Jammu, Kupwara, Reasi and Udhampur districts did not respond.
- o Only 4 districts responded, 2 districts (Pakyong and Soreng) are newly established.

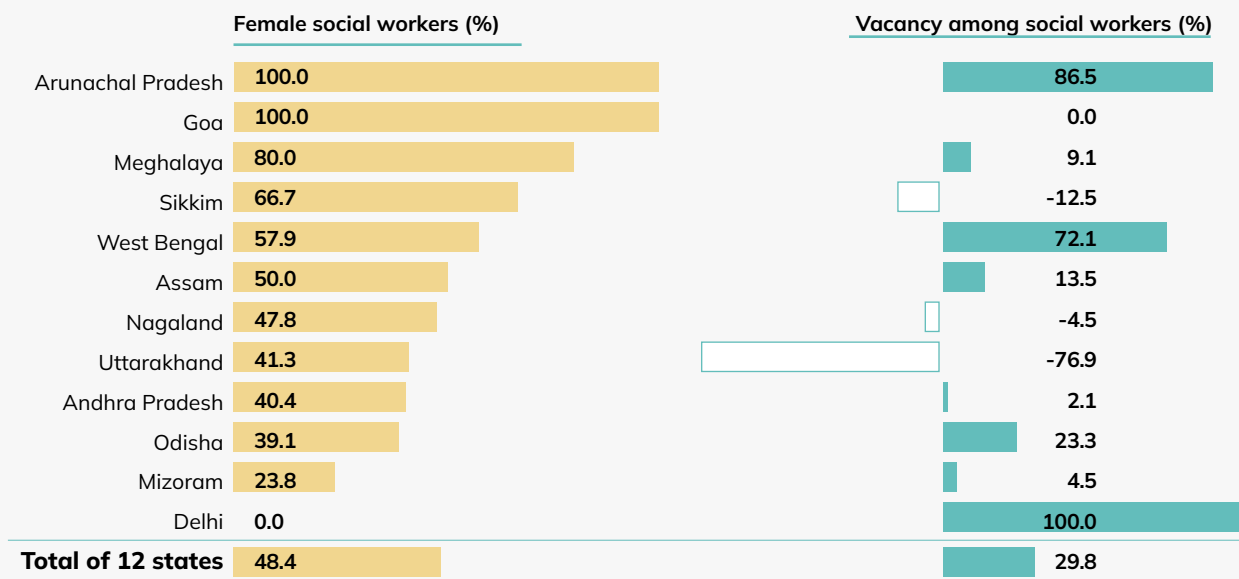
● **Social Workers:** Eleven states<sup>7</sup> and Delhi provided district-wise data on the number of social workers. There were 306 social workers in place against a sanctioned strength of 436, reflecting an overall shortfall of 30 per cent. Some states reported particularly severe gaps—West Bengal (72%) and Arunachal Pradesh (87%). In contrast, Uttarakhand, Sikkim, and Nagaland reported numbers exceeding their sanctioned posts. Unusually, Delhi reported none at all.<sup>8</sup> Despite the shortfall,

women accounted for nearly 50 per cent of all social workers, with Meghalaya, Sikkim, and West Bengal reporting women in the majority.

- **Availability of Child Welfare Police Officers (CWPOs):** Sixteen states,<sup>9</sup> along with Delhi, provided district-wise data on the number of Child Welfare Police Officers (CWPOs) appointed across police stations. Haryana, Madhya Pradesh, Punjab, and Rajasthan reported

9 Arunachal Pradesh, Bihar, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Madhya Pradesh, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Telangana, Uttarakhand and West Bengal.



**Figure 5.2: SJPU Composition: Share of women social workers and vacancy**


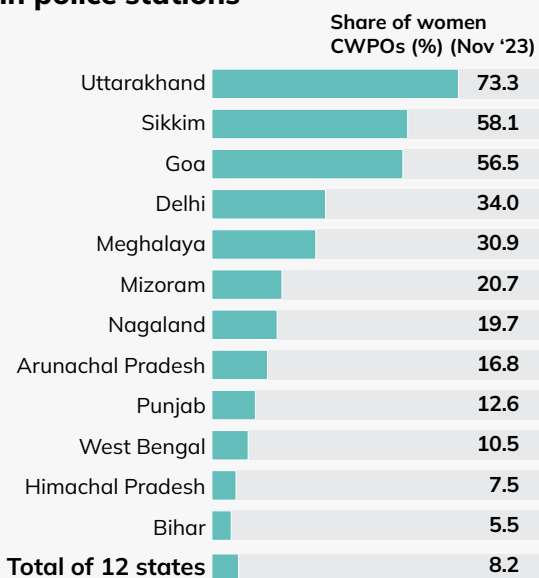
Note: 1. Negative vacancy values imply the number of actual personnel exceed sanctioned.

2. States arranged in descending order of share of female social workers.

Source: RTI responses from states

near-universal coverage, with almost every police station having a designated CWPO. Interestingly, nine states<sup>10</sup> exceeded the number of CWPOs over police stations by a significant margin, suggesting either overlapping appointments, more than one special officer in several police stations or special deputations. For instance, Mizoram reported 124 CWPOs for just 45 police stations; Delhi reported 412 officers for 225 police stations;<sup>11</sup> Chhattisgarh reported 674 CWPOs against 495 police stations and added it had trained 870 since 2019.<sup>12</sup>

- **Gender:** Eleven states<sup>13</sup> and Delhi shared gender-disaggregated data. Overall, women accounted for less than 10 per cent of all CWPOs. A few states stood out with better gender diversity—Uttarakhand (73%), Sikkim (58%), and Goa (57%) reported over 50 per cent female CWPOs. By contrast, Bihar, Himachal Pradesh, and West Bengal had just 10 per cent.

**Figure 5.3: Share of women CWPOs in police stations**


Note: 1. Chhattisgarh, Haryana, Rajasthan, Madhya Pradesh and Telangana provided data on total CWPOs but not on women CWPOs.

2. States arranged in descending order of share of women CWPOs.

Source: RTI responses from states

10 Arunachal Pradesh, Bihar, Chhattisgarh, Delhi, Goa, Meghalaya, Mizoram, Sikkim and Uttarakhand.

11 Data as of 2023. The Juvenile Justice Unit website has since been updated to list 204 police stations and 422 Child Welfare Police Officers. Available at: <https://spuwac.in/dpiju2/sjpus.html>

12 Data from the Juvenile Justice Cell, High Court of Chhattisgarh, Newsletter Volume -2/JJC/2023. Available at: [https://highcourt.cg.gov.in/jj/ebook/Newsletter\\_Volume\\_2.pdf](https://highcourt.cg.gov.in/jj/ebook/Newsletter_Volume_2.pdf)

13 Arunachal Pradesh, Bihar, Goa, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Uttarakhand and West Bengal.

**Figure 5.4: Districts without a Juvenile Justice Board as of 2023-2024**

	Coverage of JJBs (out of districts)	Districts with no JJB
Andhra Pradesh	13/26	Alluri Sitharama Raju, Anakapalli, Annamayya, Bapatla, BR Ambedkar Konaseema, Eluru, Kakinada, Nandyal, NTR, Palnadu, Parvathipuram Manyam, Sri Sathya Sai and Tirupati
Arunachal Pradesh	26/28	Bichom and Keyi Panyor <sup>a</sup>
Assam	32/35	Bajali, West Karbi Anglong and Tamulpur
Bihar	37/38	Arwal
Chhattisgarh	28/33	Gaurela-Pendra- Marwahi, Khairagarh, Manendragarh-Chirmiri-Bharatpur, Mohla-Manpur-Ambagarh Chouki, Sakti, Sarangarh- Bilaigarh
Delhi	7/11	South Delhi, New Delhi, West Delhi and South East Delhi
Himachal Pradesh	11/12	Lahaul and Spiti
Madhya Pradesh	51/55	Maunganj, Maihar, Niwari and Pandhurna
Maharashtra <sup>b</sup>	34/36	Mumbai Suburban
Sikkim	4/6	Pakyong and Soreng
Rajasthan	34/41	Balotra, Beawar, Deeg, Didwana Kuncham, Khairthal-Tijara, Kotpuli-Behror and Phalodi
Telangana	10/33	Bhadradi Kothagudem, Hanumakonda, Jagital, Jangaon, Jayshankar, Jogulamba Gadwal, Kamareddy, Kumaram Bheem, Mahbubabad, Medak, Mancherial, Medchal-Malkajgiri, Mulugu, Nagarkurnool, Narayanpet, Nirmal, Peddapalli, Rajanna Sircilla, Siddipet, Suryapet, Vikarabad, Wanaparthy, Yadadri Bhuvanagiri

- a Districts set up in 2023 and 2024 respectively.
- b IJR received competing information from two sources—Department of Women and Child Development provided data as of May–June 2022 listing 36 JJBs and Maharashtra State Legal Services Authority's data as of October 2023 listed 34 JJBs, two in Parbhani and none in Mumbai Suburban district.

Note:1. States arranged in alphabetical order.

Source: RTI responses and secondary sources pertaining to 2024

## Juvenile Justice Boards

### Benchmark

Under the JJ Act every district is bound to have one or more Juvenile Justice Boards (JJB). This specialised judicial forum is tasked with adjudicating cases involving children in conflict with the law and identifying minors who may be in adult prisons as adults and to bring them firmly back into the four corners of the juvenile system.<sup>14</sup>

Unlike conventional courts, it operates on a child-centric approach, blending legal procedures with socio-legal welfare principles to prioritise rehabilitation over retribution. Proceedings must be conducted in a non-adversarial, child-friendly setting—typically within Observation Homes or child-care institutions—to avoid the stigmatising atmosphere of regular courts. Each JJB must comprise a Principal Magistrate (with at least three years of legal experience) and two social

workers (including at least one woman) to ensure that decisions take account of the child's developmental needs, social background, and potential for reform. State governments must ensure JJBs sit on all working days, with at least one member always available to address urgent matters. Cases must be resolved within four months (extendable by two months), underscoring the JJ Act's emphasis on timely, reformatory and rehabilitative justice for children. In addition, JJBs are bound to conduct at least one inspection visit every month of residential facilities for children in conflict with the law and make recommendations for improvements needed.<sup>15</sup> The JJB is also tasked with conducting regular jail inspections to check for the presence of any children and must take immediate measures for their transfers.<sup>16</sup>

The effective functioning of JJBs is to be ensured through a multi-layered oversight framework. At the state level, the Department of Women and Child Development (WCD) holds primary responsibility for establishing JJBs,

<sup>16</sup> Section 8(3)(m) Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>14</sup> Section 8(3)(m) Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>15</sup> Section 8(2) (j), Juvenile Justice (Care and Protection) Act, 2015.

**Figure 5.5: Presence of JJBs across India**

Share of JJBs set up (%)<sup>a</sup>

Telangana	30.3	Kerala	100.0
Andhra Pradesh <sup>b</sup>	50.0	Maharashtra <sup>j</sup>	100.0
Delhi	63.6	Manipur	100.0
Sikkim	66.7	Meghalaya	100.0
Rajasthan <sup>c</sup>	82.9	Mizoram	100.0
Chhattisgarh <sup>d</sup>	84.8	Nagaland	100.0
Assam	91.4	Tamil Nadu <sup>k</sup>	100.0
Himachal Pradesh	91.7	Uttar Pradesh <sup>l</sup>	100.0
Madhya Pradesh <sup>e</sup>	92.7	Uttarakhand	100.0
Arunachal Pradesh	92.9	Punjab	100.0
Bihar <sup>f</sup>	97.4	Tripura	100.0
Gujarat <sup>g</sup>	100.0	West Bengal	100.0
Haryana <sup>h</sup>	100.0	Karnataka <sup>m</sup>	109.7
Goa	100.0	Odisha	113.3
Jharkhand <sup>i</sup>	100.0	<b>All India</b>	<b>92.4</b>
Jammu & Kashmir	100.0		

- a Figures for 13 states—Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu and Uttar Pradesh—have been collated from secondary sources. For more detail, refer to the state factsheets.
- b Juvenile Justice Committee, High Court of Andhra Pradesh as of December 2024. Available at: [https://aphc.gov.in/aphc\\_old/juvenile\\_docs/HELPDESK\\_JJBs.pdf](https://aphc.gov.in/aphc_old/juvenile_docs/HELPDESK_JJBs.pdf)
- c Figures from the Department of Child Rights' Annual Report (2024-25). Available at: [https://janakalyanfile.rajasthan.gov.in/Content/UploadFolder/OrderEntry/SJED/2025/Annual\\_Progress\\_Report/O\\_160425\\_9855fc0e-bd99-45e2-b2a1-70518e6b2a09.pdf](https://janakalyanfile.rajasthan.gov.in/Content/UploadFolder/OrderEntry/SJED/2025/Annual_Progress_Report/O_160425_9855fc0e-bd99-45e2-b2a1-70518e6b2a09.pdf)
- d Figures from the Juvenile Justice Cell, High Court of Chhattisgarh. Navichetan-a new beginning. Vol. 2/JJC/2023. Available at: [https://highcourt.cg.gov.in/jj/ebook/Newsletter\\_Volume\\_2.pdf](https://highcourt.cg.gov.in/jj/ebook/Newsletter_Volume_2.pdf)
- e Figures from the Juvenile Justice Committee, High Court of Madhya Pradesh. Available at: <https://mphc.gov.in/jjc/home>
- f Figures from the Juvenile Justice Monitoring Committee, Patna High Court, as of May 2024. Available at: <https://patnahighcourt.gov.in/jjs/>
- g Figures from the Gujarat State Legal Services Authority. Available at: <https://gujarat.nalsa.gov.in/en/juvenile-justice-committee/>
- h Data from Juvenile Justice Monitoring Committee, Punjab and Haryana High Court. Available at: <https://highcourtchd.gov.in/jjmc/?trs=cl>
- i Figures from the Jharkhand State Legal Services Authority, as of 2020. Available at: [https://jhalsa.org/pdfs/juvenile/Table\\_JJB\\_jun2020.pdf](https://jhalsa.org/pdfs/juvenile/Table_JJB_jun2020.pdf)
- j IJR received competing information from two sources - Department of Women and Child Development provided data as of May–June 2022 listing 36 JJBs and Maharashtra State Legal Services Authority's data as of October 2023 listed 34 JJBs, two in Parbhani and none in Mumbai Suburban district.
- k Rajya Sabha Unstarred Question No. 2076, as of 31 March 2021. Available at: <https://sansad.in/getFile/annex/254/AU2076.pdf?source=pqars>
- l Figures from the Department of Women and Child Development as of July 2021. Available at: [https://mahilakalyan.up.nic.in/JJB\\_LIST\\_Final.pdf](https://mahilakalyan.up.nic.in/JJB_LIST_Final.pdf)
- m Data from the Directorate of Child Protection, as of 2021. Available at: <https://icps.karnataka.gov.in/storage/pdf-files/JJB%20Memebrs%20list.pdf>
- Source: RTI responses and secondary sources

providing infrastructure, and monitoring compliance with statutory requirements. While the State Child Protection Society (SCPS) and District Child Protection Units (DCPU) offer operational support, judicial oversight rests with the High Court, which supervises appointments and legal procedures. At the district level, the Chief Judicial Magistrate supervises and monitors a JJB. A Statutory High Level Committee headed by a sitting High Court judge and comprising the Home Secretary, WCD Secretary and one NGO representative are responsible for six monthly reviews of JJB pendency across the state.<sup>17</sup>

Nationally, the Ministry of Women and Child Development (MWCD) and the National Commission for Protection of Child Rights (NCPCR) guide policy, set standards, and may intervene in cases of non-compliance. This layered accountability mechanism ensures JJBs remain true to their rehabilitative mandate while upholding children's rights.

## Our Query to the Department of Women and Child Development

Had a JJB been established in every district of the state; what was its composition; what was its caseload for the 12 months between November 2022 and October 2023; and how many inspections had each JJB undertaken in child care institutions in the same period.

## Our Findings

**Presence of JJBs:** As of 2023-2024, there were 707 JJBs<sup>18</sup> across 765 districts. Eighteen states and Jammu & Kashmir had a JJB in every district.<sup>19</sup> With clubbing, Delhi with 11 districts had 7. A few like Odisha (34 JJBs in 30 districts) and Karnataka (34 JJBs in 31 districts) reported more boards than districts (See Figure 5.5).

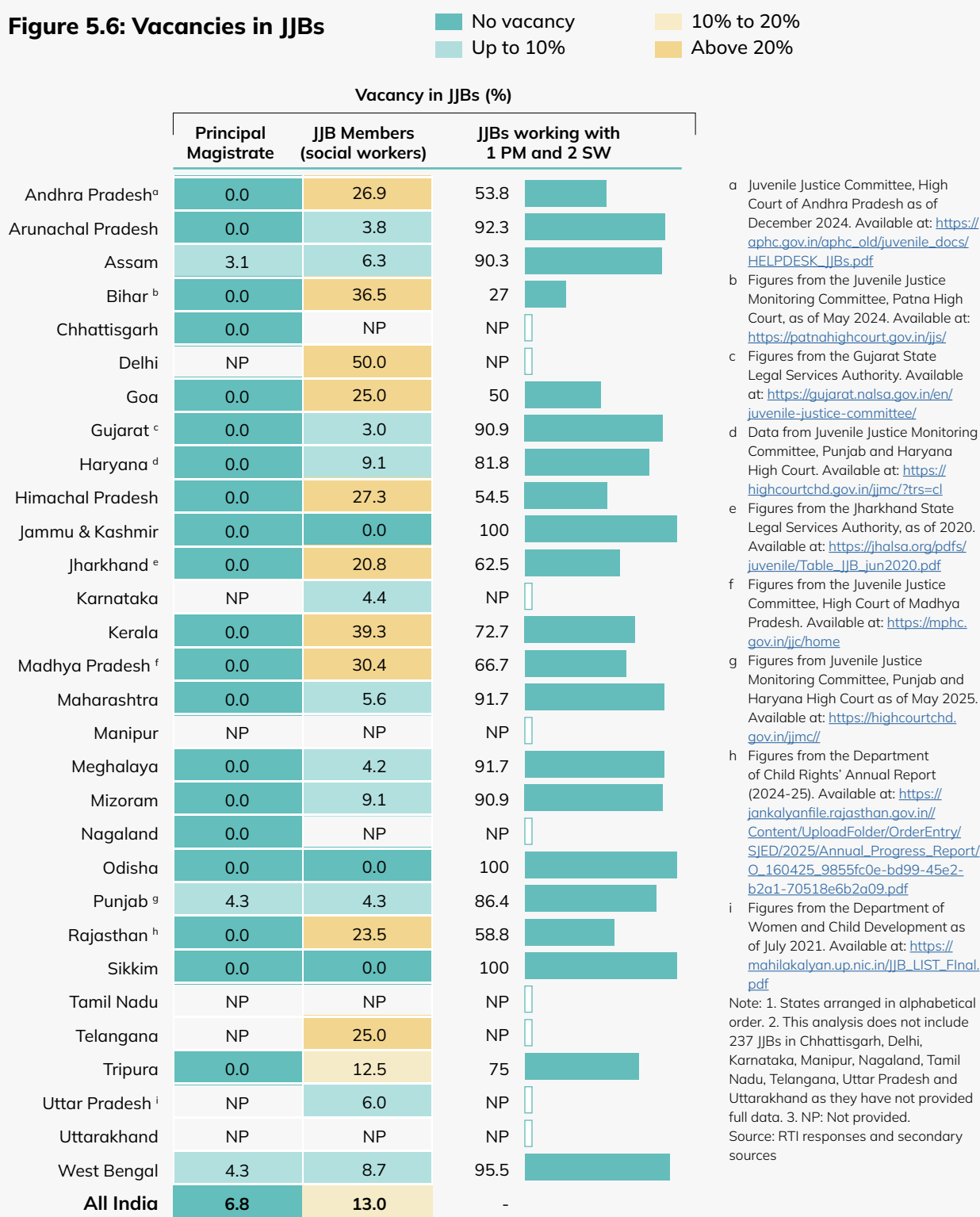
While Andhra Pradesh did not respond to the query on

<sup>17</sup> Section 16(2) Juvenile Justice (Care and Protection of Children) Act, 2015.

<sup>18</sup> RTI responses and secondary sources pertaining to 2024.

<sup>19</sup> Goa, Gujarat, Haryana, Jharkhand, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

**Figure 5.6: Vacancies in JJBs**



JJBs, High Court data from 2024 indicated 13 JJBs set up in 26 districts. In 2025 a government notification<sup>20</sup> inviting applications for members of Juvenile Justice Boards

indicates that the state is taking the necessary steps of setting up JJBs in more districts.<sup>21</sup> As of November 2023, Telangana's Juvenile Welfare Department in response

<sup>20</sup> Government of Andhra Pradesh, Department of Juvenile Welfare, Correctional Services & Welfare of Street Children, 4 April 2025.

Available at: [https://wdcw.ap.gov.in/dept\\_files/Notification.pdf](https://wdcw.ap.gov.in/dept_files/Notification.pdf)

<sup>21</sup> During the period covered by this study, Andhra Pradesh with 13 older districts was in the process of setting up the administrative machinery in 13 newly created districts.

to our RTI reported 10 JJBs for 33 districts. A 2025 document on the state's SLISA website<sup>22</sup> now confirms all 33 districts with their own Juvenile Justice Boards. The reason for fewer JJBs than districts may arise from the recent formation of newer districts or because a JJB serves more than one district.

**Composition of JJBs:** The statute requires the bench to be made up of the principal magistrate, sitting with two social workers (one of whom must be a woman). If the Board is not in session a child may be brought up before any single member.

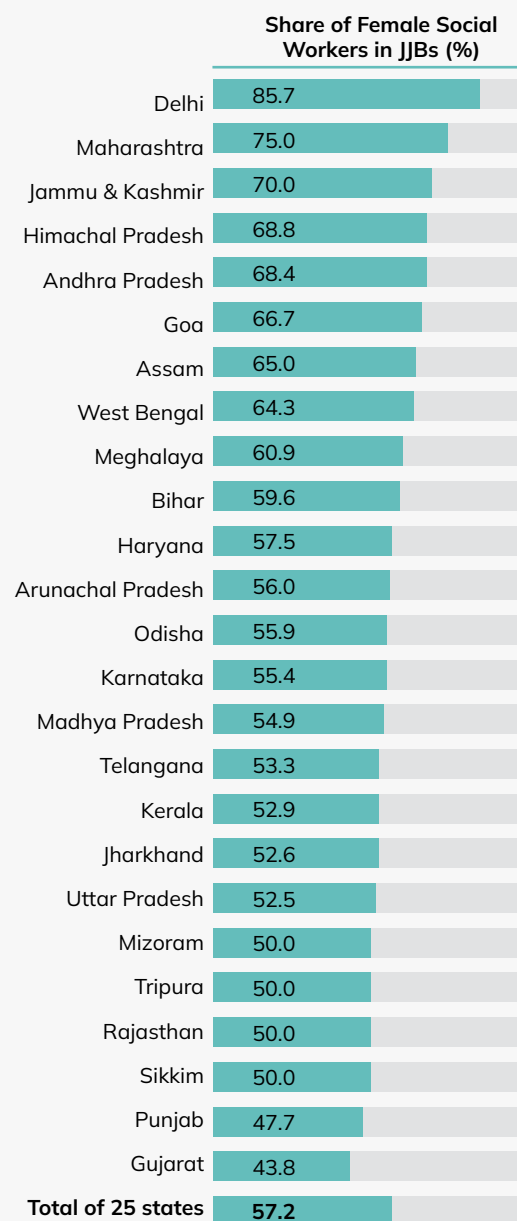
Only 470 out of 707 JJBs across 20 states<sup>23</sup> and Jammu & Kashmir provided full data on bench composition. Of these, 359 (76%) reported a full complement of members. Jammu & Kashmir, Odisha, and Sikkim were the only three that could boast of properly constituted benches in each district. In four jurisdictions<sup>24</sup> only around half the JJBs functioned with a fully constituted bench. Bihar reported just 27 per cent of its JJBs had all members appointed. (See Figure 5.6).

The principal magistrate is an essential member of a functioning JJB and must be present when final directions or orders are to be passed.<sup>25</sup> On this issue, 22 states and Jammu & Kashmir replied. Seven jurisdictions, including Delhi did not.<sup>26</sup> All who responded had principal magistrates available to head the JJBs, except Assam, West Bengal and Punjab; each with a magistrate short in one district. Replies from Punjab and West Bengal pointed out that JJBs had yet to be set up in newly created districts.

The availability of social workers to sit on JJBs was however more tenuous. Twenty-three states and both UTs provided data on social workers. Only three jurisdictions—Jammu & Kashmir, Odisha and Sikkim—could boast a full complement. Andhra Pradesh, Goa, Himachal Pradesh, and Telangana had one-fourth missing. Madhya Pradesh and Bihar between 30 per cent and 35 per cent; while Delhi reported just 50 per cent of the social workers needed on the bench.

Data on gender disaggregation was received from 596

**Figure 5.7: Female social workers in Juvenile Justice Boards**



Note: 1. Five states (Chhattisgarh, Manipur, Nagaland, Tamil Nadu and Uttarakhand) did not provide data. 2. States arranged in descending order of share of women workers.  
Source: RTI responses and secondary sources

JJBs. As per mandate, these 596 JJBs should ideally have a total of 1,192 social workers. However, there were only 1,032 social workers. Of these, 590 or 57 per cent were women. In general, where social workers were available, one was a woman (See Figure 5.7).

22 List of Juvenile Justice Boards in the State Of Telangana, Telangana State Legal Services Authority, May 2025.

Available at: <https://tslsa.telangana.gov.in/pdf/Juvenile%20Justice%20Boards%20in%20the%20State%20of%20Telangana.pdf>

23 Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Odisha, Punjab, Rajasthan, Sikkim, Tripura and West Bengal.

24 Andhra Pradesh, Goa, Himachal Pradesh and Rajasthan.

25 Section 7(3) of the Juvenile Justice (Care and Protection) Act, 2015.

26 Karnataka, Manipur, Tamil Nadu, Telangana, Uttar Pradesh and Uttarakhand.

**Workload:** To assess their workload the IJR requested the Department of Women and Child Development for details of cases pending, instituted in the 12 months between 1 November 2022 and 31 October 2023 and disposed of as of 31 October 2023. Only 14 states and both Union Territories provided full details.<sup>27</sup> Five states provided all details but only for a few benches in those states.<sup>28</sup> No information was forthcoming from the rest. Data for Madhya Pradesh and Rajasthan was garnered from secondary sources. In all, information for just over half (362) of 707 JJBs attested to workload.

Of states that provided full data for all JJBs, those with the heaviest workloads (Madhya Pradesh: 32,000; Odisha: 11,000 and Karnataka: 6,400) on average disposed of 45 per cent of cases in 12 months. Surprisingly, Odisha, which had properly constituted benches in all districts, could dispose of only 17 per cent or 1,900 of its 11,000 matters—9,000 pending from previous years and 2,000 new ones. Nearly one-third of all cases were in Khordha, Sambalpur and Sundargarh districts alone.

Telangana, Delhi, Assam, Jammu & Kashmir and Himachal Pradesh with workloads ranging between 1,200 to 5,000 matters awaiting resolution, on average disposed of 41 per cent in the same period. Unsurprisingly, smaller jurisdictions with relatively lighter caseloads could dispose of matters at higher rates averaging 53 per cent.

Between 1 November 2022 and 31 October 2023, 362 Juvenile Justice Boards (JJBs) received 50,277 new cases. This increased their total workload to 100,904 cases, which included 50,627 cases from previous years. During this 12-month period, the JJBs resolved 45,097 cases, or 45 per cent of the total, leaving an additional 5,000 cases to be handled in the future (See Figure 5.8).

Looked at district wise, workloads and disposal rates in 292 Boards varied significantly.

District analysis was possible only for 292 individual JJBs that provided caseload data. Telangana, Delhi, Karnataka provided a cumulative workload and disposal of all JJBs in their state. This district analysis also includes only 15 of 34 JJBs in Rajasthan who provided caseload data.<sup>29</sup>

The total workload (the sum of cases pending from previous years and cases received between 1 November 2022 and 31 October 2023) can be categorised into four ranges:

- a) Nil to 100 Cases:** 120 of the 292 JJBs had workloads in this range: 32 JJBs could clear only 25 per cent or less.<sup>30</sup> Fourteen<sup>31</sup> Boards in Arunachal, Meghalaya and Nagaland reported no workload at all. Seven, though they had pending cases (3 in Nagaland; 3 in Arunachal Pradesh; and 1 in Madhya Pradesh)<sup>32</sup> reported disposing of none. Two in Arunachal Pradesh (Kra Daadi and Dibang Valley) and Mon in Nagaland disposed of all its cases.
- b) 101 to 500 Cases:** 124 Boards (42%) had moderate caseloads. None could clear all cases. Only Burhanpur, Madhya Pradesh with 441 cases could clear 92 per cent. Four in Datia, Madhya Pradesh; Chamba in Himachal Pradesh; Udham Singh Nagar in Uttarakhand and Aizawl in Mizoram—managed to clear more than 80 per cent. On the other hand, Goalpara and Udalguri, Assam; and Wayanad, Kerala despite having less than 200 cases cleared less than 10 per cent.
- c) 501 to 1,000 Cases:** In the 25 JJBs in this category, disposals never exceeded 75 per cent. Madhya Pradesh's Dhar and Rajasthan's Tonk, both with a caseload of more than 580, cleared exactly 75 per cent—the highest share in this range. Eight JJBs—all in

27 Arunachal Pradesh, Assam, Delhi, Goa, Himachal Pradesh, Jammu & Kashmir, Karnataka, Madhya Pradesh, Meghalaya, Mizoram, Nagaland, Odisha, Rajasthan, Sikkim, Telangana and Tripura.

28 Haryana, Jharkhand, Kerala, Uttarakhand and West Bengal.

29 Refer to Annexure for district wise details.

30 Five in Arunachal Pradesh (West Kameng, Upper-Siang, Tirap, Upper-Subansari, Lohit); 2 in Assam (Biswanath, Chirang); 2 in Himachal Pradesh (Bilaspur, Kinnaur); 6 in Jammu & Kashmir (Udhampur, Doda, Reasi, Ramban, Poonch, Samba); 1 in Jharkhand (Jamtara); 1 in Kerala (Pathanamthitta); 3 in Meghalaya (West Khasi Hills, East Garo Hills, North Garo Hills); 1 in Mizoram (Khawzawl); 1 in Odisha (Deogarh); and 2 in Tripura (North Tripura, South Tripura).

31 Four in Arunachal Pradesh: Kamle, Kurung Kumey, Pakke-Kessang and Shi-Yomi; nine in Nagaland: Chumoukedima, Kiphire, Niuland, Noklak, Peren, Shamator, Tseminyu, Wokha and Zunheboto; and one in Meghalaya: Eastern West Khasi Hills.

32 Phek, Longleng and Mokokchang in Nagaland; Lepa Rada, Lower-Dibang Valley and Namsai in Arunachal Pradesh; and Sheopur in Madhya Pradesh).



**Figure 5.8: Total workload of Juvenile Justice Boards in 2022-23**

	Number of cases			Share of total cases disposed (% Nov 2022-Oct 2023)
	Total workload (1 Nov 2022-31 Oct 2023)	Disposed (1 Nov 2022-31 Oct 2023)	Pending (As of 31 Oct 23)	
Madhya Pradesh <sup>a</sup>	32,273	16,584	15,689	51.4
Odisha	11,366	1,981	9,385	17.4
West Bengal <sup>b</sup>	8,019	2,238	5,547	27.9
Karnataka	6,411	4,149	2,268	64.7
Telangana	5,689	3,057	2,632	53.7
Assam	3,438	1,403	2,036	40.8
Jammu & Kashmir	3,359	880	2,511	26.2
Kerala <sup>c</sup>	3,270	1,238	2,032	37.9
Delhi	2,461	1,030	1,431	41.9
Jharkhand	1,892	847	1,047	44.8
Haryana <sup>d</sup>	1,890	1,097	895	58.0
Himachal Pradesh	1,280	550	730	43.0
Uttarakhand <sup>e</sup>	980	722	420	73.7
Arunachal Pradesh	489	152	336	31.1
Meghalaya	461	125	310	27.1
Mizoram	329	260	69	79.0
Tripura	260	98	162	37.7
Goa	127	92	35	72.4
Sikkim	68	46	20	67.7
Nagaland	50	28	16	56.0
Rajasthan	NP	8,520	8,245	NA
<b>Total</b>	<b>1,00,904</b>	<b>45,097</b>	<b>55,816</b>	<b>44.7</b>

Note: 1. States arranged in descending order of workload. 2. The following states did not provide data: Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Maharashtra, Manipur, Punjab, Tamil Nadu and Uttar Pradesh. 3. Bihar did not respond to the query on caseload and therefore we could not assess it. A document titled 'Consolidated Chart Showing the Pendency and Disposal of Cases in the JJBs of Bihar During the Year of 2022' points to a total workload of over 3.7 lakh cases cumulatively before the 37 JJBs in the state and a pendency of 3.62 lakh cases in the period between January and December 2022. However, the provenance of the document could not be verified. The document is available at: [https://patnahighcourt.gov.in/jjs/PDF/UPLOADED/250\\_PDF](https://patnahighcourt.gov.in/jjs/PDF/UPLOADED/250_PDF). 4. Data for Rajasthan (1 January 2024–31 December 2024) was available from Directorate of Child Rights, Annual Report (2024–25), but it did not have data on pending cases. Available at: [https://janakalyanfile.rajasthan.gov.in/Content/UploadFolder/OrderEntry/SJED/2025/Annual\\_Progress\\_Report/O\\_160425\\_9855fc0e-bd99-45e2-b2a1-70518e6b2a09.pdf](https://janakalyanfile.rajasthan.gov.in/Content/UploadFolder/OrderEntry/SJED/2025/Annual_Progress_Report/O_160425_9855fc0e-bd99-45e2-b2a1-70518e6b2a09.pdf)

a Data for Madhya Pradesh (1 October 2023–30 September 2023) is from Madhya Pradesh Juvenile Justice Committee, High Court. Available at: <https://mpjc.gov.in/jjc/ivth-quarter-2022>

b Only 12 of 23 JJBs responded.

c Only 12 of 14 JJBs responded.

d Only 8 of 22 JJBs responded.

e Only 9 of 13 JJBs responded.

Source: RTI responses and secondary sources

West Bengal and Odisha—with workloads between 530 to 998, cleared less than 20 per cent.

**d) Above 1,000 cases:** Eighteen JJBs were handling over 1,000 cases each. The highest workload was in Indore, Madhya Pradesh, with 2,077 cases, followed by Betul in the same state with 1,810. In fact, Madhya Pradesh accounted for twelve of these 18 high-caseload districts. The share of cases disposed varied widely, ranging from a low of 13 per cent in Sundargarh, Odisha (caseload of 1,479), to a high of 78 per cent in Vidisha, Madhya Pradesh (caseload of 1,100).

## Legal Aid

The law recognises that children in conflict with the law need specialised services and legal representation to carry them through the complex legal and social challenges they will face. The right to effective representation is a fundamental right and importantly, the JJ Act casts a special duty upon legal aid institutions to provide this specialised assistance.

### Benchmark

The JJ Act, its accompanying Model Rules and NALSA regulations create a clear framework. States are directed to ensure that children receive immediate, free, and competent legal aid. This right applies regardless of the offence or stage of inquiry. The police are required to immediately inform the District Legal Services Authority (DLSA) when a child is apprehended, upon which the DLSA must assign a panel lawyer to provide legal assistance.<sup>33</sup>

Under NALSA regulations, every DLSA must set up a Legal Services Clinic (LSC) attached to each JJB.<sup>34</sup> The DLSA Secretary is required to coordinate with the JJB to ensure timely legal services, share the list of panel lawyers and paralegal volunteers assigned to each clinic, and ensure that the SJPU and the JJB maintain access to legal services through Legal Services Institutions.<sup>35</sup>

As of March 2025, NALSA records 510 Legal Services Clinics across the country—73 per cent of JJBs had specialised legal aid clinics in place.

### Our query to the State Legal Service Authority

Does every JJB have a legal services clinic attached to it; how many children received representation legal advice, or counselling; and whether DLSAs maintained a dedicated roster of panel lawyers for JJ Act cases.

### Our Findings

Only eighteen states and both UTs responded fully. Bihar, Himachal Pradesh, Kerala, Uttarakhand and West Bengal provided information only about a few districts. Arunachal Pradesh, Gujarat, Jharkhand, Meghalaya and Uttar Pradesh provided no information.

**Empanelled advocates with JJBs:** The NALSA (Child Friendly Legal Services for Children and their Protection) Scheme, 2015 requires each State Legal Services Authority (SLSA) to maintain a separate panel of advocates to represent children before Child Welfare Committees (CWCs) and Juvenile Justice Boards (JJBs). This is to ensure coordination between panel lawyers and the Legal Services Clinics (LSCs) attached to JJBs and CWCs so that every child is represented and receives free legal aid and necessary support.<sup>36</sup>

The 2024 revision<sup>37</sup> to the scheme strengthened these requirements: every district must now have a special Legal Services Unit for Children with at least eight panel lawyers and ten paralegal volunteers (PLVs) deputed from existing panels; at the taluka level, one panel lawyer and two PLVs must be deputed.

In practice, most states rely on already empanelled legal aid lawyers at the district level—often rotating every three years—rather than creating a dedicated, trained juvenile panel. Only three states—Andhra Pradesh, Goa, and Karnataka— and Delhi reported that, during the period under consideration here, all JJBs have designated

33 Rule 8 (3), Juvenile Justice (Care & Protection) Model Rules, 2016.

34 Rule 3 of the National Legal Services Authority (Legal Services Clinic) Regulations 2011. Available at: <https://nalsa.gov.in/regulations/>

35 Section 8 (3) of the Juvenile Justice (Care and Protection) Act, 2015.

36 Regulation 10, NALSA (Child Friendly Legal Services for Children and their Protection) Scheme 2015. Available at: [https://palsa.punjab.gov.in/media/documents/NALSA\\_Child\\_Friendly\\_Scheme.pdf](https://palsa.punjab.gov.in/media/documents/NALSA_Child_Friendly_Scheme.pdf)

36 Regulation 10, NALSA (Child Friendly Legal Services for Children and their Protection) Scheme 2015. Available at: [https://palsa.punjab.gov.in/media/documents/NALSA\\_Child\\_Friendly\\_Scheme.pdf](https://palsa.punjab.gov.in/media/documents/NALSA_Child_Friendly_Scheme.pdf)

37 Regulation 5, NALSA (Child Friendly Legal Services for Children) Scheme, 2024. Available at: <https://cdnbbsr.s3waas.gov.in/s32e45f93088c7db59767efef516b306aa/uploads/2025/04/202504081834821576.pdf>



**Figure 5.9: Legal Service Clinics attached to Juvenile Justice Boards**

As of November 2023, of the 437 JJBs that responded, 305 had clinics attached.

Six states—Mizoram, Rajasthan, Sikkim, Telangana, Tripura and Delhi—reported a clinic attached to every JJB.

Chhattisgarh, Karnataka, Madhya Pradesh, and Odisha had covered over 80%.

At the other end, Manipur, and Nagaland had none.

	Below 50%	50% to 80%	80% to 100%	100%
	Share of JJBs that had a legal service clinic attached to them (% as of November 2023)			
	Empanelled advocates with JJBs			
	Data from NALSA: Legal Service Clinics attached to JJB/OBH/CWC (March 2025) <sup>b</sup>			
Delhi	100.0			19
Mizoram	100.0			0
Rajasthan	100.0			34
Sikkim	100.0			4
Telangana	100.0			9
Tripura	100.0			8
Madhya Pradesh	98.0			50
Chhattisgarh	96.4			27
Karnataka	88.2			29
Odisha	88.2			31
Maharashtra[a]	79.4			30
Andhra Pradesh	69.2			6
Jammu & Kashmir	55.0			3
Goa	50.0			0
Haryana	50.0			9
Tamil Nadu	50.0			43
Assam	37.5			20
Punjab	30.4			7
Manipur	0.0			0
Nagaland	0.0			1

Note: 1. States arranged in descending order of value. 2. Arunachal Pradesh, Bihar, Gujarat, Himachal Pradesh, Jharkhand, Meghalaya, Uttar Pradesh, Uttarakhand and West Bengal did not provide data.

a. IJR received competing information from two sources - Department of Women and Child Development provided data as of May - June 2022 listing 36 JJBs and Maharashtra State Legal Services Authority's data as of October 2023 listed 34 JJBs, two in Parbhani and none in Mumbai Suburban district. As per the response from Maharashtra SLSA, there were 27 legal service clinics for 34 JJBs.

b. National Legal Services Authority, Statistical information in respect to Legal Service Clinics during the period April 2022 to March 2023. Available at: <https://cdnbbsr.s3waas.gov.in/s32e45f93088c7db59767efef516b306aa/uploads/2025/06/202506121393486667.pdf>

Source: RTI responses and secondary sources

**Figure 5.10: Beneficiaries of legal aid and services as provided by States (2022-2023)**

	Approached legal aid clinic	Provided legal representation	Provided legal advice and counselling
Andhra Pradesh <sup>a</sup>	131	149	149
Arunachal Pradesh	NP	NP	NP
Assam	336	321	419
Bihar	2,088	1,083	2,694
Chhattisgarh	2,746	694	2,908
Delhi	3,141	NP	NP
Goa	17	17	17
Gujarat	NP	NP	NP
Haryana	163	126	374
Himachal Pradesh <sup>b</sup>	14	7	14
Jammu & Kashmir	123	122	142
Jharkhand	NP	NP	NP
Karnataka	321	NP	NP
Kerala	468	231	594
Madhya Pradesh	610	NP	18,027
Maharashtra	567	215	1,141
Manipur	0	0	41
Meghalaya	25	46	46
Mizoram	125	206	235
Nagaland	1,331	NP	NP
Odisha	NP	NP	NP
Punjab	399	216	393
Rajasthan	173	NP	NP
Sikkim	19	NP	NP
Tamil Nadu	3,081	NP	691
Telangana	171	NP	NP
Tripura	48	25	48
Uttar Pradesh	NP	NP	NP
Uttarakhand	484	48	345
West Bengal	1,052	606	3,154
<b>All India</b>	<b>17,633</b>	<b>4,112</b>	<b>31,432</b>

Note: 1. Different types of beneficiaries number are reported separately and should not be read in correlation with one another. 2. States arranged in alphabetical order.

a Only 13 of 26 districts responded.

b Only 7 of 12 districts responded.

Source: RTI responses from states

lawyers from the DLSA roster specifically to represent children. It is not clear if these are specialists or drawn from the general pool of empanelled lawyers.

Data from 23 states and both UTs<sup>38</sup> shows that nearly

53,000 children were provided legal services, with nearly 4,100 receiving legal representation. A partial picture emerges from state and district-level responses: in some states, a specific roster of lawyers is formally attached to represent children before the JJBs; a few states reported

<sup>38</sup> Arunachal Pradesh, Gujarat, Jharkhand, Odisha and Uttar Pradesh did not respond to this query. Andhra Pradesh and Himachal Pradesh provided only partial district-wise data.

## The Delhi Case

In 2022, the Delhi Commission for Protection of Child Rights (DCPCR) set up a panel<sup>39</sup>—led by a former Supreme Court judge with three advocates—to examine the effectiveness of legal services for children in conflict with the law, including those in CCIs across Delhi. Framed as a “structural, systemic inquiry,” it aimed to address persistent barriers. Inspections found delays in filing bail applications,<sup>40</sup> and many children did not know why they were in homes or who their lawyers were.<sup>41</sup> The official report remains unpublished.

creating a special panel of lawyers dedicated to juvenile matters at the DLSA level (see Figure 5.9). Most states, however, did not distinguish juvenile representation from their general pool of legal aid lawyers, assigning cases to whichever panel lawyer was available at the time.

**From the states that responded:** Odisha stated that while all JJBs have clinics attached, no separate panel of advocates exists for JJBs. Himachal Pradesh reported that its newly constituted Legal Aid Defence Counsels (LADCs) handle cases in Bilaspur, Chamba, and Shimla, while other districts like Kullu, Lahaul, and Spiti rely on panel lawyers. Manipur assigns remand lawyers to each JJB for legal assistance. Haryana nominates remand lawyers only on request or demand.

Overall, only a handful of states reported creating panels dedicated exclusively to juvenile cases; the majority assign lawyers on an as-needed basis, limiting the development of the specialisation that the scheme envisages.

The omission to follow NALSA’s mandate for dedicated juvenile panels undermines the JJ Act’s core principle

that proceedings be child centric. It leaves outcomes to the capacity, availability, and experience of whichever lawyer is assigned rather than to the skilled specialist. Even with partial compliance, the lack of universal, specialised rosters weakens the law’s promise. Where dedicated panels exist, children benefit where they do not, representation is at risk of being disconnected from the Act’s rehabilitative spirit.

## Child Care Institutions

Child Care Institutions (CCIs) form the backbone of custodial and rehabilitative care for children in conflict with the law. The JJ Act mandates that Child Care Institutions (CCI) be set up by the state itself or in collaboration with voluntary organisations. CCIs are of two types: one for children in need of care and protection (CNCP) and the other type for children in conflict with law (CCL). The design principle is proximity and protection: facilities should be close to the child’s community, segregated by age, gender, and offence. They must shield children from negative influences while affording them an education, skilling, counselling, and care. They are envisaged as being a “home away from home,”<sup>42</sup> providing all-round development with a view to reintegration and rehabilitation into mainstream society.

### Benchmark

By law all CCIs must be registered and must necessarily comply with conditions that meet minimum standards of care as prescribed in the Juvenile Justice Model Rules, 2016 including separate homes for girls and boys and segregation by age groups.<sup>43</sup>

Every state must establish and maintain, either by itself or in collaboration with voluntary organisations:<sup>44</sup>

39 Delhi Commission for Protection of Child Rights, Government of N.C.T. of Delhi, Order Ref. No. F4 (JJ2)/1/DCPCR/2021-22/SM/16612-628 dated 3 January 2022. Order available at: <https://drive.google.com/file/d/1J5AIHRkSz6kWoYQadcB2ee3867-lqXSy/view>

40 “Children are not being provided effective legal aid,” Justice Madan Lokur to head DCPCR panel to assess Delhi juvenile homes’, Bar and Bench, 6 January 2022. Available at: <https://www.barandbench.com/news/litigation/justice-madan-lokur-to-head-dcpcr-panel-to-assess-delhi-juvenile-homes>

41 ‘Are children getting legal aid? Panel to find out’, The Indian Express, 6 January 2022. Available at: <https://indianexpress.com/article/cities/delhi/are-children-getting-legal-aid-panel-to-find-out-7708828/>

42 Chapter 3, ‘Institutional Services’, Mission Vatsalya Guidelines 2022. Available at: <https://missionvatsalya.wcd.gov.in/public/pdf/children-related-law/vatsalyaguideline.pdf>

43 Rule 29, Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

44 Sections 47-49, Juvenile Justice (Care and Protection) Act 2015.

- a) An Observation Home in every district or group of districts
- b) A Special Home in every district or group of districts
- c) A state must have at least one Place of Safety

In addition to the above, the Child Welfare Committee or Juvenile Justice Board may authorise a child to be temporarily placed in a 'fit facility'.<sup>45</sup> It is called into use when immediate, short-term safe care is needed before further placement decisions. A fit facility under the JJ Act is a government or registered voluntary organization-run place temporarily caring for a child for a specific purpose. It must meet prescribed health and safety standards that ensure the child's protection and care.

Based on age and degree of offence three types of facilities receive only children in conflict with the law. During the pendency of an inquiry the child is sent to an Observation Home as a temporary measure. Special Homes are intended for long term rehabilitation and protection of children who are found to have committed an offence. Places of Safety are set up to hold children between the ages of 16 to 18 years who are accused of or have been found to have committed a heinous offence. Places of safety also house children who have, or may have committed a serious offence when underage but have attained adulthood during the pendency of proceedings.<sup>46</sup> Ideally, the law envisages entirely separate facilities to house girls.

The 2016 Rules<sup>47</sup> suggest a staffing pattern of 15 personnel that include:

1. A person-in-charge or superintendent
2. A medical officer (physician) on call and a nurse or nursing orderly or para-medical available round the clock
3. Trained counsellors or psychologists or mental health experts
4. Other staff include rehabilitation-cum-placement officers, educators; probation officers; child welfare officers; case workers and PT-cum-Yoga instructors.

Staff strength is determined by capacity, must increase in proportion to any increase in intake and have persons

with skills suitable to the type of children institutionalised. All staff must be police verified.

### Our Query to the State Child Protection Society

Sought information (as of 31 October 2023) about the presence of each of the three types of child care institutions - observation and special homes, and places of safety: a) the sanctioned capacity of each and the number of children institutionalised b) sanctioned and actual staff strength of persons in charge, counsellors, medical officers and support staff; c) details of vocational and educational programmes being conducted.

### Our Findings

**The presence of CCL institutions:** The compliance gap in having appropriate facilities available at district and state level to house specific categories of children, was sizable. All the smaller states of the North-east provided data on all parameters. But populous states including Bihar, Gujarat, Jharkhand, Tamil Nadu, provided no information. Kerala, Maharashtra, West Bengal Uttarakhand gave partial information. Some states provided some data on location and number of institutions but did not provide information on number of children institutionalised or present staff. As little of value could be gleaned from RTI Act inquiries in relation to the number of homes and children institutionalised the study relied on a Lok Sabha question.<sup>48</sup> Findings on staff (see Figure 5.12), vocational and educational programmes rely on the sparse data available from state responses. (See Box).

As of 2024, across all 28 states, and Delhi and Jammu & Kashmir, there were 319 Observation Homes (OBH); 14 Observation-cum-Special Homes (OBH-SH); 41 Special Homes (SH) and 40 Places of Safety (PoS).

**Observation Homes:** Goa was the only state that reported an OBH in both its districts while Rajasthan came close with 40 in its 42 districts. Mizoram and Maharashtra

<sup>45</sup> Section 51, Juvenile Justice (Care and Protection) Act 2015.

<sup>46</sup> Rule 29, Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

<sup>47</sup> Rule 26, Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

<sup>48</sup> Lok Sabha Unstarred Question Number. 4264 dated 20 December 2024. Available at: [https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264\\_iuNtpB.pdf?source=pqals](https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264_iuNtpB.pdf?source=pqals)

reported more Observation Homes than districts. On the other hand, Arunachal Pradesh, Himachal Pradesh and Odisha reported no specialised Observation Home. Only 20 per cent of districts in Telangana, Jammu & Kashmir, Haryana, Assam, Punjab and Gujarat had Observation Homes. Odisha mentioned that though it had no exclusive Observation Home it had integrated facilities combining Observation Homes and Special Homes in 7 of its 30 districts each serving a cluster of districts. This reflects the practice in other states as well: Odisha, Arunachal Pradesh (1) and Himachal Pradesh (2) had no facilities for housing children in conflict with the law other than one combined observation and special home. Andhra Pradesh (2), Telangana (1) and Manipur (1) had similar facilities in addition to exclusive observation and special homes. In total these facilities housed 8,737 children.

**Special homes:** States have the option of having special homes that are meant to house the child under 18 years who has been found to have committed an offence that is not heinous. There were 41 such facilities across the country: only 19 states<sup>49</sup> and Delhi have special homes: Chhattisgarh (7), Tamil Nadu (4) and Madhya Pradesh (3). 10 states<sup>50</sup> have two each. Six states<sup>51</sup> and Delhi had

just one. In total they housed 389.

**Place of Safety:** Places of safety are meant for children between 16 and 18 accused or convicted of heinous offences. They also house children who have or may have committed a serious offence when underage but have attained adulthood during the pendency of proceedings.<sup>52</sup> There must be at least one in a state. Nationally, there are 40. Fourteen states<sup>53</sup> have none. Nine<sup>54</sup> have one each. Seven states<sup>55</sup> have more than one, ranging between 2 to 12. In total, they house 781 children.

Where a district lacks the full set of specialised, designated institutions envisaged by the JJ Act, children in conflict with the law are housed in mixed facilities in close proximity with unsuitable peer contacts—the very outcome the law sought to avoid. Even with the best efforts, the uneven spread of facilities, coupled with chronic understaffing and thin resources, heightens the risk of de facto mixing of inmates of varied ages and offences. It also limits the system's ability to deliver age and offence-appropriate interventions. Scarce personnel, time, and budgets diminish education, skilling,

## Borstal Schools

The Prison Statistics India (PSI) 2023 records the continued existence of borstal schools. With roots in the colonial Borstal Schools Act, 1929 they now function under state-level laws in select jurisdictions. Originally envisioned as rehabilitative spaces for young offenders—particularly boys aged 16 to 21 shaped by poverty, trauma, or neglect—borstals aim to offer a second chance through structured education, vocational training, and psychological support. PSI 2023 lists an exclusively male population of 402 undertrials and 24 convicts in such institutions. Punjab, with a capacity of 500,

houses 342 inmates, while Tamil Nadu reports 3 inmates housed in its three borstal schools.

The broader architecture of juvenile justice today subsumes the original philosophy and utility of borstal schools. Functioning institutions remain in only a handful of states—Punjab, Jharkhand, Himachal Pradesh, Tamil Nadu, Telangana, Maharashtra, Rajasthan, and Kerala. Where they do exist, they are as likely to be plagued by the same systemic issues that affect the wider custodial system: vacancies, untrained staff, and weak oversight or accountability.

49 Andhra Pradesh, Bihar, Chhattisgarh, Goa, Haryana, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Tamil Nadu, Telangana, Tripura, Uttar Pradesh and Uttarakhand.

50 Andhra Pradesh, Goa, Kerala, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Uttar Pradesh and Uttarakhand.

51 Bihar, Haryana, Jharkhand, Karnataka, Telangana and Tripura.

52 Rule 29, Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

53 Andhra Pradesh, Arunachal Pradesh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Nagaland, Punjab, Sikkim, Telangana, Tripura and West Bengal.

54 Assam, Delhi, Jharkhand, Karnataka, Kerala, Manipur, Mizoram, Odisha and Uttar Pradesh.

55 Bihar (5), Chhattisgarh (5), Haryana (3), Meghalaya (2), Rajasthan (12), Tamil Nadu (2) and Uttarakhand (2).

There were nearly 10,000 children in institutional care across 414 facilities in 2024. More than 8,700 were in Observation Homes, 389 in Special Homes and 781 in Places of Safety. Maharashtra (1910), Uttar Pradesh (1412) and Bihar (1154) reported the highest number of institutionalised children, while Tripura (10), Arunachal Pradesh (5) and Goa (4) reported the least. While Uttar Pradesh and Bihar had all three types of home, Maharashtra (with the highest number of children) reported having only Observation Homes and no facility designated as a place of safety. (Lok Sabha Question 4264).

counselling capacity, and the individual attention that meaningful rehabilitation requires. Taken together, these constraints defeat the very foundational principles of the JJ Act's design: to protect the child and orient every intervention towards recovery, not contagion.

## Vocational skills and education

The Model JJ Rules mandate every Child Care Institution to provide age, aptitude, and interest-based education and vocational training. This specifically includes access to mainstream and open schooling, bridge programmes, non-formal education, and specialised support for children with disabilities. Vocational training must be conducted through government-recognised institutes, with certification offered upon completion. Mission Vatsalya particularly emphasises the value of convergence of different departments to assist in providing institutionalised children with skill development and education through ministries of skill development and education.<sup>56</sup>

The IJR sought to assess the important area of educational and vocational opportunities for children in conflict with the law. The very limited responses revealed a stark gap between mandate and reality. Only 14 of 28 states provided data, with most reporting limited and uneven offerings. Common vocational training included candle making, LED assembly, jute craft, cooking, and gardening. A few states reported other efforts:

Under Mission Vatsalya guidelines, Child Care Institutions (CCIs) are to be supported with a standard capacity of 50 children; for institutions in the North-eastern, Himalayan, and hilly regions it is 25 children. However, public data is not available on the designated capacity of individual institutions, which will vary based on local space and state-level stipulations. This lack of transparency prevents any assessment of how well or how appropriately capacity is being utilised. Illustratively, in Uttar Pradesh, two special homes hold just five children. Chhattisgarh's seven special homes collectively house only eight children.

Limited information suggests inevitable negative consequences. As per Lok Sabha 2024 data (see Figure 5.11), Uttar Pradesh, with 75 districts, reports only 28 Observation Homes with 1,397 children. This means that in some cases, children will inevitably be housed far from home base, disrupting legal proceedings, causing procedural delays and cutting off already stressed families from supporting them. Rajasthan, which comes nearest to meeting legislative numbers, has 12 Places

- Odisha and Rajasthan partnered with private foundations to offer skills like plumbing and food processing.
- Punjab and Maharashtra offered courses in air conditioning, refrigeration, computer typing, wiring, and beauty services.
- Telangana, though limiting information to Special Homes, provided training in photography, dhurrie weaving, and indoor sports.

Access to formal education remains deeply compromised, despite the Right to Education Act guaranteeing free and compulsory schooling for children aged 6–14. Only six states and Delhi provided any information on education. Only Delhi, Odisha and Rajasthan provided some information on opportunities for formal education.

- Delhi offered National Institute of Open Education (NIOS)-linked classes.
- Assam relied on two volunteer teachers for the entire Jorhat home.
- Odisha was more structured, appointing teachers in three homes through the District Education Officer.
- Telangana reported no formal education programmes in any of its homes.

<sup>56</sup> Chapter 5, 'Convergence', Mission Vatsalya Guidelines 2022.



of Safety and 40 Observation Homes, but no special homes, raising the concern that children below 16—who are found to have committed non-heinous offences—are either placed in Observation Homes or even in Places of

Safety designed for older children accused of heinous offences. It remains unclear where children between 16 and 18 years who are found guilty of heinous offences, are being held. This suggests that such children may be

**Figure 5.11: Children in Conflict with Law and Institutionalisation: (2024)**

State	Districts	Number of homes				Number of children			
		Observation Homes 1 per district/ a group of districts	Observation Home-cum-Special Home	Place of Safety 1 per state	Special Homes State may establish 1 per district/ group of districts	Observation Homes	Observation Home-cum-Special Home	Place of Safety	Special Homes
Andhra Pradesh	26	9	2	0	2	108	73	0	8
Arunachal Pradesh	28	0	1	0	0	0	5	0	0
Assam	35	5	0	1	0	131	0	5	0
Bihar	38	20	0	5	1	892	0	250	12
Chhattisgarh	33	14	0	5	7	301	0	85	8
Delhi	11	3	0	1	1	91	0	32	4
Goa	2	2	0	0	2	4	0	0	0
Gujarat	33	6	0	0	0	300	0	0	0
Haryana	22	3	0	3	1	94	0	125	42
Himachal Pradesh	12	0	2	0	0	0	40	0	0
Jammu & Kashmir	20	2	0	0	0	68	0	0	0
Jharkhand	24	13	0	1	1	434	0	0	11
Karnataka	31	17	0	1	1	109	0	8	23
Kerala	14	8	0	1	2	18	0	8	10
Madhya Pradesh	55	18	0	0	3	570	0	0	90
Maharashtra	36	53	0	0	0	1,910	0	0	0
Manipur	16	4	1	1	2	36	25	1	2
Meghalaya	12	3	0	2	2	15	0	10	9
Mizoram	11	12	0	1	2	179	0	12	52
Nagaland	16	12	0	0	2	34	0	0	12
Odisha	30	0	7	1	0	0	312	50	0
Punjab	23	4	0	0	2	142	0	0	8
Rajasthan	41	40	0	12	0	695	0	99	0
Sikkim	6	3	0	0	0	39	0	0	0
Tamil Nadu	38	10	0	2	4	202	0	41	32
Telangana	33	3	1	0	1	100	41	0	45
Tripura	8	3	0	0	1	9	0	0	1
Uttar Pradesh	75	28	0	1	2	1,379	0	28	5
Uttarakhand	13	10	0	2	2	108	0	27	15
West Bengal	23	14	0	0	0	273	0	0	0
<b>Total</b>	<b>765</b>	<b>319</b>	<b>14</b>	<b>40</b>	<b>41</b>	<b>8,241</b>	<b>496</b>	<b>781</b>	<b>389</b>

Note: States arranged in alphabetical order.  
Source: Lok Sabha questions (2024)

placed in adult prisons or mixed into facilities meant for younger or lower-risk children.

Without regular, standardised, complete information on institutional availability, staffing, infrastructure, safety, counselling, or education, it is impossible to evaluate whether these homes meet the JJ Act's mandate of being carefully designed to be rehabilitative and child sensitive. It also means that there is no genuine capacity to monitor their efficacy to repair their shortcomings or evaluate their functional adequacy and meaningful impact on children's lives.

**Sanctioned and actual staff strength:** Much like with

other queries, information on staff was sparse.<sup>57</sup> Only 14 states and Delhi addressed the question of staff strength at all. The rest did not. Populous states, including Bihar, Gujarat, Jharkhand, Tamil Nadu, provided no information. Kerala, West Bengal, Maharashtra, Uttarakhand gave partial information. Himachal Pradesh and Telangana provided data on all parameters. The smaller states of the North-east also provided data on all parameters.

Despite the legal requirement that every CCI have a designated person-in-charge, only 82 were reported across 128 facilities in 15 responding states (see Figure 5.12). It was unclear whether a 'person-in-charge' was a fulltime superintendent or some other official given

**Figure 5.12: Staff in Child Care Institutions for Children in Conflict with Law**

	Number of homes				Number of staff		
	OBH	Special Homes	PoS	Total	Medical Officer	Person in charge	Counsellors
Assam <sup>a</sup>	5	0	0	5	5	5	4
Delhi <sup>b</sup>	3	1	2	6	NP	1	3
Haryana <sup>c</sup>	3	1	3	7	3	3	2
Himachal Pradesh <sup>d</sup>	2	NA	NA	2	0	2	2
Kerala <sup>e</sup>	6	1	1	8	0	9	6
Maharashtra <sup>f</sup>	13	2	2	17	8	8	6
Meghalaya <sup>g</sup>	3	2	2	7	3	5	5
Mizoram	12	2	1	15	0	15	15
Nagaland	11	2	1	14	0	11	11
Odisha <sup>h</sup>	7	NA	1	8	3	3	6
Sikkim	2	0	NP	2	2	2	4
Telangana	4	2	5	11	1	3	0
Tripura	3	3	1	7	0	6	5
Uttarakhand <sup>i</sup>	8	NP	NP	8	1	6	0
West Bengal <sup>j</sup>	5	3	3	11	1	1	2
<b>Total of 15 states</b>	<b>87</b>	<b>19</b>	<b>22</b>	<b>128</b>	<b>28</b>	<b>82</b>	<b>71</b>

a Assam reported five paramedics, one each in its five Observation Homes.

b Data provided for Special Home only.

c Haryana provided staffing information only for Observation Homes.

d Himachal Pradesh reports two Observation Home-cum-Special Home-cum-Place of Safety for boys and girls.

e Only 6 districts responded—Alappuzha, Ernakulam, Kollam, Kozhikode, Thiruvananthapuram and Thrissur.

f Seven districts—Aurangabad, Chandrapur, Dhule (2), Jalgaon (2), Kolhapur (3), Nanded and Pune (3)—provided data on Child Care Institutions.

g Only Observation Homes have reported the presence of medical officers.

h Odisha has seven integrated homes (Observation cum Special Homes) and one Place of Safety.

i Only four districts—Almora, Dehradun, Pauri Garhwal and Udham Singh Nagar provided data on Observation Homes. Of these, only Almora recorded a medical officer. The remaining recorded no doctors.

j Only Nadia and Howrah districts responded to the query on staff in homes.

Note: States arranged in alphabetical order.

Source: RTI responses from states

57 Information on staff strengths is based on RTI responses.



the additional duty of being in charge of the institution. Some states were alarmingly deficient—West Bengal reported just one, and Telangana only three across 11 facilities each. Only Assam, Himachal Pradesh, Mizoram, and Sikkim reported one person-in-charge per CCI.

The situation is similarly dire for medical officers. While each facility is required to have at least “one medical officer (Physician) on call,”<sup>58</sup> only 28 medical officers were reported across the 128 institutions—nearly 80 per cent of facilities reported having none. Not a single medical officer was recorded in any of the homes in Himachal Pradesh, Kerala, Mizoram, Nagaland or Tripura. West Bengal, Telangana and Uttarakhand reported just one medical officer each. The presence of medical officers does not necessarily translate to having a ‘physician’ or qualified doctor on call as required, but extends (as in Assam) to enumerating paramedics and other categories like staff nurse or nursing orderlies.

The mandate to have at least two counsellors, psychologists, or mental health professionals per facility was also unmet. Only 71 counsellors were reported in total, meaning nearly half the institutions that replied had no access to dedicated mental health support. Telangana and Uttarakhand reported none at all.

Even the few responses received were incomplete. Illustratively, Haryana provided staffing information only for Observation Homes. Uttarakhand submitted data for just eight homes, and only six districts in Kerala responded. Yet even this limited data clearly reveals a serious shortfall in essential personnel, raising urgent concerns about their ability to meet even the minimum standards of care required under the juvenile justice framework.

## Probation

Probation, in relation to children in conflict with the law, subsumes the standards and procedures of the Probation of Offenders Act, 1958. While under the Probation of Offenders Act, probation is an alternative to incarceration, only available to petty or first time offenders<sup>59</sup>; under the JJ Act, it is available to all children regardless of nature,

periodicity or gravity of offence. It empowers a judge to release such persons with an admonition or bind them on conditions of good behaviour.

The JJ Act, while not defining probation, describes a probation officer (PO) as “an officer appointed by the State Government under the Probation of Offenders Act, 1958 or the Legal-cum-Probation Officer (LCPO) appointed by the State Government under District Child Protection Unit”.<sup>60</sup>

Mission Vatsalya guidelines stipulate that a Legal-cum-Probation Officer (LCPO) functions under the District Child Protection Officer (DCPO) to “coordinate and supervise all the programmes and activities relating to children in conflict with law” and “would provide support to JJBs and CWCs at the district level”. Probation allows the child to remain within the community but under supervision, which reduces the likelihood of reoffending. The probation officer plays a central role in ensuring that a child in conflict with the law is seen as an individual, not a criminal. He guides the system away from punishment toward rehabilitation.

As soon as a child is apprehended, the police are mandated to inform the probation officer. He is responsible for preparing the Social Investigation Report, which includes the vulnerabilities in the child’s life and other influencing aspects like peers, family and school. His broad and onerous mandate requires him to be a resource for the authorities in understanding the child’s individual circumstances as well as to become a companion and guide to the child from the very moment of coming into contact with the system and through its legal complexities. The duties of the probation officer may require counselling, as well as monitoring the child’s progress throughout institutionalisation. It continues even after all this and extends to designing aftercare plans to assist the child’s successful integration into society.

## Benchmark

The 2022 Guidelines require that every district have a minimum of one and a maximum of three Legal-cum-Probation Officers on the basis of the number of blocks,

<sup>58</sup> Rule 26(7), Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

<sup>59</sup> Section 3, 4 and 6 of the Probation of Offenders Act, 1958. Available at:

[https://www.indiacode.nic.in/bitstream/123456789/15408/1/the\\_probation\\_of\\_offenders\\_act%2C\\_1958.pdf](https://www.indiacode.nic.in/bitstream/123456789/15408/1/the_probation_of_offenders_act%2C_1958.pdf)

<sup>60</sup> Section 2(48) of the Juvenile Justice (Care and Protection) Act, 2015.

geographical spread and caseload. Probation Officers appointed under the Probation of Offenders Act, where available, also function as Legal-cum-Probation Officers.

### Our query to the State Child Protection Society

The IJR assessed the availability of only the Legal-cum-Probation Officers (LCPO) in every district and not the presence of other probation officers in the area.

### Our Findings

Only 13 states and Delhi responded to our query.<sup>61</sup> As of November 2023, 236 districts reported having 197 LCPOs. Among these, only five—Himachal Pradesh, Mizoram, Odisha and Sikkim—reported an LCPO in every district. Goa reported none.

### RCJJ's study on Probation

A 2025 unpublished study by the Resource Cell for Juvenile Justice (TISS-RCJJ) examined in particular how the Probation of Offenders Act, 1958 (POA) and the JJ Act, 2015 (as amended in 2021) are working in practice—and its findings closely track ours.

Concerned at the cumulative effect of having to play two separate roles, one in the context of an adult offender and the other in service of the needs of a child under the Juvenile Justice Act, the study underscores that the expectation of the officer under the two laws differs substantially.

Under the POA, probation officers primarily serve adult courts, preparing pre-sentence reports and supervising the offender for legal compliance. Under the JJ Act, probation officers are intended to be a guide for the Board and the child. Probation officers here serve children in conflict with the law, advise the JJB and CWC on child-centred decisions (including bail and disposition), file Social Investigation Reports and Individual Care Plans, coordinate aftercare, and work within the Mission Vatsalya ecosystem. This dichotomy of purpose risks diluting outcomes, shifting practice from rehabilitation and reintegration to mere compliance.

The study documents the absence of a distinct cadre of Probation Officers in a majority of the surveyed states. Of the 20 states surveyed, only seven—Andhra Pradesh, Chandigarh (Union Territory), Gujarat, Himachal Pradesh, Karnataka, Uttar Pradesh and Uttarakhand—reported 88 POs against a sanction strength of 147.

It also points to a concerning drift from trained juvenile probation officers to Legal-cum-Probation Officers (LCPOs). Sixteen states/UTs<sup>62</sup> reported 202 sanctioned posts and 197 appointed between January–November 2024. In ten states and 2 UTs<sup>63</sup> who provided information for all their districts, 163 LCPOs were appointed against 168 sanctioned posts. The near full coverage of sanctioned posts indicates a shift toward using more and more legally qualified hands to deal with probation than qualified social work professionals specialised in children's issues.

Meanwhile, wherever the tasking lies, caseloads are untenable—often running into the hundreds for a single officer—and vacancies go unfilled, leaving children without timely SIRs, supervision, or aftercare.

RCJJ's RTI experience reflects increasing non-compliance with legal mandates: nodal and supervisory authorities routinely redirected requests to districts, returns were partial or absent, and where records did exist they were uncollated and incomparable. This fragmented information regime signals low priority, stalls course-correction, and bakes delay into reform, especially in building and deploying the probation workforce that the JJ Act requires.

The bottom line is that this study affirms IJR's central concerns—distinct roles are being mixed, specialisation is thinning, workloads are unworkable, and data systems are not fit for purpose—all of which undercut the JJ Act's promise of rehabilitation and reintegration for every child.

61 Assam, Goa, Himachal Pradesh, Kerala, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Sikkim, Telangana, Tripura and West Bengal.

62 Andhra Pradesh, Assam, Chandigarh (UT), Delhi (UT), Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Nagaland, Puducherry (UT), Sikkim, Uttar Pradesh, Uttarakhand and West Bengal.

63 Andhra Pradesh, Assam, Chandigarh (UT), Delhi (UT), Goa, Haryana, Himachal Pradesh, Karnataka, Nagaland and Puducherry (UT).

## Workload

In the ten states where all the districts provided full JJB and LCPO data, the average workload on one LCPO was 175 cases in the year (see Figure 5.13). To arrive at the average the IJR divided the active caseload before all the JJBs in that state in 2022–23 against the number of reported LCPOs. The average does not take account of the frequent practice of sharing duties with probation officers appointed under the Probation of Offenders Act as well as social workers and child welfare officers who may have to act in the absence of the primary duty holders under the statute. Illustratively, Odisha has LCPOs in all districts except Kalahandi. Here, the position of LCPO has been lying vacant since 2015 and one social worker from DCPU has been kept in charge. Without taking account of task sharing, one Odisha LCPO's workload would average 400 cases per officer.

Delhi's Department of Women and Child Development when providing the district-wise list pointed out that 8 of 11 districts were without LCPOs. With only three LCPOs working across 7 JJBs the average workload measured just over 800 cases per officer.

A district-wise analysis of eight states<sup>64</sup> that provided full

data on active cases before their JJBs and the available LCPO's throws up widely varying district averages. For example, Odisha's Sundargarh district, which has 2 JJBs but just one LCPO, averages 1,479 cases per LCPO for the year. On the other hand, four of Nagaland's districts—Kiphire, Peren, Wokha and Zunheboto—reported zero workload for each district LCPO. All districts that reported more than 500 cases per LCPO were in Odisha.

The IJR took account only of the LCPO's workload in the context of active cases. However, the LCPO remains engaged with the child beyond that, monitoring and reporting on the child's aftercare on the path to rehabilitation until the child is fully out of the system.

Being aware of the workload of just one functionary, the JJ Act, also provides for Probation Officers, Child Welfare Police Officers; social workers; Child Welfare Officers, case workers at the child care institutions and Protection Officers under the District Child Protection Unit with duties of their own, to step in to prepare the necessary documents to be produced before the Board and to support the child wherever necessary.

Nevertheless, given the responsibilities of the LCPO—which include conducting field inquiries, regular on-site

**Figure 5.13: Legal-cum-Probation Officers and their Workload (2022-23)**

	Total districts	LCPO	Total JJB Workload	LCPO Workload (cases per LCPO)
Nagaland	16	11	50	4.6
Sikkim	6	6	68	11.3
Mizoram	11	11	329	29.9
Tripura	8	6	260	43.3
Meghalaya	12	10	461	46.1
Himachal Pradesh	12	13	1,280	98.5
Assam	35	29	3,439	118.6
Telangana	33	26	5,689	218.8
Odisha	30	30	11,366	378.9
Delhi	11	3	2,461	820.3
<b>Total of 10 states</b>	<b>174</b>	<b>145</b>	<b>25,403</b>	<b>175.2</b>

Notes: States arranged in ascending order of LCPO workload.  
Source: RTI responses from states

64 Delhi and Telangana provided cumulative workloads of all JJBs in their state and hence have not been included in this analysis.

monitoring, and coordination across large geographies and court jurisdictions—the clear shortage of LCPOs contributes to delays in bail, adjudication, and release. Critical procedures such as preparing rolling Social Investigation Reports and Individual Care Plans, essential for making assessments of the child's pathways through the system toward betterment are delayed or deficient and institutionalisation lengthens to the detriment of the child.

## Oversight and Monitoring

A robust, coordinated monitoring framework with transparent data sharing is essential for systemic improvement. The JJ Act and Mission Vatsalya together create a layered, interlocking system of monitoring, evaluation, inspection, and reporting that runs from individual facility to district to state to union level. At the facility level, CCIs must hold monthly Management Committee meetings, run Children's Committees, maintain grievance registers, review if minimum standards of care are met and file routine returns; probation/social workers prepare Social Background Reports (SBRs), Social Investigation Reports (SIRs) (within 15 days), and Individual Care Plans, while the JJB tracks statutory timelines (production within 24 hours; preliminary assessment where applicable; inquiries within 4 months, extendable by 2 more. District Inspection Committees and the DCPU must conduct regular and surprise inspections, compile case-level Management Information Systems, and coordinate with JJBs, CWCs, SJPU/CWPOs, and legal aid; the District Magistrate supervises the JJ system, ensures compliance, and orders time-bound corrective action.

At the state level, the State Child Protection Society (SCPS) consolidates district data, reviews progress against the State Annual Action Plan, commissions State Inspection Committees; the State Commission for Protection of Child Rights (SCPCR) inspects CCIs and acts on complaints; the State Legal Services Authority (SLSA) monitors legal-aid clinics and submits periodic returns; and Police Headquarters oversees the functioning of SJPU and CWPOs, and their training. Financial administrative audits also periodically review compliance and utilisation.

All of this rolls up to the Ministry of Women & Child Development under Mission Vatsalya, creating a comprehensive lattice intended to keep the system transparent, coordinated, accountable and relentlessly child-centred.

At the level of the Centre, the National Commission for the Protection of Child Rights that parallels state commissions are also bodies with powers of external oversight and finally, National and State Human Rights Commissions have general powers under the Protection of Human Rights Act, 1993 to visit state-run places of detention, which in practice includes child care institutions as custodial settings—and to inquire, inspect, and recommend corrective action. This elaborate system of oversight and accountability is designed to ensure that a system made especially for the very vulnerable runs to the highest standards.

### Benchmark

Under the JJ Act, JJBs are mandated to “inspect each home at least once in each month to recommend actions for improvement in quality of services to the District Child Protection Unit”.<sup>65</sup> Mission Vatsalya Guidelines task DCPOs as head of the Management Committee of every Child Care Institution in the district to “carry out field visits to the CCIs”.<sup>66</sup>

### Our query to the State Child Protection Society

a) The dates on which Juvenile Justice Boards undertook inspections of residential facilities for Children in Conflict with the Law (CCLs) in their respective districts and b) the dates on which the DCPO made field visits to child care institutions.

### Our Findings

**Inspections by Juvenile Justice Boards:** Ideally, a JJB must inspect each home in its particular jurisdiction at least once every month or 12 times a year. While the benchmark is clear, only fourteen<sup>67</sup> states and Jammu & Kashmir addressed this question at all. No single state provided full information. Incomplete and partial responses though indicate a substantial distance between mandate and practice.

<sup>65</sup> Section 8 (3)(j) of the Juvenile Justice (Care and Protection) Act, 2015.

<sup>66</sup> Mission Vatsalya Guidelines 2022, Chapter 2, Institutional Framework for Implementation. Roles and Responsibilities of Duty holders in DCPU. Page no. 14.

<sup>67</sup> Arunachal Pradesh, Goa, Haryana, Himachal Pradesh, Jharkhand, Kerala, Mizoram, Nagaland, Odisha, Rajasthan, Sikkim, Tripura, Uttarakhand and West Bengal.

Taken together (see Figure 5.14), across fourteen states and Jammu & Kashmir, there are 262 JJBs and 166 facilities.<sup>68</sup> At one statutory visit a month, altogether these homes should have had a minimum of 1,992 visits over the year. Partial responses received reveal that 93 JJBs inspected 87 facilities 810 times, averaging 9 visits a year.

Responses from four jurisdictions—Himachal Pradesh, Jammu & Kashmir, Odisha and Tripura—indicate that each of the 16 homes in these states received JJB visits on certain dates in the year. These sixteen homes should have had a minimum of 192 visits. The JJBs in these four states, record 123 visits, a deficit of 69 visits.

Similarly, Mizoram has 15 homes in its 11 districts. Its 11 JJBs would have to make a minimum of 180 visits a year cumulatively. The record shows 37 visits made to 11 homes over 12 months. Even these 11 homes should have had 132 visits. Visits average one every quarter,

making a deficit of 95 visits.

Similarly, in Odisha there are 8 homes, clustered to cover 30 districts. Cumulatively, they require 96 visits. The data indicates that of the 31 (of 34) JJBs who responded, 16 JJBs inspected 8 homes 68 times—a deficit of 28.

Even partial responses indicate an unevenness in visits within a state. Some JJBs conducted more than the mandated, some have inspected homes outside their jurisdiction and some record no visits at all. Homes in East Siang, Arunachal Pradesh, North Goa, and Kota, Rajasthan record none. For instance, in Rajasthan, three JJBs—Sirohi (33), Tonk (52) and Udaipur (45)—conducted inspections more than once a month, while Jaipur, which has two JJBs, made only five visits to the OBH. In West Bengal, the JJB in Dakshin Dinajpur, which has no CCIs, made 12 visits each to OBH in Cooch Behar and Uttar Dinajpur.

**Figure 5.14: Inspection Visits made by JJBs to CCIs**

	Number of Child Care Institutions		Inspections by JJBs		Share of inspections made (%)
	Total <sup>a</sup>	Inspected by JJBs	To be made (CCI x 12)	Inspections made	
Jammu & Kashmir	2	2	24	26	108
Odisha	8	8	96	68	71
West Bengal	14	8	168	110	65
Jharkhand	15	6	180	86	48
Nagaland	14	11	168	79	47
Uttarakhand	14	10	168	76	45
Himachal Pradesh	2	2	24	10	42
Rajasthan	52	18	624	254	41
Tripura	4	4	48	19	40
Sikkim	3	2	36	10	28
Mizoram	15	11	180	45	25
Kerala	11	3	132	18	14
Haryana	7	2	84	9	11
Arunachal Pradesh	1	0	12	0	0
Goa	4	0	48	0	0
<b>Total of 15 states</b>	<b>166</b>	<b>87</b>	<b>1,992</b>	<b>810</b>	<b>41</b>

<sup>a</sup> Figures on the number of homes is from Lok Sabha Unstarred Question Number. 4264 dated 20 December 2024. Available at: [https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264\\_iuNtpB.pdf?source=pgals](https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264_iuNtpB.pdf?source=pgals) and number of inspections is from RTI responses received from JJBs.

Notes: States arranged in descending order of share of inspections made.

Source: RTI responses from states

68 Figures on the number of homes is from Lok Sabha Unstarred Question Number 4264, dated 20 December 2024. Available at: [https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264\\_iuNtpB.pdf?source=pgals](https://sansad.in/getFile/loksabhaquestions/annex/183/AU4264_iuNtpB.pdf?source=pgals) and number of inspections is from RTI responses received from JJBs.

**DCPO Field Visits:** While there is no statutory benchmark Mission Vatsalya guidance requires the District Child Protection Officer in his role as the head of the Management Committee of every child care institution in the district make field visits by way of his role as overseeing their day-to-day functioning.

Out of 246 possible DCPOs in 14 states, only 85 responded. These 85 covered 208 homes but recorded visits to just 105 of them. Across a year, they reported 905 visits in total. Only 26 homes showed evidence of the required one visit per month. In West Bengal, just two of 14 homes recorded more than a single visit each month. In Uttarakhand, six homes were visited more than once, while the remaining eight gave no information at all.

Given the statutory MIS and monthly-inspection requirements, the response pattern itself points to a systemic failure in recording and reporting. Only select states and Jammu & Kashmir replied—and none with complete returns. This indicates that information is neither created regularly nor readily available to be shared upwards to supervisory functionaries. The within-state unevenness suggests inspections are

discretionary, not systematised. DCPO oversight shows the same fragility.

Partial responses may have skewed present findings downward; fuller, disaggregated records could perhaps have shown a more robust pattern of visits and follow-up. Yet the absence of such records is itself a finding: statutory visits are either not being consistently recorded nor is information reaching—and resting with—the supervisory bodies the law establishes. The unavoidable conclusion: the statutory/Mission Vatsalya oversight lattice is not generating or curating complete time-series records; data is not reaching nodal repositories; and compliance with inspection norms is likely sporadic rather than institutional. This is very much at odds with maximising that the “best interests” of the child are met.

## Juvenile Justice Budgets

Funding adequacy and utilisation directly influence the quality of juvenile justice services. Both the central and state governments provide financial support for child welfare: the state through annual budgetary allocations

**Figure 5.15: Field visits made by DCPOs**

	Number of districts	Number of CCIs	Number of CCIs inspected by DCPOs	DCPO field visits
Rajasthan	41	52	42	399
Uttarakhand	13	14	6	118
Mizoram	11	15	10	73
Maharashtra	36	53	7	65
Nagaland	16	14	13	59
Odisha	30	8	7	57
Kerala	14	11	6	47
Haryana	22	7	3	33
West Bengal	23	14	2	32
Meghalaya	12	7	5	8
Himachal Pradesh	12	2	2	6
Sikkim	6	3	1	5
Tripura	8	4	1	3
Goa	2	4	0	0
<b>Total of 14 states</b>	<b>246</b>	<b>208</b>	<b>105</b>	<b>905</b>

Notes: States arranged in descending order of DCPO field visits.  
Source: RTI responses from states



and special schemes and the Central government through schemes such as Mission Vatsalya—usually in a 60:40 proportion. IJR's analysis shows that there is a severe lack of disaggregation in the state budgets funds for Children in Conflict with Law (CCL) and Children in Need For Care and Protection (CNCP). In 2025-26, Child Protection under Mission Vatsalya received a mere 0.03% (Rs. 1,500 crores) of the total Union budget. Compared to the previous year, the allocation increased by 8% (from Rs. 1,394 crores) and was the highest budgetary allocation for the scheme since 2020-21. In addition, states can also have their own dedicated Juvenile Justice Fund (JJ Fund).

### Benchmark

The Juvenile Justice Fund (JJ Fund) is a special pool of money a state may establish under the JJ Act. It is designed to finance the care, protection, rehabilitation, and welfare of children under the JJ Act. It can support a slew of activities related to children and includes activities such as running Observation Homes, Special Homes, and Places of Safety, as well as vocational training, legal assistance, aftercare, and rehabilitation programmes. Contributions to the JJ Fund can come from the state government budget, central government grants, donations from individuals, trusts, NGOs, corporations, including through the Corporate Social Responsibility route.<sup>69</sup>

The Fund rests with the concerned authority - usually the State Department of Women and Child Development and may be administered by a specialised State Advisory Board or committee. Funds are disbursed—often through grants-in-aid—including to child care institutions after reviewing proposals from Juvenile Justice Boards, Child Welfare Committees, government institutions or NGOs. Recipients must submit expenditure reports and utilisation certificates. The use of and regular audits are mandated under government financial rules, often

conducted by the State Comptroller General or through internal audit divisions, ensuring accountability and transparency in fund management. Information about the creation, operation, guidelines, and financial details of the JJ Fund can be found scattered in the state government notifications, official websites of State Women and Child Development Departments, and state Juvenile Justice Boards.

### Our Query to the State Child Protection Society

a) Whether states had notified a Juvenile Justice Fund and its Rules and b) whether any budgetary allocations were made to the Juvenile Justice Fund (JJF) and its utilisation for 2021–22 and 2022–23.

### Our Findings

Twelve states<sup>70</sup> and Delhi responded to the first part of the query. Eight including Delhi, replied on the second.<sup>71</sup> Overall because they were for the most part coming from districts and not nodal agencies, responses were too incomplete and inconsistent to do justice to the reality of funding and this report below is sourced from more complete secondary data. A 2019 NALSA study<sup>72</sup> that evaluated the status of structures, mechanisms and processes in the juvenile justice system across the country, found that 71 per cent of states and UTs had set up a Juvenile Justice Fund. A comparison (see Figure 5.17) with this study points to five states—Assam, Madhya Pradesh, Mizoram, Sikkim and Tripura—that had set up a fund since 2019.

Arrangements varied. Some funds work within a binding set of statutory rules that set out rights, duties, and procedures. Others, use operational guidelines that suggest best ways to implement the rules. Different states manage the funds in varied ways. In Assam, district committees take care of the finances. Goa and West Bengal use juvenile justice fund approval

69 Section 105(2) Juvenile Justice (Care and Protection) Act, 2015.

70 Assam, Goa, Haryana, Himachal Pradesh, Maharashtra, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Sikkim and West Bengal.

71 Assam, Goa, Mizoram, Nagaland, Odisha, Punjab and West Bengal.

72 National Legal Services Authority, Status of Juvenile Justice System - Structures, Mechanisms and Processes, 2019. Available at: <https://cdnbbsr.s3waas.gov.in/s32e45f93088c7db59767efef516b306aa/uploads/2025/04/20250408568184710.pdf>

committees. Kerala, Madhya Pradesh, Odisha, Delhi, Sikkim, and Uttar Pradesh rely on state advisory boards. Tamil Nadu's social welfare department manages the fund with the help of a committee, while Telangana has a special executive committee just for the Juvenile Justice Fund. Several states, illustratively Kerala with a

Balanidhi scheme<sup>73</sup> and Chhattisgarh with its Baal Kosh Yojana,<sup>74</sup> have money dedicated to child welfare and protection under specially named schemes.

Several states evidenced seed funding for their JJ Funds. For example, Assam initially earmarked Rs 66 lakhs

**Figure 5.16: Allocations and Utilisation of JJ Fund in State Budget Documents (from Years 2023-24 and 2024-25)<sup>75</sup>**

State	Detailed Head	2022-23 (BE) (Rs, In lakh)	2022-23 (RE) (Rs, In lakh)	2022-23 (AE) (Rs, In lakh)	2023-24 (BE) (Rs, In lakh)	Utilisation 2022-23 (%) (AE/RE*100)
Chhattisgarh	Juvenile Justice Fund	50	50	–	50	–
Goa	Juvenile Justice Fund	5	5	--	5	–
Haryana	Juvenile Justice Fund	500	500	--	500	–
Jharkhand	Juvenile Justice Fund	50	50	50	50	100
Kerala	Juvenile Justice Fund for Implementing Various Child Protection Activities	10	9.11	9.93	10	109
Madhya Pradesh	Juvenile welfare fund scheme	460	460	409.18	460	89
Maharashtra	Juvenile Justice Fund	500	200	–	700	–
Manipur	Juvenile Justice Fund	1.44	10	–	10	–
Mizoram	Juvenile Justice Fund	22.92	22.92	22.92	22.92	100
Odisha	Juvenile Justice Funds	500	500	500	500	100
Punjab	Juvenile Justice Fund under the Control of State Advisory Board	25	25	25	25	100
Sikkim <sup>a</sup>	Juvenile Justice Fund	15	15	15	15	100
Tamil Nadu	Contribution to the Tamil Nadu Juvenile Justice Fund	0.01	--	–	--	–
Telangana	Juvenile Justice Fund	900	900	675	900	75
Tripura	Juvenile Justice Fund	50	50	50	70	100
Uttar Pradesh	Juvenile Justice Fund	700	588	120	700	20
Uttarakhand	Establishment of Juvenile Justice Fund	10.01	10.01	3.33	10	33
West Bengal	Juvenile Justice Fund	0	0	–	0	–

a Sikkim's budget documents (FY 2023-24 and FY 2024-25) show that the allocation towards the Juvenile Justice Fund was moved from the Sub-minor Head of ICPS under the Social Welfare Department to that of Mission Vatsalya under the Women & Child Development Department.  
Note: 1. States arranged in alphabetical order. 2. BE: Budget Estimate; RE: Revised Estimate; AE: Actual Expenditure  
Source: State budget documents

<sup>73</sup> Department of Women and Child Development. Balanidhi. Available from: <https://balanidhi.kerala.gov.in/>

<sup>74</sup> Data from the Juvenile Justice Cell, High Court of Chhattisgarh, Newsletter Volume -2/JJC/2023. Available at: [https://highcourt.cg.gov.in/jj/ebook/Newsletter\\_Volume\\_2.pdf](https://highcourt.cg.gov.in/jj/ebook/Newsletter_Volume_2.pdf)

<sup>75</sup> Eleven states—Andhra Pradesh, Assam, Bihar, Delhi, Gujarat, Himachal Pradesh, Jammu & Kashmir, Karnataka, Meghalaya, Nagaland and Rajasthan—had no mention of Juvenile Justice Fund in their state budget documents. Arunachal Pradesh did not have any budget documents available.



outside of departmental allocations to be shared among its 33 districts considering “the gravity of requirement.”<sup>76</sup> Goa’s fund started with a corpus of Rs 5 lakh from the government and accepts donations.<sup>77</sup> Odisha has a fund of Rs 1 crore sourced from government and others, which includes payments to juveniles leaving care, such as Rs 50,000 for girls and Rs 20,000 for boys.<sup>78</sup> Tamil Nadu sanctioned a corpus of Rs 25 lakhs with more government contributions expected,<sup>79</sup> and Telangana’s corpus fund is Rs 1 crore.<sup>80</sup>

Overall, the Juvenile Justice Fund (JJF) allocations across states in 2022-23 and 2023-24 show a mixed picture with some states significantly increasing their budgets, others maintaining steady allocations, and some exhibiting substantial underutilisation of allocated funds.

Telangana (Rs. 900 lakh), Maharashtra (Rs. 500-700 lakh), and Odisha (Rs. 500 lakh) were among the top states allocating substantial funds for juvenile justice. Certain states made notable increases in Fund allocations. For example, Maharashtra’s allocation rose from Rs 500 lakh in 2022-23 to Rs. 700 lakh in the next year and Tripura’s went from Rs. 50 lakh to Rs. 70 lakh – an increase of 40 per cent for both.

Chhattisgarh, Goa, Kerala, Telangana, Mizoram, Odisha, Punjab and Jharkhand held funding at steady state across the two years, Jharkhand, Kerala, Mizoram, Odisha and Punjab report full utilisation of allocated budgets. Telangana utilised 70 per cent and Uttar Pradesh with 20 per cent the remaining provided no detail. Zero or missing utilisation data often reflects reporting or timing gaps, and perhaps operational disruptions during these

Covid years, rather than a complete lack of spending. Manipur’s revision from Rs 1.44 lakh to Rs 10 lakh in the same year similarly reflects an updated and more realistic budget figure replacing an initial minimal estimate.

While the overall trend suggests an intent to maintain or increase support for Juvenile Justice Funds in several states, the underutilisation in many highlights ongoing challenges in effective fund management and program implementation. States with higher utilisation rates like Jharkhand, Kerala, Odisha, Punjab, and Mizoram stand out for better translating allocations into action, whereas states showing underutilisation need targeted interventions to improve fund absorption and child welfare outcomes.

Discussions in state legislatures and the Indian Parliament regarding Juvenile Justice Funds (JJ Funds) highlight several key issues. A recurrent theme is the need for better coordination among government departments and stricter monitoring of JJ Fund usage, enhanced audits, timely release of funds, and more detailed, disaggregated data collection to track how money is being spent. Audit reports by the Comptroller and Auditor General (CAG) and state auditors highlight perennial systemic issues including delays in fund release, partial utilisation, inadequate monitoring, and lack of detailed financial reporting, emphasising the need for improved fund management and transparency. Top-line challenges in financing child care institutions continue to be delayed fund release, partial or unspent allocations, inadequate monitoring, and poor disaggregated reporting.

76 Guideline for District Juvenile Justice Fund, SCPS (G) 400/2018. 18 July 2018, State Child Protection Society, Assam.

77 Rule 3, Goa Juvenile Justice Fund Rules, 2003. Available at: <https://goaprintingpress.gov.in/downloads/2324/2324-22-SI-OG-0.pdf>

78 Para 1, Draft guideline Odisha Juvenile Justice Fund Management, Department of Women and Child Development and Mission Shakti, Odisha State Child Protection Society. Available at: <https://iacn.in/wp-content/uploads/2025/01/Odisha-Guidelines-for-Management-of-Juvenile-Justice-Fund.pdf>

79 Rule 3, the Tamil Nadu Juvenile Justice Fund Rules, 2017. Available at: [https://courtbook.in/act/664c7c82ad9dd371756ee71f-ji\\_fund\\_rules\\_2\\_iii\\_1a.pdf](https://courtbook.in/act/664c7c82ad9dd371756ee71f-ji_fund_rules_2_iii_1a.pdf)

80 Para 6, G.O.Ms.No.4, 4 May 2018, Department for Women, Children, Disabled and Senior Citizens, Government of Telangana. Available at: <https://wdcw.tg.nic.in/Notification/G.O.Ms.No.4%20JJ%20Fund.PDF>

**Figure 5.17: Status of Juvenile Justice Fund and the Juvenile Justice Fund Rules**

NA: Not available NP: Not provided

State	Juvenile Justice Fund (NALSA 2019) <sup>a</sup>	Juvenile Justice Fund (IJR RTI)	Juvenile Justice Fund Rules
Andhra Pradesh	Yes	NP	NP
Arunachal Pradesh	NA	NP	NP
Assam	NA	Yes	Provided (operational guidelines)
Bihar	Yes	NP	NP
Chhattisgarh	Yes	Yes <sup>b</sup>	NP
Goa	Yes	Yes	Provided
Gujarat	Yes	NP	NP
Haryana	Yes	Yes	NP
Himachal Pradesh	Yes	Yes <sup>c</sup>	NP
Jharkhand	Yes	Yes <sup>d</sup>	NP
Karnataka	Yes	NP	NP
Kerala	Yes	Yes <sup>e</sup>	NP
Madhya Pradesh	NA	Yes <sup>f</sup>	Provided
Maharashtra	Yes	Yes	NP
Manipur	Yes	Yes <sup>g</sup>	NP
Meghalaya	Yes	Yes	NP
Mizoram	NA	Yes	Provided
Nagaland	Yes	Yes	JJF rules are under process
Odisha	Yes	Yes	Provided (Draft operating guidelines)
Punjab	Yes	Yes	JJF rules are under process
Rajasthan	Yes	NP	NP
Sikkim	NA	Yes	NP
Tamil Nadu	Yes	Yes <sup>h</sup>	Provided
Telangana	Yes	Yes <sup>i</sup>	Provided
Tripura	NA	Yes <sup>j</sup>	NP
Uttar Pradesh	Yes	NP	NP
Uttarakhand	Yes	Yes <sup>k</sup>	NP
West Bengal	Yes	Yes <sup>l</sup>	Provided (operation guidelines)
Delhi	Yes	Yes	Provided (Delhi Child Welfare Fund Rules, 2016)
Jammu & Kashmir	Yes	NP	NP

<sup>a</sup> National Legal Services Authority, Status of Juvenile Justice System - Structures, Mechanisms and Processes, 2019.

Available at: <https://cdnbbsr.s3waas.gov.in/32e45f93088c7db59767efef516b306aa/uploads/2025/04/20250408568184710.pdf>

<sup>b</sup> Data from the Juvenile Justice Cell, High Court of Chhattisgarh, Newsletter Volume -2/JJC/2023. Available at: [https://highcourt.cg.gov.in/jjebok/Newsletter\\_Volume\\_2.pdf](https://highcourt.cg.gov.in/jjebok/Newsletter_Volume_2.pdf)

<sup>c</sup> RTI response from Himachal Pradesh provides that "The JJ Fund has been created, but there has been no budgetary provision for the allocation of the fund. At present, there is Rs. 2,03,73,019 available in the fund. JJF rules have not been framed by the state."

<sup>d</sup> Jharkhand State Legal Services Authority provides account details for donations to be made to the JJ Fund. Available at: [https://jhsa.org/juvenile\\_justice.php](https://jhsa.org/juvenile_justice.php)

<sup>e</sup> Department of Women and Child Development, Balanidhi Scheme. Available from: <https://balanidhi.kerala.gov.in/>

<sup>f</sup> Juvenile Justice Committee, High Court of Madhya Pradesh. Available at: [https://mpch.gov.in/PDF/web\\_pdf/JJC/PDF/publication/Madhya%20Pradesh%20Juvenile%20Justice%20Fund%20Rules,%202023.pdf](https://mpch.gov.in/PDF/web_pdf/JJC/PDF/publication/Madhya%20Pradesh%20Juvenile%20Justice%20Fund%20Rules,%202023.pdf)

<sup>g</sup> Court on its own motion vs. the state of Manipur, PIL 7/2018.

<sup>h</sup> RTI response from Tamil Nadu does not provide a copy of the JJF Rules for the State. IJR found the copy of the relevant rules through secondary research. Available at: <https://courtbook.in/search/act/the-tamil-nadu-juvenile-justice-fund-rules-2017-jj-act-2-of-2016-664c7c82ad9dd371756ee71f>

<sup>i</sup> Para 6, G.O.Ms.No.4, 4 May 2018, Department for Women, Children, Disabled and Senior Citizens, Government of Telangana. Available at: <https://wdcw.tg.nic.in/Notification/G.O.Ms.No.4%20JJ%20Fund.PDF>

<sup>j</sup> Directorate of Social Welfare and Social Education, Government of Tripura. Available at: [https://socialwelfare.tripura.gov.in/about\\_us](https://socialwelfare.tripura.gov.in/about_us)

<sup>k</sup> Uttarakhand Budget, Volume 5 (Heading wise statement part- 2), 2023-24 and 2024-25. Available at: <https://cdnbbsr.s3waas.gov.in/s3c65d7bd70fe3e5e3a2f3de681edc193d/uploads/2025/01/20250117202061198.pdf> and <https://cdnbbsr.s3waas.gov.in/s3c65d7bd70fe3e5e3a2f3de681edc193d/uploads/2025/01/202501171700995134.pdf>.

<sup>l</sup> Operational guidelines for the West Bengal Juvenile Justice Fund, notification no. 5410/(37), 3 November 2015, Department of Women and Child Development. Available at: <http://wbcsps.in/link/pdf/guideline/Operational%20Guideline%20for%20WBJJ%20Fund.pdf>

Courts in states such as Rajasthan and Delhi have stressed the necessity of strict oversight of JJ Funds to ensure allocated resources address infrastructure deficits, staffing needs, and rehabilitation services in child care institutions.<sup>81</sup> Despite funds being allocated, inadequate data transparency and monitoring prevent full accountability and limit improvements in juvenile care outcomes.

On the ground, the effects of these perennial challenges are clear: infrastructure and staff shortages undermine service quality and the ability to utilise funds effectively. In some states, high child-to-staff ratios lead to overstretched caregivers, reducing the efficacy of

rehabilitation programmes. Furthermore, insufficient capture and use of detailed data on fund use and service needs create gaps in resource targeting and planning.

In summary, while the central and state frameworks and funds exist to support child welfare, persistent capacity issues, poor data systems, and administrative bottlenecks continue to challenge effective fund utilisation and service delivery for vulnerable children. Addressing these gaps requires enhanced monitoring, better data-driven planning, prioritised recruitment and training, and clearer, disaggregated financial reporting to ensure that funds fulfil their intended protective and rehabilitative roles.



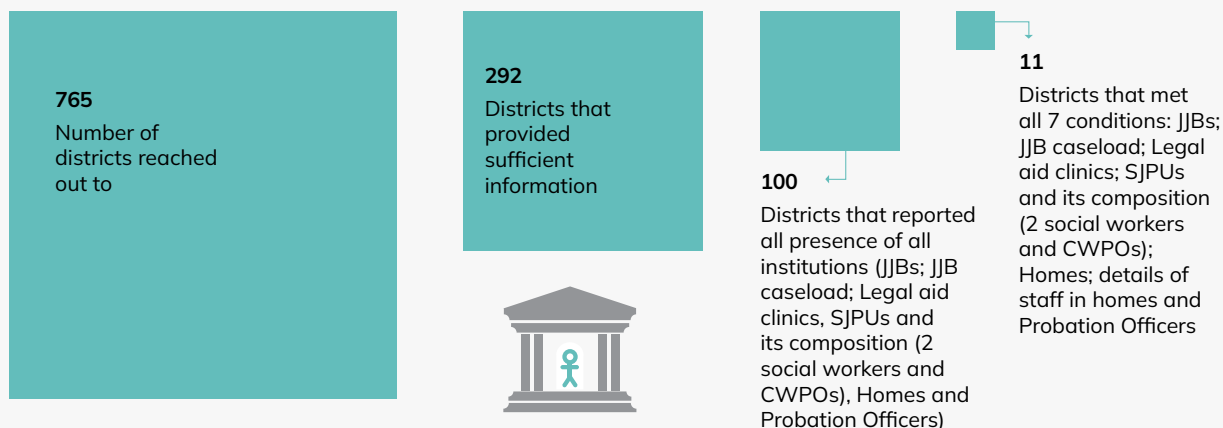
81 'Highly Vulnerable Youth, Fall Into Poverty Cycle': Rajasthan High Court In PIL Over Difficulties Faced By CCLs After Leaving Shelter Homes, Livelaw, 2 June 2025. Available at: <https://www.livelaw.in/high-court/rajasthan-high-court/rajasthan-high-court-hearing-suo-motu-pil-government-aid-child-care-institutions-294016> and Rajesh Kumar vs. State (Govt of Delhi NCT) and ors. (W.P.(CRL) 1361/2021) vide order dated 22 September 2022. Available at: [https://www.livelaw.in/pdf\\_upload/smp28092022crlw13612021183002-437058.pdf](https://www.livelaw.in/pdf_upload/smp28092022crlw13612021183002-437058.pdf)

## **CHAPTER 6**

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# **The 292 Universe**

**Figure 6.1: The Many Deficits in RTI Responsiveness and Capacity in Juvenile Justice Institutions**



**R**obust capacity of district level institutions lies at the heart of the successful realisation of legislative intent. Responses from 292 evidence that it is sadly wanting.

The IJR's RTI based study—with all its challenges—assessed how well districts were equipped to deal with the child in conflict with the law: did a district have its juvenile justice board; was the composition full; what was the caseload and pendency; was a legal services clinic attached to each Board; had the police created a SJPU with CWPOs and social workers; were there different child care institutions available to properly house children according to age and offence; were staff complements as mandated; were there legal-cum-probation officers available to support the child through the process; and finally how much did JJBs actually inspect child care institutions.

The India Justice Report (IJR) received returns from over 500 districts, but many were patchy and partial; to avoid drawing misleading inferences, we confined the top-line analysis to 292 districts across seventeen states<sup>1</sup> and Jammu & Kashmir that met a minimum completeness and consistency threshold on core indicators—JJB constitution and caseload/pendency, LSC attachment and DLSA panels, SJPU/CWPO presence, availability of

age-/offence-appropriate CCIs and key staffing, and JJB inspection records—as of November 2023.

This cohort allowed the IJR to identify best and worst equipped districts; districts outside the cohort are not judged compliant or non-compliant—they simply did not provide enough usable information for responsible assessment.

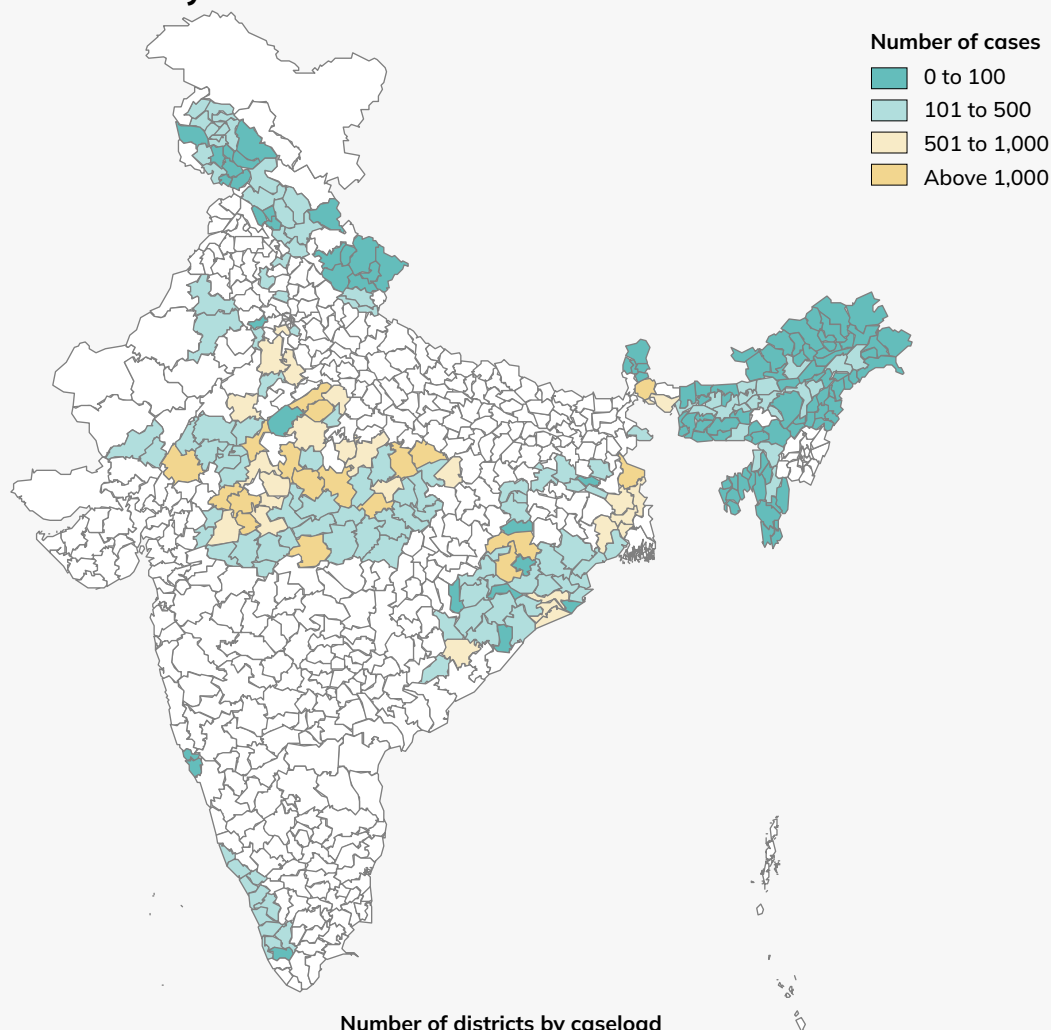
## Juvenile Justice Boards

**Staffing:** Seventeen states have 292 districts. Of the 258 that responded to the question about the composition of the Board, 220 reported having the mandated full bench of one Principal Magistrate and two social workers. By state: Madhya Pradesh—67 per cent (34/51) were fully staffed; Himachal Pradesh—55 per cent (6/11); Goa—50 per cent (1/2). Odisha, Sikkim, and Jammu & Kashmir reported 100 per cent compliance—no vacancies at either Principal Magistrate or social-worker level.

**Caseload:** Looked at district wise, workloads and disposal rates varied significantly. The total workload (the sum of cases pending from previous years and cases received between 1 November 2022 and 31 October 2023 can be categorised into four ranges:

<sup>1</sup> Arunachal Pradesh, Assam, Goa, Haryana, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Meghalaya, Mizoram, Nagaland, Odisha, Rajasthan, Sikkim, Tripura, Uttarakhand and West Bengal.

**Figure 6.2: Caseload by districts**

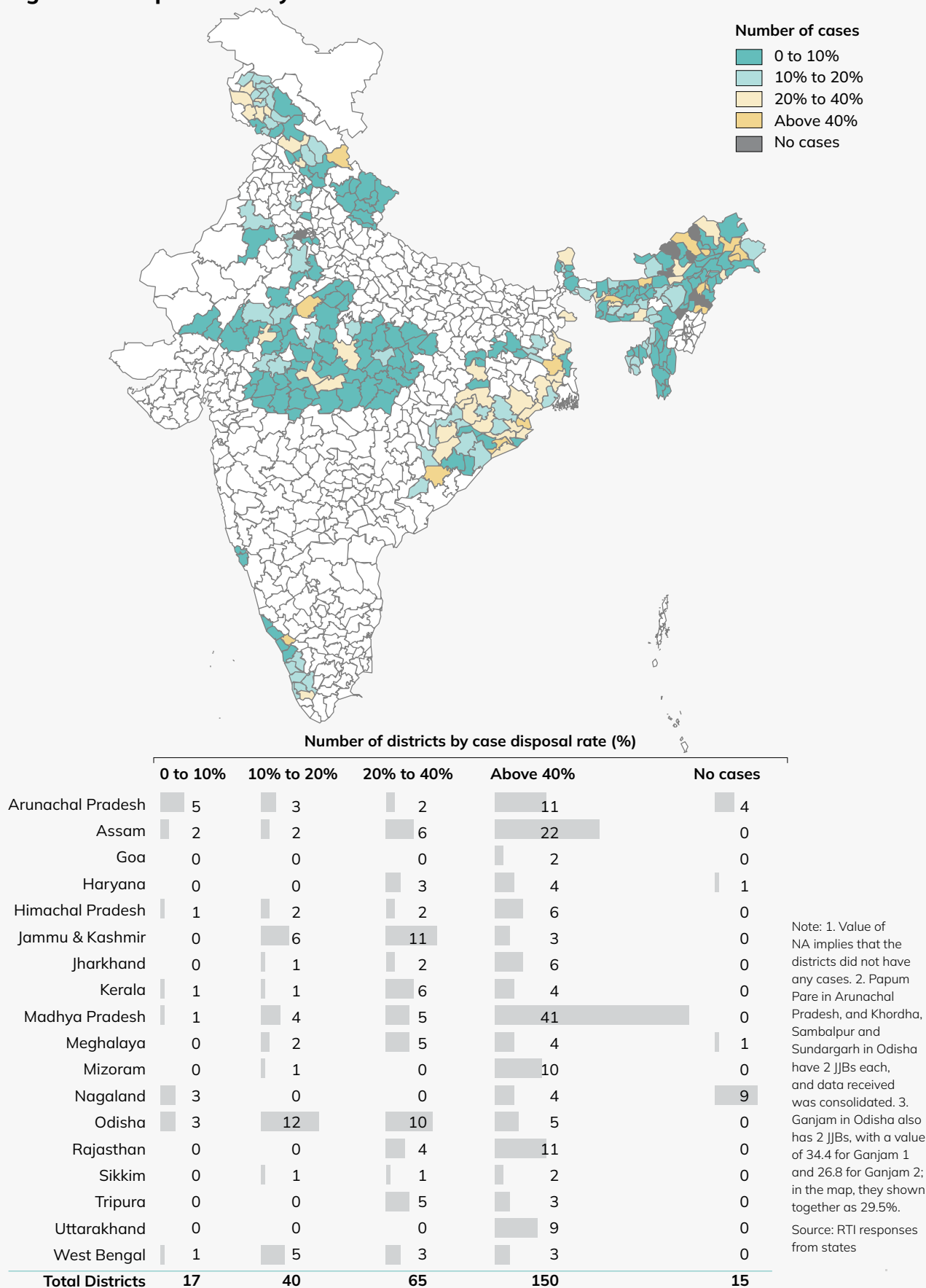


**Number of districts by caseload**

	0 to 100 cases	101 to 500 cases	501 to 1,000 cases	Above 1,000 cases
Arunachal Pradesh	24	1	0	0
Assam	15	17	0	0
Goa	2	0	0	0
Haryana	1	5	1	0
Himachal Pradesh	4	7	0	0
Jammu & Kashmir	8	12	0	0
Jharkhand	2	7	0	0
Kerala	1	11	0	0
Madhya Pradesh	1	28	10	12
Meghalaya	11	1	0	0
Mizoram	10	1	0	0
Nagaland	16	0	0	0
Odisha	5	20	4	2
Rajasthan	0	9	4	2
Sikkim	4	0	0	0
Tripura	8	0	0	0
Uttarakhand	7	2	0	0
West Bengal	1	3	6	2
<b>Total Districts</b>	<b>120</b>	<b>124</b>	<b>25</b>	<b>18</b>

Note: Papum Pare in Arunachal Pradesh, and Khordha, Sambalpur and Sundargarh in Odisha have 2 JJBs each, and data received was consolidated. Ganjam in Odisha also has 2 JJBs, with 259 cases for Ganjam 1 and 456 cases for Ganjam 2; in the map, they shown together as 715 cases.

Source: RTI responses from states

**Figure 6.3: Disposal rate by districts**




**a) Nil to 100 Cases:** 120 of the 292 JJBs had workloads in this range: 32 JJBs could clear only 25 per cent or less.<sup>2</sup> Fourteen<sup>3</sup> Boards in Arunachal, Meghalaya and Nagaland reported no workload at all. Seven, though they had pending cases (3 in Nagaland; 3 in Arunachal Pradesh; and 1 in Madhya Pradesh)<sup>4</sup> reported disposing of none. Two in Arunachal Pradesh (Kra Daadi and Dibang Valley) and Mon in Nagaland disposed of all its cases.

**b) 101 to 500 Cases:** 124 Boards (42%) had moderate caseloads. None could clear all cases. Only Burhanpur, Madhya Pradesh with 441 cases could clear 92 per cent. Four in Datia, Madhya Pradesh; Chamba, Himachal Pradesh; Udham Singh Nagar, Uttarakhand and Aizawl, Mizoram managed to clear more than 80 per cent. On the other hand, Goalpara and Udalguri, Assam; and Wayanad, Kerala, despite having less than 200 cases, cleared less than 10 per cent.

**c) 501 to 1000 Cases:** In the 25 JJBs in this category, disposals never exceeded 75 per cent. Madhya Pradesh's Dhar and Rajasthan's Tonk, both with a caseload of more than 580, cleared exactly 75 per cent—the highest share in this range. Eight JJBs—all in West Bengal and Odisha—with workloads between 530 to 998, cleared less than 20 per cent.

**d) Above 1000 cases:** Eighteen JJBs were handling over 1,000 cases each. The highest workload was in Indore, Madhya Pradesh, with 2,077 cases, followed by Betul in the same state with 1,810. In fact, Madhya Pradesh accounted for twelve of these eighteen high-caseload districts. The share of cases disposed varied widely, ranging from a low of 13 per cent in Sundargarh, Odisha (caseload of 1,479), to a high of 78 per cent in Vidisha, Madhya Pradesh (caseload of 1,100).

**Legal Service Clinics:** To ensure ready access to a lawyer for a child in conflict with the law, each JJB should have a District Legal Services Authority (DLSA) legal services clinic attached. In practice, only 152 Boards—just over

half—reported attached clinics. Odisha and Madhya Pradesh reported clinics attached to all Boards, while Assam reported 12 clinics for 32 Boards. In Haryana, only 8 of 22 JJBs responded, and of those, just 4 reported an attached clinic. Nagaland reported none.

**Inspections:** Ideally, a JJB must inspect each home in its particular jurisdiction at least once every month or 12 times a year.<sup>5</sup> If accommodated in the same physical space but segregated by function each would still require the authority tasked with oversight to diligently visit each segment separately at least once a month. Overall, the 292 Boards would have had to make over 2,000 visits to the 110 Observation Homes; 35 Special Homes and 26 Places of Safety (counting integrated homes as separate facilities) over a 12-month period. In reality, boards made 778 visits.

Returns provide only dates of visits made, did not elaborate on which particular facility had been inspected. Tonk and Udaipur, Rajasthan with 52 and 45 visits to 4 facilities report meeting the minimum. Other districts that met the minimum were Nainital and Pauri Garhwal, Uttarakhand; Dumka and Gumla, Jharkhand, Srinagar, Jammu & Kashmir and Nadia and Dakshin Dinajpur boards in West Bengal.

In short, only 7 districts out of 160 who responded could meet the statutory minimum; 6 recorded no visits at all.<sup>6</sup> The number of visits varied considerably even in adjoining areas or between different types of home. Illustratively, while Tonk in Rajasthan could boast a full set of visits being made, Kota reported no inspections at all. Similarly, in Kerala, while 17 visits were made to homes in Kozhikode, Ernakulam reported none.

## Presence of child care institutions

So that no child is forced far from his natural habitat every district must have some facility to accommodate a child in conflict with the law. Even taking into account

2 Eight in Arunachal Pradesh (Lepa Rada, Lower Dibang Valley, Namsai, Lohit, Upper Subansari, Tirap, Upper Siang, West Kameng); 2 in Himachal Pradesh (Bilaspur, Kinnaur); 6 in Jammu & Kashmir (Udhampur, Doda, Reasi, Ramban, Poonch, Samba); 1 in Jharkhand (Jamtara); 1 in Kerala (Pathanamthitta); 1 in Madhya Pradesh (Sheopur); 3 in Meghalaya (West Khasi Hills, East Garo Hills, North Garo Hills); 1 in Mizoram (Khawzawl); 3 in Nagaland (Longleng, Mokokchung, Phek); 1 in Odisha (Deogarh); 1 in Sikkim (North Sikkim) and 2 in Tripura (North Tripura, South Tripura).

3 Four in Arunachal Pradesh: Kamle, Kurung Kumey, Pakke-Kessang and Shi-Yomi; 9 in Nagaland: Chumoukedima, Kiphire, Niuland, Noklak, Peren, Shamator, Tseminyu, Wokha and Zunheboto; and 1 in Meghalaya: Eastern West Khasi Hills.

4 Phek, Longleng and Mokokchung in Nagaland; Lepa Rada, Lower-Dibang Valley and Namsai in Arunachal Pradesh; Sheopur in Madhya Pradesh.

5 Section 8(3)(j) of the Juvenile Justice (Care and Protection) Act, 2015.

6 Tripura (West Tripura and South Tripura); Assam (Dima Hasao, Karbi Anglong, Goalpara); Haryana (Ambala, Charkhi Dadri, Faridabad, Kaithal); Kerala (Alappuzha); Meghalaya (Ri Bhoi, Eastern West Khasi Hills) and West Bengal (Dakshin Dinajpur).



**Figure 6.4: Legal Aid Clinics in JJBs**

	Total JJBs	JJBs with caseload	Legal aid clinics	Legal aid clinics as a % of total JJBs
Arunachal Pradesh	26	26	NP	NP
Assam	32	32	12	37.5
Goa	2	2	1	50.0
Haryana	22	8	4	50.0
Himachal Pradesh	11	11	3	27.3
Jammu & Kashmir	20	20	11	55.0
Jharkhand	24	9	NP	NP
Kerala	14	12	5	41.7
Madhya Pradesh	51	51	50	98.0
Meghalaya	12	12	NP	NP
Mizoram	11	11	11	100.0
Nagaland	16	16	0	0.0
Odisha	34	34	30	88.2
Rajasthan	34	15	NP	NP
Sikkim	4	4	4	100.0
Tripura	8	8	8	100.0
Uttarakhand	13	9	5	55.6
West Bengal	22	12	8	66.7
<b>Total</b>	<b>356</b>	<b>292</b>	<b>152</b>	<b>52.1</b>

Note: Papum Pare in Arunachal Pradesh, and Khordha, Sambalpur and Sundargarh in Odisha have 2 JJBs each, and data received was consolidated. Ganjam in Odisha also has 2 JJBs, with 259 cases for Ganjam 1 and 456 cases for Ganjam 2; in the map, they shown together as 715 cases.

Source: RTI responses from states

that a given Observation Home may serve a cluster of districts there were just 110 individual Observation Homes covering just over 1/3rd of 292 districts. The number of Special Homes, which a state may set up at its own discretion, was 35.

Several states had combined two or three types of residential homes into one facility. *Though these homes function in the same physical space, they have been counted as separate facilities.* Twenty-three such were to be found in Arunachal Pradesh, Goa, Himachal Pradesh, Madhya Pradesh, Mizoram, Nagaland, Odisha, Tripura and West Bengal. A few districts, such as Aizawl in Mizoram, had 1 Observation Home cum Special Home for girls; 1 Observation Home for boys and 1 Special Home for boys. But 186 districts recorded having no homes of either type at all.

Each state must have at least one Place of Safety for children between the ages of 16 and 18 accused or convicted of heinous crimes as well as for those who have, or who may have committed a serious offence when underage but have attained adulthood during the pendency of proceedings. Rajasthan records having

six. Assam and Sikkim record none. Arunachal Pradesh, Goa, Himachal Pradesh and West Bengal had places of safety integrated with other facilities.

If there were only a few segregated and specialised facilities for boys, the number was even fewer for girls: across the 292 districts assessed, there were only 40 homes available for girls. Unusually, Nagaland, Sikkim and Tripura reported mixed facilities.<sup>7</sup>

**Persons in Charge:** Overall control, management and supervision of any child care institution hinges on there being a 'person-in-charge', as the JJ Act designates. This person is also the member secretary of the management committee. Yet only 94 such officers were reported across 171 homes. Six homes, 1 in Angul; 2 in Ganjam Odisha; 1 in Kozhikode, Kerala, 1 in Howrah, West Bengal and 1 in North Tripura reported no persons in charge. The remaining 77 provided no information.

**Medical Officer:** Each home of whatever type must have "at least one medical officer on call." Of the 171 total homes, only 19 mention having doctors. Assam, Haryana, Meghalaya and Sikkim reported doctors being

<sup>7</sup> Rule 29 of the Juvenile Justice Model Rules, 2016 provides for separate facilities for girls and boys.

**Figure 6.5: Childcare Institutions**

States  
18

Districts  
104

Homes  
140

Homes for Girls  
40

District	CCI (OBH/SH/Pos)	District	CCI (OBH/SH/Pos)
<b>Arunachal Pradesh</b>		Indore	OBH for Boys; SH-PoS for Boys; <b>SH-PoS for Girls</b>
East Siang	OBH-PoS *	Jabalpur	OBH for Boys
<b>Assam</b>		Jhabua	OBH for Boys
Chachar	OBH for Boys	Khandwa	OBH for Boys
Jorhat	OBH for Boys	Morena	OBH for Boys
Kamrup Metropolitan	<b>OBH for Girls</b>	Narsinghpur	OBH for Boys
Kamrup Amingaoan (Rural)	OBH for Boys	Ratlam	OBH for Boys
Nagaon	<b>OBH for Girls</b>	Rewa	OBH for Boys
<b>Goa</b>		Sagar	OBH for Boys
North Goa	<b>OBH-SH-PoS for Girls;</b> OBH-SH for Boys	Seoni	OBH for Boys; SH-PoS for Boys
<b>Haryana</b>		Shahdol	<b>OBH for Girls</b>
Ambala	OBH for Boys	Ujjain	OBH for Boys
Faridabad	OBH for Boys; PoS for Boys	Vidisha	<b>OBH for Girls</b>
<b>Himachal Pradesh</b>		<b>Meghalaya</b>	
Shimla	<b>OBH-SH-POS for Boys and Girls **</b>	East Khasi Hills	OBH for Boys; <b>OBH for Girls;</b> PoS for Boys; <b>PoS for Girls;</b> SH for Boys; <b>SH for Girls</b>
Una	<b>OBH-SH-POS for Boys and Girls **</b>	West Garo Hills	OBH for Boys
<b>Jammu &amp; Kashmir</b>		<b>Mizoram</b>	
Jammu	OBH *	Aizawl	OBH for Boys; SH for Boys; <b>OBH-SH for Girls; PoS for Girls and Boys</b>
Srinagar	OBH *	Kolasib	OBH for Boys
<b>Jharkhand</b>		Lawngtlai	OBH for Boys
Dhanbad	OBH *	Lunglei	OBH for Boys; SH for Boys
Dhumka	OBH *	Mamit	OBH for Boys
Gumla	OBH *	Saiha	OBH for Boys
Hazaribagh	OBH *	Serchhip	OBH for Boys
Simdega	OBH *	Champhai	OBH for Boys
<b>Kerala</b>		Saitual	OBH for Boys
Alappuzha	OBH for Boys	Khawzawl	OBH for Boys
Ernakulam	OBH for Boys	Hnahthial	OBH for Boys
Kozhikode	<b>OBH for Girls;</b> OBH for Boys	<b>Nagaland</b>	
Thrissur	PoS for Boys	Dimapur	<b>OBH for Girls and Boys;</b> <b>SH-PoS for Girls and Boys</b>
<b>Madhya Pradesh</b>		Kiphire	<b>OBH for Girls and Boys</b>
Bhopal	OBH for Boys	Kohima	<b>OBH for Girls and Boys</b>
Betul	OBH for Boys	Longleng	<b>OBH for Girls and Boys</b>
Chhatarpur	OBH for Boys	Mokokchung	<b>OBH for Girls and Boys</b>
Guna	OBH for Boys		
Gwalior	OBH for Boys		

\* No response on whether its for both boys and girls. \*\* Combined home for girls and boys. \*\*\* Not specified whether it's for both boys and girls.  
Source: RTI responses from states

Continued on next page...

District	CCI (OBH/SH/Pos)
Mon	OBH for Girls and Boys
Peren	OBH for Girls and Boys
Phek	OBH for Girls and Boys; SH for Girls and Boys
Tuensang	OBH for Girls and Boys
Wokha	OBH for Girls and Boys
Zunheboto	OBH for Girls and Boys

#### Odisha

Angul	OBH-SH for Boys
Boudh	OBH-SH for Boys
Ganjam	OBH-SH for Boys; <b>OBH-SH for Girls</b>
Kalahandi	OBH-SH for Boys
Malkangiri	OBH-SH for Boys
"Sundargarh"	OBH-SH for Boys; PoS***

#### Rajasthan

Alwar	OBH *
Bundi	OBH *
Bharatpur	OBH*; SH *; PoS *
Bhilwara	OBH*; SH *; PoS *
Chittorgarh	OBH *
Churu	OBH *
Dausa	OBH *
Hanumangarh	OBH *
Jalore	OBH*; SH *; PoS *
Jhalawar	OBH *
Kota	OBH*; SH *; PoS *
Rajasamand	OBH*; SH *; PoS *
Sirohi	OBH *

District	CCI (OBH/SH/Pos)
Tonk	OBH*; SH *; PoS *
Udaipur	OBH *
<b>Sikkim</b>	
East Sikkim (Gangtok)	<b>OBH for Girls and Boys</b>
South Sikkim (Namchi)	<b>OBH for Girls and Boys</b>

#### Tripura

Gomati	OBH-SH for Boys
North Tripura	<b>OBH for Girls and Boys; SH for Girls and Boys</b>
West Tripura	<b>OBH for Girls and Boys; SH for Girls and Boys; PoS for Girls and Boys</b>

#### Uttarakhand

Almora	OBH for Boys
Nainital	OBH for Boys; <b>OBH for Girls</b>
Pauri Garhwal	OBH for Boys; <b>OBH for Girls</b>
Udham Singh Nagar	OBH for boys

#### West Bengal

Cooch Behar	<b>OBH-SH-PoS for Girls</b>
Hooghly	OBH for Boys
Howrah	<b>OBH-SH-PoS for Girls; OBH for Boys</b>
Jalpaiguri	OBH-SH-PoS for Boys
Murshidabad	<b>OBH-SH-PoS for Girls; OBH-SH-PoS for Boys</b>
Nadia	OBH for Boys
Paschim Medinipur	OBH for Boys
Purba Medinipur	OBH for Boys

\* No response on whether its for both boys and girls. \*\* Combined home for girls and boys. \*\*\* Not specified whether it's for both boys and girls.  
Source: RTI responses from states

available for each Observation Home. Odisha, with 7 Observation cum Special Homes reported just three. Himachal Pradesh, Kerala, Mizoram, Nagaland and Tripura reported no doctors.

**Counsellors:** Rule 26(7) Juvenile Justice Model Rules, 2016 suggests at least two counsellors, psychologists, or mental health professionals per facility. Of the 171 total homes, only 70 report having counsellors. Haryana, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura reported a counsellor available for each Observation Home. Uttarakhand with six Observation Homes reported none. Special Homes in Meghalaya (2); Mizoram (3) and Tripura (3), each reported one facility short of a counsellor. Tripura also reported no counsellor available in its place of safety.

## Legal-cum-Probation Officers

Mission Vatsalya guidelines stipulate that a Legal-cum-Probation Officer function under the District Child Protection Officer to 'coordinate and supervise all the programmes and activities relating to children in conflict with law' and 'provide support to JJBs and CWCs at the district level'. Only 146 were available to 292 Boards. Thirteen districts said they had none.<sup>8</sup> Himachal Pradesh, Mizoram and Odisha reported one for every district. Six states—Arunachal Pradesh, Goa, Jammu & Kashmir, Jharkhand, Rajasthan and Uttarakhand—provided no information.

8 North Goa, Goa; Ernakulam, Kerala; Hnathial, Khawzawl and Saitual, Mizoram and Kota, Rajasthan.

## **CHAPTER 7**

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# **Data and Access to Information**

**R**eliable and accessible data is an anchor for evidence-based policy and accountability in juvenile justice. The Juvenile Justice (JJ) system is anchored in the principle that children in conflict with the law must be rehabilitated through a process that restores their sense of dignity and belonging. The mandate of all authorities is intended to flow into one single goal - 'the best interest of the child'.

The principle of child care and protection meets a complex reality. A child's journey through the system involves multiple authorities: the police (particularly the Special Juvenile Police Units); the Juvenile Justice Boards (JJBs) which hear its case; District Child Protection Units (DCPUs) that coordinate care and follow-up; probation officers who assess and monitor behaviour; legal aid providers who represent the child; Observation Homes that provide interim shelter while the inquiry is ongoing and special homes and places of safety that are intended to provide long term rehabilitation of those convicted of offences. Each of these operates under different chains of command — Home Department, Law, Women and Child Development Department, and even converges with Education, and Health ministries.

In practice, the presence of so many authorities with disparate chains of command to report to, itself creates challenges of coordination, and bottlenecks when one or other link in the chain is missing. For instance, police may delay producing a child before the JJB within the legally mandated 24 hours because the police is understaffed or untrained. A child may be kept in an adult lock-up, or legal aid or case worker may arrive too late to make a meaningful difference at a bail hearing. Despite its mandate to be available at all hours it may be that the JJB or its members are not available. Probation officers may struggle to complete their inquiries within timelines because information from schools, families, and health departments is missing or outdated.

To address these systemic gaps, effective coordination is essential—especially at the district level where services intersect. The JJB, for instance, cannot function effectively if it does not have timely access to social investigation reports, legal aid updates, or real-time data from Observation Homes. District-level convergence mechanisms like the DCPO must ensure that information—such as whether a child has a history of substance use, or is a repeat offender—is

shared across units promptly. In addition, absence of information about the regularity of inspections, if not provided or left unscrutinised by supervising authorities can inadvertently do harm, destroy the fabric of accountability, and leave institutionalised children in continuously perilous conditions.

Mission Vatsalya, is intended to bring about exactly this kind of convergence. It requires that detailed, disaggregated data on each child in conflict with the law is collected, shared laterally between district actors, and passed upward to state nodal departments. For example, a DCPU must share monthly reports on the functioning of child care institutions to the State Child Protection Society. Tools like the Mission Vatsalya portal are designed to support this but can be effective only if all actors—police, homes, JJBs, DCPUs—update it consistently.

Ultimately, protecting the rights of children in conflict with the law isn't just a legal mandate—it is a test of whether systems can speak to each other, and speak to support the ultimate objective of setting a child in conflict with the law on a sure path to rehabilitation and integration into society.

In 2023, the IJR initiated a study to assess how well the various institutions under the juvenile justice framework are capacitated and how effectively they communicate with one another—specifically in relation to children in conflict with the law. In the absence of uniform, complete, updated publicly accessible data, the study relied on Right to Information applications to state-level nodal agencies that are obliged to collect and retain district data for coordination and oversight.

The legal benchmark is clear: Section 4 of the Right to Information Act 2005 requires public authorities to maintain, index, computerise and proactively disclose records. This is not merely an administrative requirement but part of the fundamental right of the public to know. Section 7(9) permits refusal of information only where compilation would disproportionately divert resources - this exception does not apply where such data is already required to be compiled as part of routine duties.

The questions put to each department aligned directly with their mandates. Although the information was formally requested under Section 6 of the RTI Act, it

bears emphasis that much of what was sought falls within the proactive disclosure obligations outlined in Section 4 of the RTI Act.

The IJR framed 16 questions pertaining to the capacity of the system between October 2022 to November 2023. This totalled up to over 250 applications<sup>1</sup> in 28 states and 2 Union Territories. The requests were addressed to four key departments: the Department of Women and Child Development (WCD), the State Child Protection Society (SCPS), the Police Headquarters and the State Legal Services Authority (SLSA). These agencies were approached because they are the officially designated nodal authorities for mapping the implementation of the JJ Act and the Mission Vatsalya scheme.

The IJR received more than 500 replies; 36 per cent came from nodal authorities; 29 per cent were transferred to districts; 24 per cent received no responses at all, and 11 per cent were rejected outright. Only Mizoram, Nagaland and Sikkim responded fully to all 16 questions. Of all nodal agencies, the State Legal Services Authorities were the most responsive. But even they transferred 37 per cent to districts.

**Responses from Nodal agencies:** Responses from nodal repositories revealed that data was often not readily available, poorly compiled, or missing altogether. For example, SCPS in Haryana, Kerala, Maharashtra and Uttarakhand could provide partial data leaving out one or other element of: the number and capacity of Observation Homes, Special Homes and Places of Safety or details of vocational training and educational facilities. Bihar, Gujarat, Jharkhand and Tamil Nadu on the other hand failed to respond at all.

In every state, except Mizoram, nodal agencies routinely redirected requests to districts. In Andhra Pradesh, Police Headquarters—despite being the very agency responsible for establishing Special Juvenile Police Units (SJPU) and appointing Child Welfare Police Officers (CWPOs)—redirected RTI requests to their districts and circles and “concerned units.” However, these are the very entities whose existence only comes into being on orders issued and actions taken by the Police Headquarters itself. Only Headquarters can confirm whether these

units had in fact been constituted, their numbers and under what Government Order.

Similarly, in Madhya Pradesh, Police Headquarters forwarded queries regarding the number and functioning of SJPU and CWPOs to the Women’s Security Branch. This suggests that information related to child protection was siloed off as a peripheral concern rather than treated as an integrated part of policing. In any case, the Women’s Security Branch failed to respond, leaving open the baseline question of who, if anyone, at the state level holds consolidated information on the policing and protection of children in conflict with the law.

**Responses from Districts:** District level responses were inevitably partial and deficient. Not all districts to which a nodal agency had transferred the query responded and even those that did exhibited inconsistencies - a district, say, that replied to one specific question often failed to provide answers to others. For example, in Telangana, while 23 districts responded to the question on CWPOs, only 7 responded on SJPU.

Similarly, in Andhra Pradesh and Bihar, only about half of the DLSAs to which the nodal authority in the state transferred the request gave responses. One district in Haryana and two in Kerala did not respond at all. In West Bengal, only 8 out of 13 districts replied and in Uttarakhand, 14 out of 23.

The IJR did not pursue refusals or partial responses from redirected referrals to districts, both in order to remain within the remit of RTI law (seek information from the authority responsible for holding it) and to test nodal compliance. Except where privacy requires redaction, such data should be routinely available to nodal officers and the public.

**Outright rejections:** Uttar Pradesh and Gujarat rejected all queries at all levels. When rejecting a request that asked how many legal service clinics were attached to the JJ, the Observation Home and places of safety, as required under NALSA’s 2011 regulations<sup>2</sup>, the Gujarat SLSA cited the lack of necessity to compile such information and more importantly indicated that the request for information “does not clarify larger public

1 A copy of questions shared with states/UTs is included in the Annexures.

2 Gujarat Right to Information, Notification No. SB.1/102001/8203/goi-62, dated 25 October 2025, Home Department, Sachivalaya, Gandhinagar. Available at: [https://dfs.gujarat.gov.in/Upload/dfs\\_act\\_060422.pdf](https://dfs.gujarat.gov.in/Upload/dfs_act_060422.pdf)

interest or any bona fide reason". This appears to put an unwarranted gloss on the access to information statute ostensibly based on an interpretation of a Gujarat High Court order.<sup>3</sup> This blanket refusal to provide what is in fact information of a category that should routinely be provided to the high court and the National Legal Services Authority and is also generally required to be put out proactively in the public domain in the normal course of the administration of justice. Elsewhere across the country for the most part, State Legal Services Authorities readily provided the same information.

Gujarat's police headquarters transferred the application to CID (Crime and Railways) who cited their blanket exemption as a 'security organisation' under the Gujarat Right to Information notification.<sup>4</sup> The state's Women and Child Department also transferred the information request to the Department of Social Justice and Empowerment who then did not respond. This was in similar vein to questions on the number of homes and places of safety, their capacity, staff and JJ Fund, asked to the Gujarat State Child Protection Society who also did not respond.

In Uttar Pradesh, the information asked of the Rajya Bal Sanrakshan Samiti (SCPS) was rejected with an explanation from the Department of Women and Child Development to say that the accompanying postal order could not be encashed because "is tarah ka koi vibhag Uttar Pradesh Rajya may sanchalit nahi hai" (no such department exists in the state). Instead, they advised a new set of RTIs be directed at the Department of Women and Child Development. A subsequent request

to that department simply elicited a response to go to the website. This had partial information on the number of homes but none of the other information sought.

Key to the effective working of the system is the upward flow of timely, reliable information—built on data created and shared laterally across districts and carried vertically to state nodal agencies. Under the JJ Act and Mission Vatsalya, nodal institutions (SCPS, Police HQ for SJPU's/CWPOs, SLSA, JJBs, DCPUs) must generate, use, and manage ground-level data, and districts must transmit it upward. Nodal bodies can only oversee and coordinate if they hold complete, consolidated district data and keep it ready for planning, monitoring, timely response, and repair.

The treatment of RTI requests—late, partial, or no responses—shows a weak information culture. This pattern points to a foundational challenge in data management. RTI requests were routinely forwarded to districts, where information often rests incomplete and uncollated and does not travel upward.

The routine redirection to districts also lends credence to the proposition that nodal repositories are not being supplied with, or do not demand and retain, complete time-series information—and therefore have no means to effectively monitor implementation. It suggests that monitoring and supervisory mandates are compromised, weakening accountability and transparency—for the individual child and for cohorts needing focused attention.



3 Order dated 27 January 2021 passed in the case of *Vinubhai Haribhai Patel (Malavia) vs Assistant Commissioner of Income Tax [R/Letters Patent Appeal No. 1169 of 2016]*.

4 Gujarat Right to Information, Notification No. SB.1/102001/8203/goi-62, dated 25 October 2025, Home Department, Sachivalaya, Gandhinagar. Available at: [https://dfs.gujarat.gov.in/Upload/dfs\\_act\\_060422.pdf](https://dfs.gujarat.gov.in/Upload/dfs_act_060422.pdf)



**Figure 7.1: State-wise RTI Responses**

- Reply from nodal agency
- Transferred to districts (exceptions in footnotes)
- Not responded
- Rejected

		SLSA		Police Headquarters			
	Districts in state	LSC in state	Separate panel of lawyers for JJB	SJPU per district	CWPOs per police station	Female social workers	Women CWPO in state
Large and mid-sized states							
Andhra Pradesh	26	13/26	13/26				
Assam	35	33/35	33/35	19/34	19/34	19/34	19/34
Bihar	38	19/38	22/38				
Chhattisgarh	33						
Gujarat	33						
Haryana	22	21/22	21/22				
Jharkhand	24			2/24	11/24	0/24	11/24
Karnataka	31						
Kerala	14	12/14	13/14			15/22	
Madhya Pradesh	55						
Maharashtra	36		28/36				
Odisha	30			22/36	22/36	12/36	22/36
Punjab	23						
Rajasthan	41						
Tamil Nadu	38						
Telangana	33		10/33	7/33	23/33	5/33	23/33
Uttar Pradesh	75						
Uttarakhand	13	8/13	8/13				
West Bengal	23	14/23	15/23				
Small states							
Arunachal Pradesh	28	0/26	0/26				
Goa	2	2/2	2/2	2/2	2/2	2/2	2/2
Himachal Pradesh	12	5/12	7/12	12/14	12/14	2/14	12/14
Manipur	16						
Meghalaya	12			11/12	11/12	2/12	11/12
Mizoram	11						
Nagaland	16			11/16	11/16	6/16	11/16
Sikkim	6			4/6	4/6	4/6	4/6
Tripura	8			4/8	4/8	4/8	4/8
Union Territories							
Delhi	11			13/17	13/17	5/17	13/17
Jammu & Kashmir	20			16/22	16/22	2/22	16/22

Note: 1. Andhra Pradesh transferred the queries on JJB per district, pending cases per JJB and number of inspections to its Juvenile Welfare Department, which did not respond. 2. Kerala transferred the query on female social workers to DCPU (15/22 responded). 3. Madhya Pradesh transferred the queries on SJPU per district, CWPOs per police station, female social workers and women CWPO in the state to its Women Security Branch, which did not respond. 4. States arranged in alphabetical order within respective cluster.

**Figure 7.1: State-wise RTI Responses**

- Reply from nodal agency
- Transferred to districts (exceptions in footnotes)
- Not responded
- Rejected

	SCPS			WCD		
	Social workers in SJPU	OBH per district	PoS per state	JJB per district	Pending cases per JJB	Number of Inspection
<b>Large and mid-sized states</b>						
Andhra Pradesh						
Assam						
Bihar						
Chhattisgarh						
Gujarat						
Haryana		8/22		8/22	8/22	8/22
Jharkhand				10/24	9/24	9/24
Karnataka						
Kerala		6/14	1/14	12/14	12/14	11/14
Madhya Pradesh	4/55			6/55	6/55	
Maharashtra	1/36	8/36	2/36			
Odisha						30/34
Punjab						
Rajasthan				19/41	15/41	15/41
Tamil Nadu						
Telangana						
Uttar Pradesh						
Uttarakhand		4/13	4/13	10/13	9/13	10/13
West Bengal	3/23				12/23	10/23
<b>Small states</b>						
Arunachal Pradesh						
Goa						
Himachal Pradesh	1/14					
Manipur						
Meghalaya						
Mizoram						
Nagaland						
Sikkim						
Tripura						
<b>Union Territories</b>						
Delhi						
Jammu & Kashmir						

Note: 1. Andhra Pradesh transferred the queries on JJB per district, pending cases per JJB and number of inspections to its Juvenile Welfare Department, which did not respond. 2. Kerala transferred the query on female social workers to DCPU (15/22 responded). 3. Madhya Pradesh transferred the queries on SJPU per district, CWPOs per police station, female social workers and women CWPO in the state to its Women Security Branch, which did not respond. 4. States arranged in alphabetical order within respective cluster.

# **Annexures**

## Annexure A: RTI Questions to the Police Headquarters

1. Please provide the following:

- a) Legible copies of the government order constituting district-wise SJPUs and current members of SJPUs as provided under section 107 of the JJ Act, 2015.
- b) Legible copies of the official orders appointing the current chairperson, child welfare police officers and social workers as members of SJPUs in every district.
- c) Legible government orders which state the appointment of Child Welfare Police officers in each police station in Kerala.
- d) The names of male and female police officers currently appointed as Child Welfare Police Officers, along with the designation and date of appointment in every police station in Kerala.
- e) The names of police stations which do not have designated CWPOs.

## Annexure B: RTI Questions to the State Child Protection Society

1. Please provide the following for Observation Homes (OBHs):

- a) The government orders establishing observation homes (OBHs) as required under Section 47 of the JJ Act, 2015
- b) The district-wise details list of observation homes (OBHs), including date of establishment, address, sanctioned capacity for boys and girls and current strength as of 31st October 2023.

c) The sanctioned and actual strength number of persons in charge, counsellors, medical officers and support staff in every observation home set up in every district in the state.

d) A copy of all official records which contain details of the vocational and educational program being conducted for the benefit of inmates in observation homes as of 31st October 2023

e) Copies of official records which provide for the establishment of the management committees as well as the names and designation of the members as of 31st October 2023 as per Section 53(2) and Rule 39 of the Juvenile Justice (Care and Protection) Act, 2015 in every Observation home (OBHs) in every district in the state

2. Please provide the following for Special Homes (SHs):

a) The government orders establishing Special Homes (SHs) as required under Section 48 of the JJ Act, 2015

b) The district-wise details of special homes, including date of establishment, address, sanctioned capacity for boys and girls and current strength as of 31 October 2023.

c) The sanctioned and actual strength number of persons in charge, counsellors, medical officers and support staff in every special home set up in every district in the state.

d) A copy of all official records which contain details of the vocational and educational program being conducted for the benefit of inmates in Special homes as of 31st October 2023.

e) Copies of official records which provide for the establishment of the management committees as well as the names and designation of the members as of 31st October 2023 as per Section 53(2) and Rule 39 of the Juvenile Justice (Care and Protection) Act, 2015 in every special home in every district in the state

3. Please provide the following for Places of Safety (PoS):
  - a) The government orders establishing Places of Safety (PoS) as required under Section 49 of the JJ Act, 2015.
  - b) The district-wise details of places of safety, including date of establishment, address, sanctioned capacity for boys and girls and current strength as of 31st October 2023.
  - c) The sanctioned and actual strength number of persons in charge, counsellors, medical officers and support staff in every place of safety set up in every district in the state.
  - d) A copy of all official records which contain details of the vocational and educational program being conducted for the benefit of inmates in Place of Safety as of 31st Oct 2023.
  - e) Copies of official records which provide for the establishment of the management committees as well as the names and designation of the members as of 31st October 2023 as per Section 53(2) and Rule 39 of the Juvenile Justice (Care and Protection) Act, 2015 in every place of safety in every district in the state.
4. Please provide the dates on which the District Child Protection Officer made field visits to observation homes between the periods of 1 November 2022 to 31 October 2023.
5. Please provide the dates on which the District Child Protection Officer made field visits to Special Homes between the periods of 1 November 2022 to 31 October 2023.
6. Please provide a district-wise list of Legal cum Probation Officers in the state as of 31 October 2023.
7. Please provide:
  - a) The details of state budgetary allocation to the Juvenile Justice Fund (JJF) for the years 2020-21, 2021-22 and 2022-23.
  - b) A copy of the Juvenile Justice Fund Rules for the State as required to be notified under section 105 of the JJ Act 2015, read with Rule 83(6) of the JJ Model Rules, 2016.

## Annexure C: RTI Questions to the Department of Women and Child Development

Please provide the following:

1. Government orders establishing Juvenile Justice Boards (JJBs) in each district as required under Section 4 of the JJ Act, 2015, read with Rules 3 and 4 of the JJ Model Rules, 2016.
2. The district-wise list and address of Juvenile Justice Boards set up in the state, along with the names of the Principal Magistrate and social workers as of 31st October 2023.
3. The dates on which juvenile justice boards undertook inspections of Residential facilities for Children in Conflict with the Law (CCLs) in their respective districts as per Section 8(j) of the JJ Act, 2015.

4. On workload:
  - a) The number of cases pending before each Juvenile Justice Board as of 31 October 2022.
  - b) The number of cases received between 1 November 2022 and 31 October 2023.
  - c) The number of cases disposed of between 1 November 2022 and 31 October 2023.
  - d) The number of cases pending as of 31 October 2023.
- c) Special homes in the state.
- d) Places of safety in the state.
2. The list of empanelled lawyers in each legal aid clinic of JJB and the following details in the given format or any other format convenient to the authority.
3. The number of Children who were beneficiaries of legal aid in your state in the years 2018-19, 2019-20, 2020-21, 2021-22 and 2022-23 in the given format or any other format convenient to the authority.

## Annexure D: RTI Questions to the State Legal Service Authority

1. Please provide the number of legal service clinics attached to the following
  - a) Juvenile justice boards in the state.
  - b) Observation homes in the state.



## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
<b>Arunachal Pradesh</b>									
Anjaw	1	3	1	2	33.3	NP	NP	NP	1
Changlang	1	16	11	5	68.8	NP	NP	NP	1
Dibang Valley	1	13	13	4	100.0	NP	NP	NP	1
East Kameng	1	36	17	17	47.2	NP	NP	NP	1
East Siang	1	33	23	10	69.7	NP	NP	NP	1
Kamle	1	0	0	0	NA	NP	NP	NP	1
Kra-Daddi	1	2	2	0	100.0	NP	NP	NP	1
Kurung Kumey	1	0	0	0	NA	NP	NP	NP	1
Lepa Rada	1	2	0	2	0.0	NP	NP	NP	1
Lohit	1	37	1	36	2.7	NP	NP	NP	1
Longding	1	9	7	2	77.8	NP	NP	NP	1
Lower-Dibang Valley	1	12	0	12	0.0	NP	NP	NP	1
Lower-Siang	1	4	3	1	75.0	NP	NP	NP	1
Lower-Subansari	1	16	7	9	43.8	NP	NP	NP	1
Namsai	1	23	0	23	0.0	NP	NP	NP	1
Pakke-Kessang	1	0	0	0	NA	NP	NP	NP	1
Papum Pare2 JJBs	2	127	20	104	15.7	NP	NP	NP	2
Shi-Yomi	1	0	0	0	NA	NP	NP	NP	1
Siang	1	19	18	1	94.7	NP	NP	NP	1
Tawang	1	4	2	2	50.0	NP	NP	NP	1
Tirap	1	7	1	6	14.3	NP	NP	NP	1
Upper-Siang	1	6	1	5	16.7	NP	NP	NP	1
Upper-Subansari	1	60	3	57	5.0	NP	NP	NP	1
West Kameng	1	38	8	30	21.1	NP	NP	NP	1
West Siang	1	22	14	8	63.6	NP	NP	NP	1
<b>Assam</b>									
Baksa	1	88	68	20	77.3	1	88	0	1
Barpeta	1	150	67	83	44.7	1	150	0	NP
Biswanath	1	48	5	43	10.4	1	48	0	NP
Bongaigaon	1	75	35	40	46.7	1	75	0	NP
Cachar	1	179	100	79	55.9	1	179	0	NP
Charaideo	1	39	16	23	41.0	1	39	1	1
Chirang	1	60	15	45	25.0	1	60	0	1
Darrang	1	121	67	54	55.4	1	121	0	1
Dhemaji	1	43	23	20	53.5	1	43	1	NP
Dhubri	1	205	32	173	15.6	1	205	1	1
Dibrugarh	1	102	76	26	74.5	1	102	0	1
Dima Hasao	1	55	28	27	50.9	0	-	1	1
Goalpara	1	192	10	182	5.2	0	-	0	NP
Golaghat	1	101	48	53	47.5	1	101	0	1
Hailakandi	1	66	28	38	42.4	1	66	1	1



## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
Hojai	1	116	39	77	33.6	1	116	0	NP
Jorhat	1	112	60	52	53.6	1	112	1	1
Kamrup Amingaoan (Rural)	1	128	64	64	50.0	1	128	0	NP
Kamrup Metropolitan	1	107	58	49	54.2	1	107	1	NP
Karbi Anglong	1	66	26	40	39.4	0	-	0	1
Karimganj	1	117	37	80	31.6	1	117	1	NP
Kokrajhar	1	98	43	55	43.9	1	98	0	1
Lakhimpur	1	93	53	40	57.0	1	93	1	NP
Majuli	1	15	11	4	73.3	1	15	1	1
Morigaon	1	179	107	72	59.8	1	179	1	NP
Nagaon	1	329	89	240	27.1	1	329	0	NP
Nalbari	1	76	41	35	53.9	1	76	0	NP
Sivasagar	1	51	25	26	49.0	1	51	0	1
Sonitpur	1	113	49	64	43.4	1	113	0	1
South Salmara-Mankachar	1	6	2	4	33.3	1	6	0	NP
Tinsukia	1	146	67	79	45.9	1	146	1	1
Udalguri	1	163	14	149	8.6	1	163	0	NP
<b>Goa</b>									
South Goa	1	56	45	11	80.4	NP	NP	0	1
North Goa	1	71	47	24	66.2	NP	NP	1	1
<b>Haryana</b>									
Ambala	1	242	149	93	61.6	0	-	NP	1
Charkhi Dadri	1	47	18	29	38.3	0	-	1	1
Faridabad	1	355	211	148	59.4	0	-	1	1
Gurugram	1	582	352	233	60.5	1	582	0	1
Jhajjar	1	-	64	101	NA	1	-	0	1
Kaithal	1	173	69	71	39.9	0	-	1	1
Narnaul	1	121	45	76	37.2	1	121	1	1
Panipat	1	333	189	144	56.8	1	333	0	1
<b>Himachal Pradesh</b>									
Bilaspur	1	84	14	70	16.7	1	84	1	1
Chamba	1	127	111	16	87.4	1	127	1	1
Hamirpur	1	53	22	31	41.5	1	53	NP	1
Kangra	1	176	33	143	18.8	1	176	NP	1
Kinnaur	1	43	3	40	7.0	1	43	NP	1
Kullu	1	102	24	78	23.5	1	102	NP	1
Mandi	1	137	45	92	32.8	1	137	NP	1
Shimla	1	116	60	56	51.7	2	58	1	1
Sirmaur	1	105	45	60	42.9	1	105	NP	1
Solan	1	259	158	101	61.0	1	259	0	1
Una	1	78	35	43	44.9	2	39	0	1

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
<b>Jammu &amp; Kashmir</b>									
Anantnag	1	250	57	219	22.8	NP	NP	NP	1
Bandipora	1	144	29	110	20.1	NP	NP	NP	1
Baramulla	1	486	76	410	15.6	NP	NP	NP	1
Budgam	1	287	61	226	21.3	NP	NP	NP	NP
Doda	1	42	9	33	21.4	NP	NP	NP	1
Ganderbal	1	129	42	86	32.6	NP	NP	NP	NP
Jammu	1	198	117	81	59.1	NP	NP	NP	NP
Kathua	1	64	34	30	53.1	NP	NP	NP	1
Kishtwar	1	22	12	10	54.5	NP	NP	NP	1
Kulgam	1	210	76	134	36.2	NP	NP	NP	1
Kupwara	1	190	66	135	34.7	NP	NP	NP	NP
Poonch	1	56	7	49	12.5	NP	NP	NP	1
Pulwama	1	207	66	143	31.9	NP	NP	NP	1
Rajouri	1	167	26	141	15.6	NP	NP	NP	1
Ramban	1	30	4	26	13.3	NP	NP	NP	1
Reasi	1	53	8	53	15.1	NP	NP	NP	NP
Samba	1	36	9	26	25.0	NP	NP	NP	1
Shopian	1	258	39	222	15.1	NP	NP	NP	1
Srinagar	1	438	121	306	27.6	NP	NP	NP	1
Udhampur	1	92	21	71	22.8	NP	NP	NP	NP
<b>Jharkhand</b>									
Jamtara	1	72	18	54	25.0	NP	NP	NP	NP
Simdega	1	87	69	18	79.3	NP	NP	NP	NP
Latehar	1	126	65	63	51.6	NP	NP	NP	NP
Dhumka	1	143	48	95	33.6	NP	NP	NP	NP
Lohardaga	1	218	142	76	65.1	NP	NP	NP	NP
Gumla	1	264	50	214	18.9	NP	NP	NP	NP
Hazaribagh	1	304	143	161	47.0	NP	NP	NP	NP
Dhanbad	1	320	147	173	45.9	NP	NP	NP	NP
Giridih	1	358	165	193	46.1	NP	NP	NP	NP
<b>Kerala</b>									
Alappuzha	1	282	60	222	21.3	0	-	0	NP
Ernakulam	1	420	139	281	33.1	1	420	0	NP
Idukki	1	196	42	154	21.4	1	196	0	NP
Kannur City	1	409	191	218	46.7	1	409	NP	NP
Kasaragod	1	151	76	75	50.3	1	151	0	NP
Kottayam	1	352	129	223	36.6	1	352	1	NP
Kozhikode	1	440	272	168	61.8	1	440	NP	NP
Malappuram	1	220	128	92	58.2	1	220	0	NP
Palakkad	1	232	73	159	31.5	1	232	1	NP

Note: Jammu & Kashmir SLISA replied there were 11 legal aid clinics in the state, but did not give a district-wise breakup.

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
Pathanamthitta	1	99	17	82	17.2	1	99	1	NP
Thrissur	1	306	95	211	31.0	1	306	1	NP
Wayanad	1	163	16	147	9.8	1	163	1	NP
<b>Madhya Pradesh</b>									
Alirajpur	1	395	166	229	42.0	NP	NP	NP	NP
Anuppur	1	291	183	108	62.9	1	291	NP	NP
Ashoknagar	1	462	358	104	77.5	NP	NP	NP	NP
Balaghat	1	322	210	112	65.2	NP	NP	NP	NP
Barwani	1	382	246	136	64.4	NP	NP	NP	NP
Betul	1	1,810	887	923	49.0	1	1,810	NP	NP
Bhind	1	807	491	316	60.8	NP	NP	NP	NP
Bhopal	1	340	242	98	71.2	NP	NP	NP	NP
Burhanpur	1	441	407	34	92.3	NP	NP	NP	NP
Chhatarpur	1	652	333	319	51.1	NP	NP	NP	NP
Chhindwara	1	477	225	252	47.2	NP	NP	NP	NP
Damoh	1	298	205	93	68.8	NP	NP	NP	NP
Datia	1	355	309	46	87.0	NP	NP	NP	NP
Dewas	1	766	485	281	63.3	NP	NP	NP	NP
Dhar	1	586	439	147	74.9	1	586	NP	NP
Dindori	1	106	56	50	52.8	NP	NP	NP	NP
Guna	1	1,041	323	718	31.0	1	1,041	NP	NP
Gwalior	1	1,100	647	453	58.8	NP	NP	NP	NP
Harda	1	344	207	137	60.2	NP	NP	NP	NP
Hoshangabad	1	474	62	412	13.1	NP	NP	NP	NP
Indore	1	2,077	1,026	1,051	49.4	1	2,077	NP	NP
Jabalpur	1	1,213	715	498	58.9	NP	NP	NP	NP
Jhabua	1	493	305	188	61.9	NP	NP	NP	NP
Katni	1	750	275	475	36.7	NP	NP	NP	NP
Khandwa	1	399	279	120	69.9	0	-	NP	NP
Khargone	1	487	350	137	71.9	NP	NP	NP	NP
Mandla	1	150	65	85	43.3	NP	NP	NP	NP
Mandsaur	1	384	223	161	58.1	NP	NP	NP	NP
Morena	1	1,234	677	557	54.9	NP	NP	NP	NP
Narmadapuram	1	109	72	37	66.1	NP	NP	NP	NP
Narsinghpur	1	328	174	154	53.0	NP	NP	NP	NP
Neemuch	1	308	46	262	14.9	NP	NP	NP	NP
Panna	1	378	192	186	50.8	NP	NP	NP	NP
Raisen	1	484	279	205	57.6	NP	NP	NP	NP
Rajgarh	1	605	302	303	49.9	NP	NP	NP	NP
Ratlam	1	1,244	373	871	30.0	NP	NP	NP	NP
Rewa	1	1,239	775	464	62.6	NP	NP	NP	NP
Sagar	1	1,301	234	1,067	18.0	NP	NP	NP	NP

Note: Madhya Pradesh SLSA replied there were 50 legal aid clinics in the state, but did not give a district-wise breakup.

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
Satna	1	1,054	573	481	54.4	NP	NP	NP	NP
Sehore	1	397	78	319	19.6	NP	NP	NP	NP
Seoni	1	199	138	61	69.3	NP	NP	NP	NP
Shahdol	1	452	341	111	75.4	NP	NP	NP	NP
Shajapur	1	539	327	212	60.7	NP	NP	NP	NP
Sheopur	1	98	0	98	0.0	NP	NP	NP	NP
Shivpuri	1	577	266	311	46.1	NP	NP	NP	NP
Sidhi	1	304	167	137	54.9	NP	NP	NP	NP
Singroli	1	553	331	222	59.9	NP	NP	NP	NP
Tikamgarh	1	541	191	350	35.3	NP	NP	NP	NP
Ujjain	1	1,575	361	1,214	22.9	NP	NP	NP	NP
Umaria	1	252	109	143	43.3	NP	NP	NP	NP
Vidisha	1	1,100	859	241	78.1	1	1,100	NP	NP
<b>Meghalaya</b>									
East Garo Hills	1	19	4	7	21.1	1	19	NP	1
East Jaintia Hills	1	40	13	27	32.5	1	40	NP	1
East Khasi Hills	1	189	26	155	13.8	1	189	NP	1
Eastern west khasi Hills	1	0	0	0	NA	0	-	NP	NP
North Garo Hills	1	13	2	11	15.4	1	13	NP	1
Ri Bhoi	1	39	14	23	35.9	0	-	NP	1
South Garo Hills	1	12	5	5	41.7	1	12	NP	1
South West Garo Hills	1	17	11	6	64.7	1	17	NP	1
South west khasi Hills	1	6	5	1	83.3	1	6	NP	1
West Garo Hills	1	61	29	32	47.5	1	61	NP	1
West Jaintia Hills	1	30	8	22	26.7	1	30	NP	1
West Khasi Hills	1	35	8	21	22.9	1	35	NP	1
<b>Mizoram</b>									
Aizawl	1	134	110	24	82.1	1	134	1	1
Champhai	1	36	25	11	69.4	1	36	1	1
Hnahthial	1	5	3	2	60.0	1	5	1	1
Khawzawl	1	15	3	12	20.0	1	15	1	1
Kolasib	1	44	41	3	93.2	1	44	1	1
Lawngtlai	1	8	5	3	62.5	1	8	1	1
Lunglei	1	33	27	6	81.8	1	33	1	1
Mamit	1	21	19	2	90.5	1	21	1	1
Saiha	1	6	4	2	66.7	1	6	1	1
Saitual	1	8	6	2	75.0	1	8	1	1
Serchhip	1	19	17	2	89.5	1	19	1	1

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
<b>Nagaland</b>									
Chumoukedima	1		0	0	NA	-	-	0	NP
Dimapur	1	0	9	6	47.4	1	19	0	1
Kiphire	1	19	0	1	NA	1	0	0	1
Kohima	1	0	8	7	47.1	1	17	0	1
Longleng	1	17	0	0	0.0	1	1	0	1
Mokokchung	1	1	0	1	0.0	1	2	0	1
Mon	1	2	5	0	100.0	1	5	0	1
Niuland	1	5	0	0	NA	-	-	0	NP
Noklak	1	0	0	0	NA	-	-	0	NP
Peren	1	0	0	0	NA	1	0	0	NP
Phek	1	0	0	0	0.0	1	2	0	1
Shamator	1	2	0	0	NA	-	-	0	NP
Tseminyu	1	0	0	0	NA	-	-	0	1
Tuensang	1	0	6	0	150.0	1	4	0	1
Wokha	1	4	0	0	NA	1	0	0	1
Zunheboto	1	0	0	1	NA	1	0	0	1
		0							
<b>Odisha</b>									
Angul	1	428	85	343	19.9	1	428	1	1
Balangir	1	390	61	329	15.6	1	390	1	1
Balasore (Baleswar)	1	311	48	263	15.4	1	311	1	1
Bargarh	1	432	87	345	20.1	1	432	1	1
Bhadrak	1	210	20	190	9.5	1	210	1	1
Boudh	1	53	22	31	41.5	1	53	1	1
Cuttack	1	607	64	543	10.5	1	607	1	1
Deogarh (Debagarh)	1	67	15	52	22.4	1	67	1	1
Dhenkanal	1	179	49	130	27.4	1	179	1	1
Gajapati	1	95	48	47	50.5	1	95	1	1
Ganjam 1	1	259	89	170	34.4	1	259	1	1
Ganjam 2	1	456	122	334	26.8				
Jagatsinghapur	1	92	57	35	62.0	1	92	1	1
Jajpur	1	350	37	313	10.6	1	350	1	1
Jharsuguda	1	467	57	410	12.2	1	467	1	1
Kalahandi	1	222	34	188	15.3	1	222	1	1
Kandhamal	1	148	55	93	37.2	1	148	1	1
Kendrapara	1	224	32	192	14.3	1	224	1	1
Keonjhar (Kendujhar)	1	269	62	207	23.0	1	269	1	1
Khordha 2 JJBS	2	998	81	917	8.1	1	998	1	1
Koraput	1	661	55	606	8.3	1	661	1	1
Malkangiri	1	173	54	119	31.2	1	173	1	1
Mayurbhanj	1	391	76	315	19.4	1	391	1	1
Nabarangpur	1	165	54	111	32.7	1	165	1	1

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
Nayagarh	1	140	74	66	52.9	1	140	1	1
Nuapada	1	53	18	35	34.0	1	53	1	1
Puri	1	634	84	550	13.2	1	634	1	1
Rayagada	1	158	70	88	44.3	1	158	1	1
Sambalpur 2 JJBs	2	1,149	148	1,001	12.9	1	1,149	1	1
Subarnapur (Sonepur)	1	106	34	72	32.1	1	106	1	1
Sundargarh 2 JJBs	2	1,479	189	889	12.8	1	1,479	1	1
<b>Rajasthan</b>									
Alwar	1	701	216	485	30.8	NP	NP	NP	1
Bharatpur	1	819	408	376	49.8	NP	NP	NP	1
Bhilwara	1	439	140	299	31.9	NP	NP	NP	1
Bundi	1	494	191	278	38.7	NP	NP	NP	1
Chittorgarh	1	422	180	242	42.7	NP	NP	NP	1
Churu	1	285	188	97	66.0	NP	NP	NP	1
Dausa	1	359	195	173	54.3	NP	NP	NP	1
Hanumangarh	1	341	120	221	35.2	NP	NP	NP	1
Jalore	1	185	75	110	40.5	NP	NP	NP	1
Jhalawar	1	698	434	264	62.2	NP	NP	NP	1
Kota	1	1,375	686	689	49.9	NP	NP	NP	1
Rajasamand	1	194	114	80	58.8	NP	NP	NP	1
Sirohi	1	132	79	53	59.8	NP	NP	NP	1
Tonk	1	597	446	151	74.7	NP	NP	NP	1
Udaipur	1	1,157	576	581	49.8	NP	NP	NP	1
<b>Sikkim</b>									
East Sikkim (Gangtok)	1	36	27	9	75.0	1	36	1	1
North Sikkim (Mangan)	1	7	1	4	14.3	1	7	1	1
South Sikkim (Namchi)	1	6	2	4	33.3	1	6	1	NP
West Sikkim	1	19	16	3	84.2	1	19	1	NP
<b>Tripura</b>									
Dhalai	1	19	11	8	57.9	1	19	1	NP
Gomati	1	28	8	20	28.6	1	28	1	1
Khowai	1	25	16	9	64.0	1	25	1	1
North Tripura	1	31	7	24	22.6	1	31	1	NP
Sepahijila	1	56	19	37	33.9	1	56	1	NP
South Tripura	1	14	3	13	21.4	0	-	1	NP
Unakoti	1	28	10	18	35.7	1	28	1	1
West Tripura	1	59	24	35	40.7	0	-	1	1

## Annexure E: District-Wise Data

	JJB	Cases, 2022-23			Share of cases disposed of (%)	LCPO	LCPO workload	Legal Aid Clinics	SJPU's
		Total	Disposed	Pending, 31 Oct'23					
District		(A)	(B)	(A-B)	(B/A x 100)				
<b>Uttarakhand</b>									
Almora	1	36	30	6	83.3	NP	NP	1	1
Bageshwar	1	25	22	3	88.0	NP	NP	NP	1
Chamoli	1	28	17	2	60.7	NP	NP	1	1
Nainital	1	276	111	165	40.2	NP	NP	1	1
Pauri Garhwal	1	64	59	5	92.2	NP	NP	1	1
Pithoragarh	1	56	54	2	96.4	NP	NP	1	1
Rudrapur	1	2	1	1	50.0	NP	NP	NP	1
Tehri Garhwal	1	15	26	1	173.3	NP	NP	NP	1
Udham Singh Nagar	1	478	402	176	84.1	NP	NP	NP	1
<b>West Bengal</b>									
Cooch Behar	1	578	163	415	28.2	1	578	1	1
Dakshin Dinajpur	1	432	72	360	16.7	0	-	NP	1
Hooghly	1	613	100	513	16.3	1	613	NP	NP
Howrah	1	830	152	678	18.3	1	830	1	1
Jalpaiguri	1	1,390	818	571	58.8	1	1,390	NP	1
Kalimpong	1	40	20	20	50.0	1	40	1	1
Murshidabad	1	1,639	237	1,402	14.5	1	1,639	1	1
Nadia	1	755	316	439	41.9	1	755	1	NP
Paschim Bardhaman	1	226	50	176	22.1	1	226	NP	NP
Paschim Medinipur	1	581	114	383	19.6	1	581	1	1
Purba Bardhaman	1	537	50	338	9.3	1	537	1	NP
Purba Medinipur	1	398	146	252	36.7	1	398	1	1



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## About the Juvenile Justice Study

The **Juvenile Justice Study** assesses how well states have equipped themselves to fulfill their statutory obligations under the Juvenile Justice (Care and Protection of Children) Act, 2015 specifically in relation to Children in Conflict with Law (CCL). Drawing primarily on parliamentary responses, and a year-long RTI-based inquiry across states, the study analyses the capacity of key institutions—Juvenile Justice Boards, Child Care Institutions, Special Juvenile Police Units, and Legal Services—across four vital parameters: infrastructure, human resources, budgets, and diversity.

By bringing siloed data to one place, this IJR study provides policy makers, active citizens and stakeholders with a valuable resource with which to address serious challenges and improve the overall functioning of the system.

Visit <https://indiajusticereport.org> for the main report, data explorer and more.

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