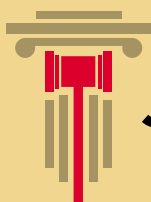




Juvenile Justice and Children in Conflict with the Law

A Study of Capacity at the Frontlines

Executive Summary



**India
Justice**
Report | 2025

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

Published in November 2025 by India Justice Report

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.

Lead researchers and authors

1. Maja Daruwala, Chief Editor, IJR
2. Nayanika Singhal, Senior Researcher, IJR
3. Nidha Parveen, Researcher, IJR
4. Saumya Srivastava, Researcher, IJR
5. Krishna Sharma, Consultant
6. Valay Singh, Lead, IJR

Research Support

1. Dr. Arshi Showkat, Researcher, IJR
2. Dipul Yadav, Researcher, IJR

Technical Review

Anant Kumar Asthana, Criminal and Child Rights Lawyer, Delhi

Report design: How India Lives (www.howindialives.com)

Cover illustration: Mukesh Sah

For more information, please visit

<https://indiajusticereport.org>

Designed by How India Lives

Printed by PrintWorld

Address: 1743 Udaychand Marg, Ist & UGF, Kotla Mubarakpur Near South Ex. Part I, New Delhi-110003

© India Justice Report, 2025

This report is based on data collated from Right to Information (RTI) responses and publicly available sources. All efforts were made to verify that the information presented herein is correct to the best of our knowledge.

All rights reserved. Any part of this report, including design, may be reproduced in any form or by any means, electronic or mechanical, including photo copy, recording or any other information storage and retrieval system, using the citation provided below.

Suggested citation: 'Juvenile Justice and Children in Conflict with the Law: A Study of Capacity at the Frontlines' (India Justice Report, Nov 2025).



Juvenile Justice and Children in Conflict with the Law

A Study of Capacity at the Frontlines

Executive Summary



Introduction

From its earliest framing to its most recent reform, the system of juvenile justice 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 the India Justice Report's (IJR) study *Juvenile Justice and Children in Conflict with the Law: A Study of Capacity at the Frontlines*, examines the capacity of the institutional machinery—those tasked with investigation, adjudication, oversight, rehabilitation and reintegration—to assess whether the binding promises made by the Juvenile Justice Act, 2015 are indeed being met in practice.

From national to state to district, the statutory architecture is elaborate and clear: a tiered, geographically decentralised model has been designed to deliver accessible, child-centric services at the district level, backed by state and central oversight for coordination and accountability. The Juvenile Justice Act ensures this through a fulsome district-level apparatus for children in conflict with the law, with a hierarchy of monitoring and oversight from local to state, and a legally mandated system to generate, share, and flow data upward to supervisory authorities.

The data evidences that four decades since the mother legislation was enacted in 1986, nearly a decade since the Juvenile Justice Act was re-enacted, five years on

The IJR's present examination assesses—through data—the capacity of India's juvenile-justice architecture, as it stood from 1 November 2022 to 31 October 2023, to fulfil its mandate for children in conflict with the law. It evaluated infrastructure, human resources, budgets, and diversity across key institutions—Juvenile Justice Boards, Child Care Institutions, Special Juvenile Police Units, and District Legal Services Authorities—using publicly accessible data (official websites and parliamentary responses) and, relied most heavily, on responses to a year-long RTI inquiry across all states and two UTs.

It asks two overarching questions:

- a) 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
- b) 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.

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.

from the last official audit,¹ India’s juvenile justice system still struggles to transform its written legal commitments into proofs of measurable on the ground performance. It still cannot show – through routine, public, time-series data and documentation—that it functions efficiently and is working to its optimum in the “best interests of the child”.²

The evidence of missing institutions, vacant posts, and scattered data points to unfulfilled responsibility is not new: it has been frequently raised in legislatures, audits and by the courts. The study’s time-series data reaffirms the perennial nature of systemic weaknesses despite policy advances and ambitious monitoring initiatives.

Aspiration and implementation diverge. 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.

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.

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 machinery. Instead of setting a higher bar, it bears the same delays, the same vacancies, and 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.

1 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

2 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

Findings

28+2

States and
UTs covered

765

districts

707

JJBs



642

SJPUs

197

Legal-cum-
Probation
Officers

305

Legal Aid
Clinics

319

Observation
Homes

41

Special
Homes

40

Places of
Safety

9,907

Children
institutionalised

55,000

Cases pending
in 362 JJBs



40,036

Juveniles
apprehended



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.

Source: Crime in India 2023

Access to 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.


11%

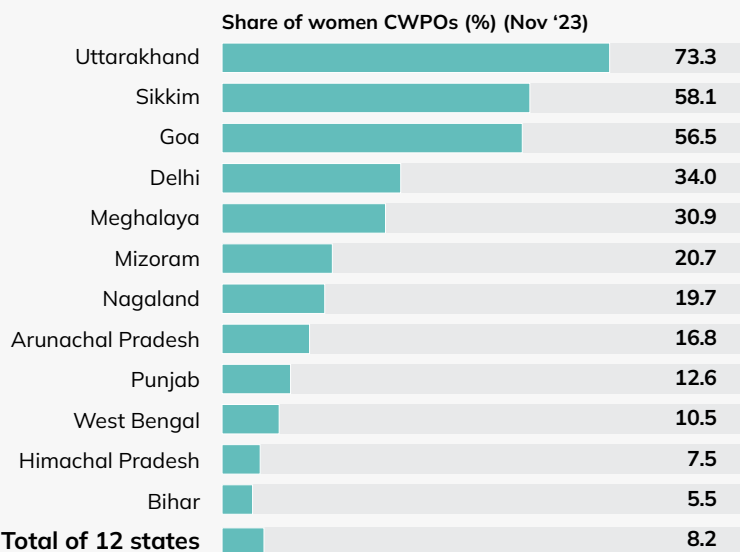
Share of replies, from the more than 500 received, that were rejected outright. Another 36% were responded by nodal authorities, 29% were transferred to districts and 24% received no response.

Police

Mandate - A CWPO is designated to deal exclusively with children, either as victims or perpetrators and is to be present in every police station.

Seventeen states provided. Some like Arunachal Pradesh, Bihar, Chhattisgarh, Delhi, Goa, Meghalaya, Mizoram, Sikkim and Uttarakhand reported more CWPOs over police stations.

Figure 1: 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

Juvenile Justice Boards

Mandate: Every district must have at least one fully constituted Juvenile Justice Board (JJB)³

Figure 2: 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 ^a
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 ^b	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, Mancheril, 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

Figure 3: Presence of JJBs across India

Share of JJBs set up (%)^a

Telangana	30.3	Kerala	100.0
Andhra Pradesh ^b	50.0	Maharashtra ^j	100.0
Delhi	63.6	Manipur	100.0
Sikkim	66.7	Meghalaya	100.0
Rajasthan ^c	82.9	Mizoram	100.0
Chhattisgarh ^d	84.8	Nagaland	100.0
Assam	91.4	Tamil Nadu ^k	100.0
Himachal Pradesh	91.7	Uttar Pradesh ^l	100.0
Madhya Pradesh ^e	92.7	Uttarakhand	100.0
Arunachal Pradesh	92.9	Punjab	100.0
Bihar ^f	97.4	Tripura	100.0
Gujarat ^g	100.0	West Bengal	100.0
Haryana ^h	100.0	Karnataka ^m	109.7
Goa	100.0	Odisha	113.3
Jharkhand ⁱ	100.0	All India	92.4
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
- c Figures from the Department of Child Rights' Annual Report (2024-25). Available at: https://jankalyanfile.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
- 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
- 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
- m Data from the Directorate of Child Protection, as of 2021. Available at: <https://icps.karnataka.gov.in/storage/pdf-files/JJB%20Membrs%20list.pdf>

Source: RTI responses and secondary sources

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

Juvenile Justice Boards

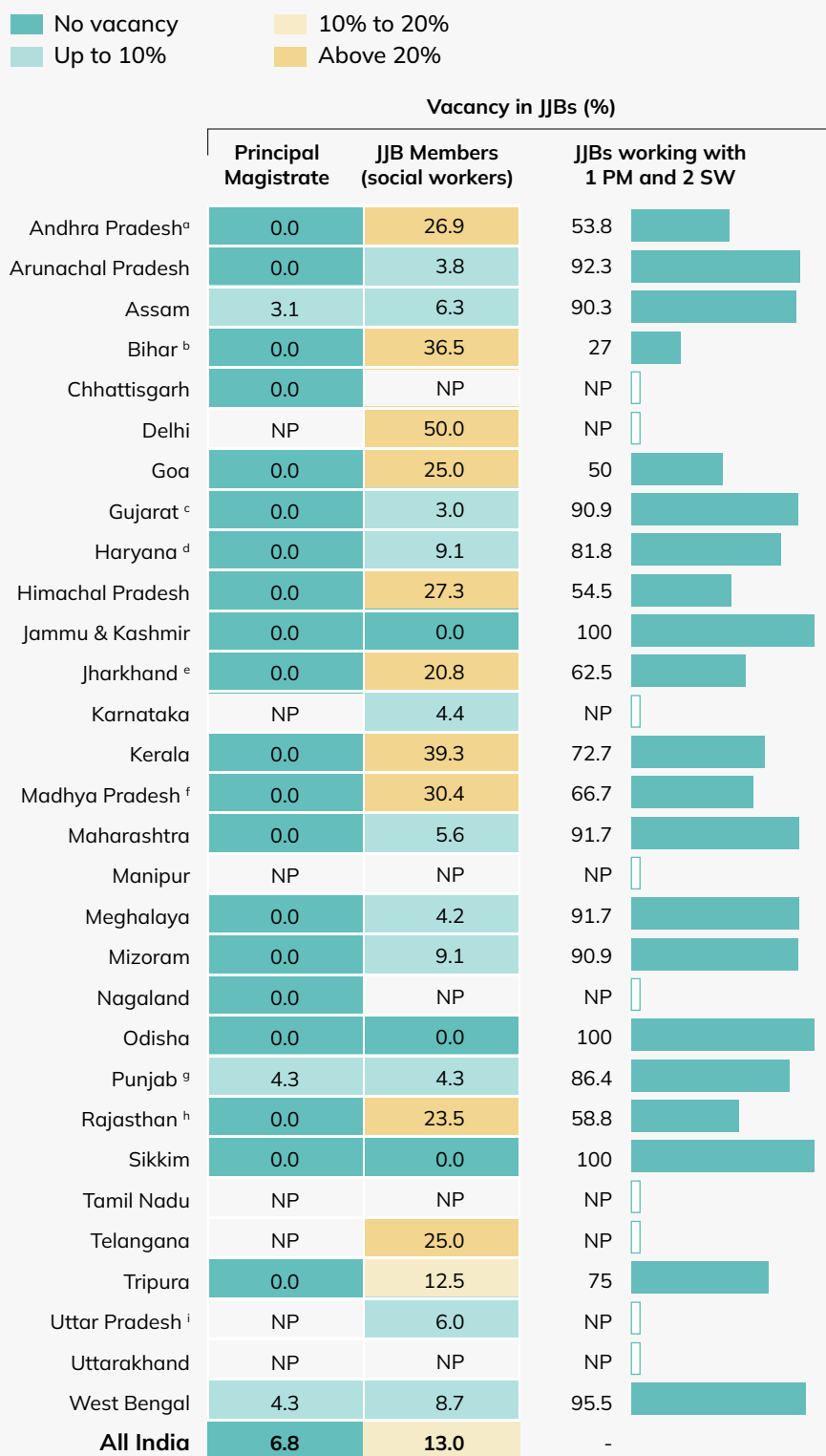
Mandate: Every JJB shall consist of a Principal Magistrate and two social workers (one of whom must be a woman).⁴

470 of 707 JJBs responded. 24% (111/470) functioned without a full bench.

Odisha, Sikkim, and J&K were the only ones with fully constituted benches.

Though all benches in Bihar had a Principal Magistrate, only 10 (27%) reported social workers.

Figure 4: Vacancies in JJBs



^a 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

^b Figures from the Juvenile Justice Monitoring Committee, Patna High Court, as of May 2024. Available at: <https://patnahighcourt.gov.in/jjs/>

^c Figures from the Gujarat State Legal Services Authority. Available at: <https://gujarat.nalsa.gov.in/en/juvenile-justice-committee/>

^d Data from Juvenile Justice Monitoring Committee, Punjab and Haryana High Court. Available at: <https://highcourtchd.gov.in/jjmc/?trs=cl>

^e Figures from the Jharkhand State Legal Services Authority, as of 2020. Available at: https://jhalsa.org/pdfs/juvenile/Table_JJB_jun2020.pdf

^f Figures from the Juvenile Justice Committee, High Court of Madhya Pradesh. Available at: <https://mphc.gov.in/jjc/home>

^g Figures from Juvenile Justice Monitoring Committee, Punjab and Haryana High Court as of May 2025. Available at: <https://highcourtchd.gov.in/jjmc/>

^h 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

ⁱ Figures from the Department of Women and Child Development as of July 2021. Available at: https://mahilakalyan.up.nic.in/JJB_LIST_Final.pdf

Note: 1. States arranged in alphabetical order. 2. This analysis does not include 237 JJBs in Chhattisgarh, Delhi, Karnataka, Manipur, Nagaland, Tamil Nadu, Telangana, Uttar Pradesh and Uttarakhand as they have not provided full data. 3. NP: Not provided.

Source: RTI responses and secondary sources

⁴ Section 4(2), Juvenile Justice (Care and Protection of Children) Act, 2015.

Juvenile Justice Boards

Figure 5: More Than 50,000 Children (Alleged to Be) in Conflict With Law awaiting Justice

In a first-time exercise the IJR captures JJB workload across all states between 1 November 2022 and 31 October 2023; 362 JJBs in 14 states and two UTs - Delhi and Jammu & Kashmir - responded.

	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 ^a	32,273	16,584	15,689	51.4
Odisha	11,366	1,981	9,385	17.4
West Bengal ^b	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 ^c	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 ^d	1,890	1,097	895	58.0
Himachal Pradesh	1,280	550	730	43.0
Uttarakhand ^e	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
Total	1,00,904	45,097	55,816	44.7

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/jis/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://jankalyanfile.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/jic/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

Juvenile Justice Boards

Mandate: Ideally, a JJB must inspect each home meant for children in conflict with law at least once every month or 12 times a year.⁵

Figure 6: Only 810 Inspections made by JJBs to CCIs

Across 14 states and Jammu & Kashmir, at one visit per month, there could have been 1,992 inspections but there were only 810.

	Number of Child Care Institutions		Inspections by JJBs		Share of inspections made (%)
	Total ^a	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
Total of 15 states	166	87	1,992	810	41

a 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 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

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

Legal Services

Mandate - The National Legal Services Authority mandates each JJB have a legal service clinic attached to itself.⁶

Mandate - NALSA regulations require 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).⁷

Only Andhra Pradesh, Goa, Karnataka and Delhi reported all JJBs as having designated lawyers rostered specifically to represent children.

Most states rely on empanelled legal aid lawyers at the district level—often rotating every three years—rather than creating a dedicated, trained juvenile panel.

Figure 7: Legal Service Clinics attached to Juvenile Justice Boards

	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) ^b			
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

⁶ Rule 3 of the National Legal Services Authority (Legal Services Clinic) Regulations 2011.

⁷ Regulation 10, NALSA (Child Friendly Legal Services for Children and their Protection) Scheme 2015.

Residential Facilities

Mandate - The state must establish an observation home (OBH) in every district or for a group of districts; it may establish special homes (SH); and must have at least one place of safety (PoS).⁸

9,907 children in residential facilities. Many large states lack a full set and many combine residential facilities.

Fourteen states had no place of safety.⁹

- **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. They also house children who may have committed a serious offence when underage but have attained adulthood during the pendency of proceedings.

Figure 8: 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
Total	765	319	14	40	41	8,241	496	781	389

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

⁸ Sections 47-49, of the Juvenile Justice (Care and Protection) Act, 2015. ⁹ Andhra Pradesh, Arunachal Pradesh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Nagaland, Punjab, Sikkim, Telangana, Tripura and West Bengal.

Child Care Institutions: Staff

Mandate - Every Child Care Institution (CCI) must have one person-in-charge or superintendent; a medical officer (physician) on call and trained counsellors or psychologists or mental health experts among others.¹⁰

Himachal Pradesh, Kerala, Mizoram, Nagaland or Tripura reported no doctors. West Bengal, Telangana and Uttarakhand reported just one each.

Figure 9: 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 ^a	5	0	0	5	5	5	4
Delhi ^b	3	1	2	6	NP	1	3
Haryana ^c	3	1	3	7	3	3	2
Himachal Pradesh ^d	2	NA	NA	2	0	2	2
Kerala ^e	6	1	1	8	0	9	6
Maharashtra ^f	13	2	2	17	8	8	6
Meghalaya ^g	3	2	2	7	3	5	5
Mizoram	12	2	1	15	0	15	15
Nagaland	11	2	1	14	0	11	11
Odisha ^h	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 ⁱ	8	NP	NP	8	1	6	0
West Bengal ^j	5	3	3	11	1	1	2
Total of 15 states	87	19	22	128	28	82	71

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

¹⁰ Rule 26, Juvenile Justice (Care and Protection of Children) Model Rules, 2016

Probation

Mandate - Each district must have at least one Legal-cum-Probation Officer (LCPO), a dedicated cadre created under Mission Vatsalya to coordinate and supervise all programmes and activities relating to CNCs and CCLs.

The 13 states and Delhi that responded, reported 197 LCPOs.

Only Himachal Pradesh, Mizoram, Odisha and Sikkim reported an LCPO in every district. Goa reported none

Figure 10: 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
Total of 10 states	174	145	25,403	175.2

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

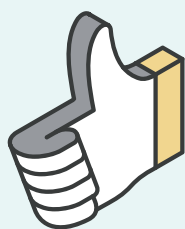
Recommendations

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.

First, fill critical gaps that paralyse the system.

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



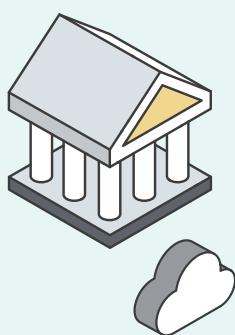
Second, leverage technology to multiply efficiency.

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.



Third, 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.



Fourth, 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.

Fifth, 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.¹¹



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.

¹¹ See Rule 93 of the Juvenile Justice (Care and Protection of Children) Model Rules, 2016.

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.

Email ID: indiajusticereport@gmail.com Phone No.: 9717676026 / 7837144403

Partners



Design



Donors



TATA TRUSTS

Cyrus
Guzder

J.T. Pathak
Trust



Ravi
Venkatesan

Tree of Life
Foundation

