INDIA JUSTICE REPORT

Ranking States on Police,
Judiciary, Prisons & Legal Aid

India Justice Report | 2022

India Justice Report: Ranking States on Police, Judiciary, Prisons and Legal Aid

Published in April 2023

The **India Justice Report** is a first of its kind national periodic reporting that ranks the capacity of states to deliver justice.

Through the filters of human resources, infrastructure, budgets, workload and diversity it assesses the capacity of 4 core pillars of the justice system to deliver to mandate: police, prisons, judiciary and legal aid. Importantly, by comparing data over a five-year period, the IJR assesses efforts governments make year on year to improve the administration of justice. This 'trend' analysis helps discern each state's **intention** to improve the delivery of justice and match it with the needs on the ground.

By bringing previously siloed data all in one place the IJR provides policy makers with an easy but comprehensive tool. On the one hand having the data all in one place, provides a jumping off point on which to base holistic policy frameworks while on the other hand, the itemisation of the data into budgets, human resources, infrastructure, workload and diversity helps to pinpoint low hanging fruit which, if tackled early on can set up a chain reaction reformative of the whole.

The findings of the report are important for governments, civil society and the business community as well because it provides important stakeholders with objective data around which to fashion their own recommendations. It allows for participatory dialogues between governments and active citizens of disparate ideologies to be underpinned by objective facts rather than premised in opinion. This enhances the chances for reforms through consensus building.

After all, justice is the business of us all.

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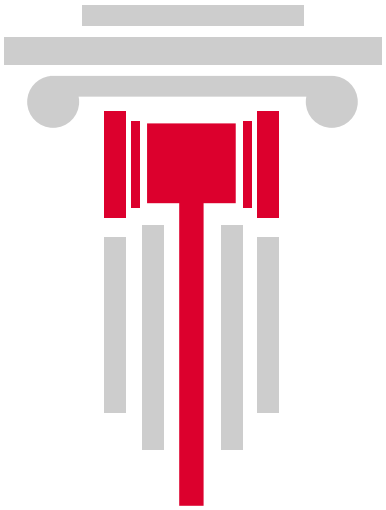

India Justice Report | 2022

Ranking States
on Police, Judiciary, Prisons and Legal Aid

INDIA JUSTICE REPORT 2022

The India Justice Report (IJR) 2022 remains the only comprehensive quantitative index using the government's own statistics to rank the capacity of the formal justice system operating in various states. This IJR is a collaborative effort undertaken in partnership with DAKSH, Commonwealth Human Rights Initiative, Common Cause, Centre for Social Justice, Vidhi Centre for Legal Policy and TISS-Prayas.
First published in 2019, the third edition of the IJR adds an assessment of the capacity of State Human Rights Commissions. It continues to track 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 and legal aid for all 36 states and UTs.

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- **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 policy-making on a wide gamut of issues concerning the rights of women, Dalits, Adivasis, minorities and other socially vulnerable groups.

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- **DAKSH** is a Bengaluru based civil society organisation working on judicial reforms at the intersection of data science, public policy, and operations research. Under the Rule of Law Project initiated in 2014 they undertake research and activities to promote accountability and better governance in India.

- **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. Vidhi engages with ministries and departments of the Indian government, as well as state governments, and also collaborates with other relevant stakeholders within public institutions, and civil society members, to assist and better inform the laws and policies being effectuated. The Centre also undertakes, and freely disseminates, independent research in the areas of legal reform, which it believes is critical to India's future.

Foreword

It is my honour to write this foreword to the 3rd edition of the India Justice Report. The IJR, as it has come to be known, is an eagerly awaited assessment of the capacity of Indian states to deliver justice. It is brought to us by a collective of dedicated researchers, advocates, and specialists committed to improving the justice delivery system. It serves as a valuable resource for active citizens, the media and most importantly for government agencies tasked with the onerous responsibility of delivering justice effectively to all.

By deconstructing the data on budgets, infrastructure, human resources, workload and by measuring changes across time in each sub-system in each state and bringing it all together in one place, the IJR provides us an important tool for evaluating the delivery of justice holistically.

In recent times, technology has helped in putting out more data into the public domain and the report's periodic ranking of states' performance and progress relies entirely on the government's own data. This self-imposed restriction lends authenticity to the report even as it holds up a mirror to justice delivery mechanisms. Yet, even while it evidences the value of data as an objective foundation for analysis it unconsciously brings out many imperfections that plague analysis based on government data alone.

One of the attributes of the report is that it consciously abjures making judgments about performance or even about why chronic frailties and easy to repair elements remain unaddressed over decades. It lets the time series data—such as the slow pace of inclusion of women and traditionally discriminated segments of society to find a place within the system—speak for itself. But the truth of its finding compels early measures to repair.

This third edition of the India Justice Report (IJR) comes at a time when the need for justice—both in the sense of accessible dispute resolution and fostering equity and equality in society—is outpacing the capacity to deliver it to the satisfaction of our people.

I would like to urge all agencies involved in the justice system to take heed of the IJR's findings and insights. Report like this are a testament to our democratic ways of participatory functioning and must be welcomed as contributions of active citizens to their own governance.

Uday Umesh Lalit
Former Chief Justice of India
[August 27th 2022 to November 8th 2022]

14 February 2023

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It is an honour to have Justice Uday Umesh Lalit write the anchoring piece for this report.

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Valay Singh
Project Lead, India Justice Report

Abbreviations

Addl. DGP	Additional Director General of Police
Addl. SP	Additional Superintendent of Police
AFSPA	Armed Forces Special Powers Act
AIGP	Assistant Inspector General of Police
AIMO	All India Manufacturers Organisation
ASI	Assistant Sub-Inspector of Police
ASP	Assistant Superintendent of Police
A & N Islands	Andaman and Nicobar Islands
BPR&D	Bureau of Police Research and Development
BRICS	Brazil, Russia, India, China and South Africa
CAG	Comptroller and Auditor General of India
CCR	Case Clearance Rate
CCTNS	Crime and Criminal Tracking Network & Systems
CCTV Cameras	Closed circuit television cameras
CrPC	Code of Criminal Procedure
DGP	Director General of Police
DIG	Deputy Inspector General
DLSA	District Legal Service Authority
DNH & DD	Dadra and Nagar Haveli and Daman and Diu
Dy. SP	Deputy Superintendent of Police
FY	Financial Year
HPC	High Powered Committee
IGP	Inspector General of Police
ILO	International Labour Organization
LSI	Legal Services Institution
MHA	Ministry of Home Affairs
MPF	Modernisation of State Police Forces Scheme
MSME	Ministry of Micro, Small and Medium Enterprises
NALSA	National Legal Services Authority
NCRB	National Crime Records Bureau
NJDG	National Judicial Data Grid
NPC	National Police Commission
NRC	National Register of Citizens
OBC	Other Backward Classes
PHRA 1993	Protection of Human Rights Act, 1993
PLA	Permanent Lok Adalat
PLV	Paralegal Volunteer
PP	Percentage Points
PSI	Prison Statistics India
RTI	Right to Information
SC	Scheduled Caste
SHRC	State Human Rights Commission
SI	Sub-Inspector
SLSA	State Legal Services Authority
SP	Superintendent of Police
Spl. DGP	Special Director General of Police
SSP	Senior Superintendent of Police
ST	Scheduled Tribe
UNODC	United Nations Office on Drugs and Crime
UT	Union Territory
UTP	Undertrial Prisoner
UTRC	Under Trial Review Committees

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Prisons

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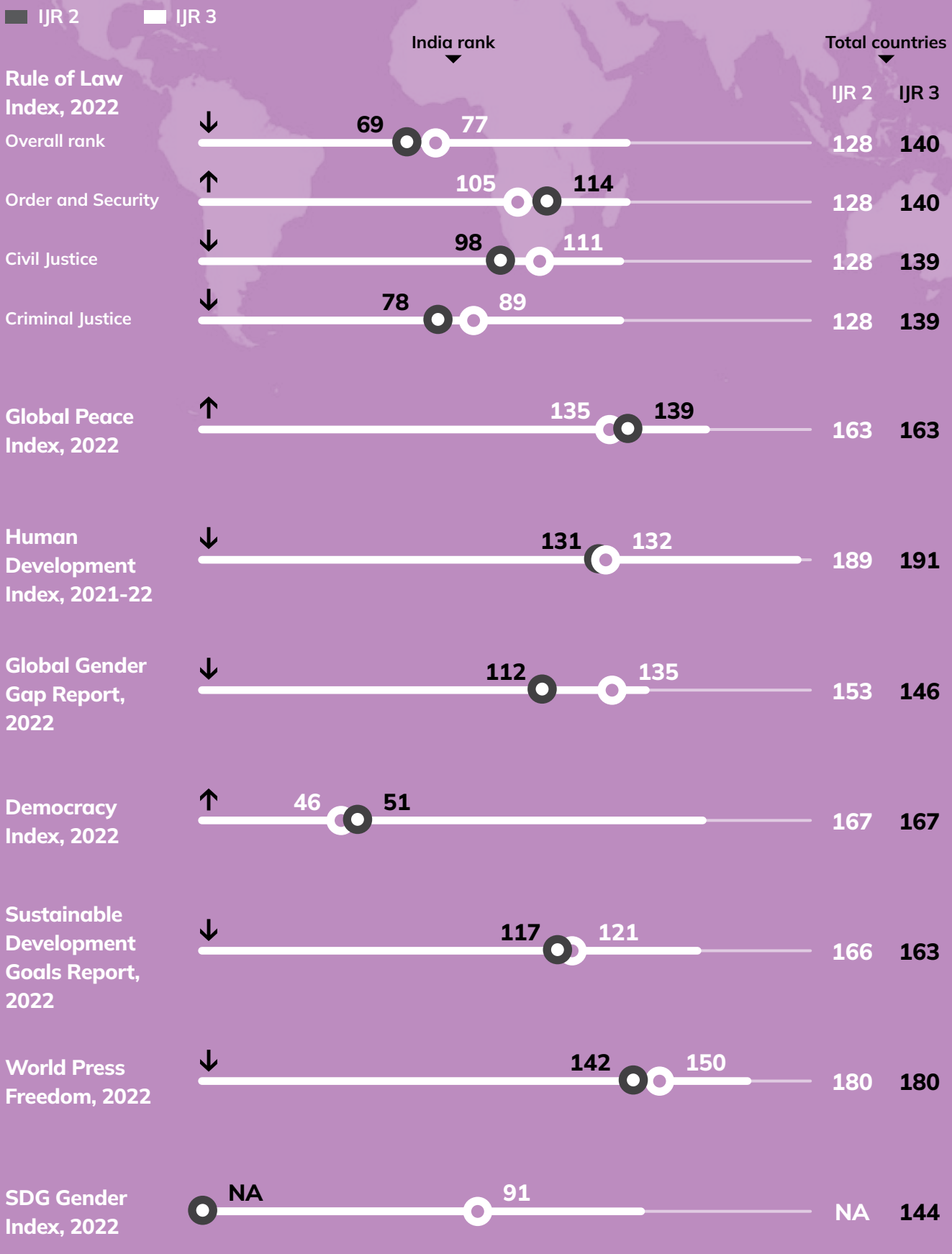
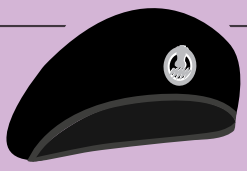
India in the World



National Deficits



Police

SC/ST/OBCs

Every state has statutorily mandated quotas for SC, ST and OBC. In the police, **only Karnataka** has been able to fulfil these reservations.

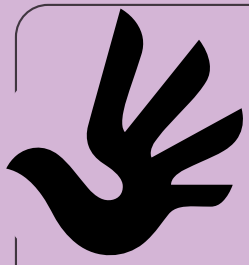
Women

Not a single state/UT meets their own reserved quotas for women in police.

Rural-Urban Divide

In 19 states/UTs **urban police stations serve greater populations than their rural counterparts.**

Kerala's urban police stations serve ten times the population of a rural one and Gujarat's four times.



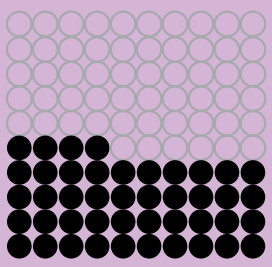
SHRC

33,312

Total number of **pending cases** across all 25 State Human Rights Commissions in March 2021

44%

National average vacancy across 25 SHRCs



CCTVs

Compliance of Supreme Court judgment on installation of CCTVs

Only Arunachal Pradesh reports having CCTV cameras in all 14 spots (as directed by the apex court) in all its 24 police stations. Only 8 states/ UTs (Andaman & Nicobar Islands, Arunachal Pradesh, Kerala, Ladakh, Tripura, Karnataka, Delhi, Goa) reported having night vision-equipped CCTVs.

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National Deficits

Judiciary

Judge vacancy

No court works with a full complement of judges except the High Court of Sikkim and the district courts in Chandigarh.

Case Clearance Rate

Among the 18 large and mid-sized states, **only Kerala and Punjab could achieve case clearance rates of 100 per cent** and more at both High Court and subordinate court levels.

SC/ST/OBC

At the district court level **no state/UT could fully meet** all its Scheduled Castes, Scheduled Tribes and Other Backward Classes quotas.Data on SC/ST/OBC judges is not available for High Courts.

Legal Aid

9,417

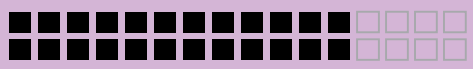
The **reduction in the number of Legal services clinics** dropping to 4,742 (2022) from 14,159 (2020)

₹7,322 crore

The total **value of settlement by National Lok Adalats** between 2021-2022

Prisons

32 states where **share of undertrials** is more than 60%



24 states/UTs that **provided education** to less that 5% inmates during 2021

5 states that **didn't provide any vocational training** to inmates in 2021

Introduction

Every system is perfectly designed to get the results it gets.
W. Edwards Deming

The 2022 India Justice Report continues to assess and rank each state's progress in capacitating its major justice delivery mechanisms—the judiciary, police, prisons and legal aid—to deliver justice to all. A new section in the report measures the capacity of State Human Rights Commissions, which are a specialised means of accessing justice and exist in 25 states. Thousands access them every day. How well-equipped they are to satisfy their mandates merits attention. The report also deepens its 4 pillar assessments with the addition of 17 new indicators.[1]

This 3rd edition comes after 24 months in which the entire justice system has had to grapple with exceptional and unprecedented circumstances created by the Covid-19 pandemic and consequent lockdown. Together, the pandemic and lockdown created severe disruptions where both access and delivery of justice suffered.

Each subsystem across every geography entered this unforeseen time with chronic infirmities: long-standing underfunding, human resource and infrastructural deficits, and workloads that evidence the challenge of delivering to reasonable standards of public service.

Nevertheless, a much pared down force, despite their own lack of experience in dealing with this scale of adversity, ill health, family concerns and fatalities, functioned as best they could. During this period, 2.35 crore cases were heard online.[2]

Decongestion efforts could bring down prison occupancy in most states.[3] Despite a faltering beginning, police personnel gained public appreciation for their assistance and legal aid authorities went beyond their traditional mandates to provide humanitarian assistance to thousands.

Rankings

Pulling out from this extraordinary time, several states have seen dramatic changes in rank. Some for the better, others for the worse. Karnataka, 14th in 2020, jumped thirteen spots to the top. Madhya Pradesh went from 16th to 8th and Andhra Pradesh from 12th to 5th. Among small states, Sikkim moved from 2nd to 1st place and Arunachal Pradesh from 5th to 2nd.

Contrary wise, Maharashtra lost out, moving from top position in both IJR 2019 and IJR 2020 to 11th. Punjab dropped eight ranks from 4th to 12th. Rajasthan five places to 15th and Goa dropped from 3rd to last place amongst small states. While Tamil Nadu and Telangana maintained second and third place amongst large and mid-sized states, Uttar Pradesh remained at the bottom of the table for the third time in a row.

A close examination of place change once again demonstrates that even small yet consistent improvements can lead to quite dramatic rises. Improvements in one indicator, such as filling a vacancy or building more diversity into a system, have a positive ripple effect on other indicators and cumulatively affect overall rankings. Illustratively, Gujarat's rise in the prison pillar is attributable to its efforts to reduce vacancies and improve caste and gender diversity. This had the knock-on effect of reducing workloads and increased utilisation of allocated budgets, all of which contributed to the state's rise in rank.

Downward shifts, though, are not necessarily attributable to in-state deterioration but can come about because other states have improved and positions shifted relative one to the other. Equally, retaining a

1 Refer to the essay on methodology for more information.
2 Newsletter, e-Committee, Supreme Court of India, December 2020 and November 2021:
3 Commonwealth Human Rights Initiative, Responding to the Pandemic: Prisons and Overcrowding, (States' Decongestion Efforts), 2020. Available at https://humanrightsinitiative.org/download/Responding%20to%20the%20Pandemic%20Prisons%20&%20Overcrowding%20Vol%201.pdf

positive rank sometimes has to do not only with a state's own improvements but also on the slow pace of capacity improvement in the other states.

Overall, on a scale of 1 to 10, scores across the board improved. Maharashtra, the best scoring state in IJR 2020, came in with a score of 5.77 while Karnataka, top of the table in IJR 2022, has scored 6.38. Even the worst scorers showed improvements, going from 3.15 to 3.78.

Nevertheless, decades of continuing disrepair is intensifying the justice delivery system's incapability to deliver timely justice—with the heaviest toll falling on the justice user.

Budgets

States' expenditure on police and judiciary has kept pace with overall state expenditure. Prisons, the poor child of the neighbourhood, which had earlier seen a dip in allocations, saw an improvement in funds between 2020 and 2021. Legal aid too recently saw increased infusions from the Centre and state exchequers.

If funds are tight, what is available is frequently left underutilized. In 2020-2021 only 47 per cent of the Centre's modernisation grant could be used. Too often the coils of procedure, conditionality, timing, over-centralisation in planning, and mismatch between need and grant ensure that what there is, cannot be rationally spent or fully utilised. While looking at underutilization in the context of central allocations the 123rd report of the Departmental Standing Committee on Personnel, Public Grievances, Law and Justice emphasized the need to identify bottlenecks and develop measures that have long needed the "rationalisation of systems that have outlasted their usefulness."[4] The decentralized planning at the level of local self-government practiced in Kerala can serve as a useful example of dealing with some of these issues.[5]

Human Resources

Vacancies continue to plague all areas of the justice system and can touch 83 per cent, as among prison staff in Ladakh. No jurisdiction has the benefit of working with full judge strength in both high court and district courts. The actual number of judges now stands at 15 per million (ten lakh) population.[6]

Gaps between "sanctioned strength" and actual personnel availability remain a perennial problem. Though sanctioned strength ought to be readjusted every year to chime with the needs on the ground, it changes little from year to year and often lags behind reality. Illustratively, though sanctioned police strength between January 2021 and January 2022 increased from 26.3 lakh to 26.9 lakh, there were 20.9 lakh personnel on the ground.[7]

> Left unaddressed, chronic shortages in critical areas become dangerously acute and a far cry from the ideal. Between 2020 and 2021 the actual numbers of prison doctors dropped drastically, taking vacancies to nearly 50 per cent or one doctor for 842 inmates, instead of the one for 300 inmates' benchmark. These vacancies are not evenly distributed. National statistics do not indicate whether medical officers are permanent, resident, full-time or exclusive to just one jail, or whether they are available only on contract or available on a periodic or part-time basis, or only in attendance when called.

Attempts to fill vacancies are mixed. DLSAs made considerable headway filling secretary vacancies and some like Bihar reduced prison officer vacancies quite dramatically, from 66 per cent to 26 per cent. But others like Punjab which had more medical staff than sanctioned in 2019, increased vacancies in this critical area to 37 per cent.

Diversity

Diversity and representation in all spheres of state endeavour is an essential feature of our plural democracy. The justice sector in particular has an ethical duty to showcase this principle.

4 Department related parliamentary standing committee report on Personnel, Public Grievances, Law and Justice. Available at: https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/18/171/123_2022_12_12.pdf , page 15, Para 2.1
5 'Budgeting for the police', *Live Mint*, 11 April 2017. Available at: https://www.livemint.com/Opinion/DR8kPY8VKUDyMlkR2OHUfM/Budgeting-for-the-police.html
6 Refer to the essay on judiciary.
7 Bureau of Police Research and Development, Data on Police Organisation, 2021 and 2022.

Available data indicates levels of commitment to implementing this. Traditionally, data takes account only of caste and gender diversities. Years of advocacy by active citizens has seen a welcome enumeration of disabled and transgender persons. But the diversity listing still abjures enumeration of religious, language or regional diversities. Official data also restricts itself to assessing caste and gender more readily at the lower echelons rather than parsing it across all levels of the hierarchy.

Each state has its benchmarks and its realities—the IJR captures what the data allows. Whether it is caste or gender, everywhere there is a shortfall in inclusion and the pace of repair remains glacial. Despite decades of heated debate, while individual states may meet one or other category, no state meets all three quotas across all subsystems. Nor are women anywhere near parity. It has taken fifteen years, from January 2007 to January 2022, for the share of women personnel in police to move from 3.3 per cent[8] to 11.8 per cent.

> Both caste and gender hit up against the glass ceiling. Illustratively, there are 35 per cent women in subordinate courts while just 13 per cent in high courts. Similarly, the share of women in police at the officer level is 8 per cent as opposed to 12 per cent at the constabulary level. The share of SC, ST and OBC police at the officer level is 15 per cent, 10 per cent and 27 per cent respectively, much lower than the 16 per cent, 12 per cent and 32 per cent within the constabulary.

The distance from the principles of representation and equality is perhaps best exemplified by the composition of states' human rights commissions. Women make up just 17 per cent of the entire SHRC cohort. Only 3 of 25 commissions have one woman member each. The others have none.

Infrastructure

Over the past decade and even between reports, infrastructure to support justice delivery has slowly but steadily improved, particularly for the judiciary and police and perhaps more at the upper reaches than at the first-responder level. Even though local shortages persist,[9] at present there are enough court halls for judges nationwide. The decade has added nearly a quarter more police stations across the country, though on average 1 serves just over 78,000 people with a coverage of 187 sq km. In 72 per cent of all police stations, there are now women's help desks.

Prison infrastructure though remains wholly inadequate. Of the 1,314 prisons 391 are overcrowded by more than 50 per cent. Facilities for mandated educational improvement, vocational training and assistance in rehabilitation remain rudimentary. After a short hiatus of efforts at rapid decongestion during the pandemic, prisons have been allowed to get overfull again —mostly with undertrials.

Ways of accessing and delivering justice through technology, connectivity, computerisation, digitisation are being strongly relied on to make up for shortfalls in physical infrastructure and personnel, and these efforts have gained pace as never before. There is also a steady rise in online access to information and services through a variety of citizen centric portals, including e-payments and e-sewa kendras.

Courts have adopted new technologies via video conferencing facilities, electronic summons and tracking apps like National Service and Tracking of Electronic Processes (NSTEP). More prisons have increased video conferencing facilities and after the Paramvir judgement, CCTVs to monitor activities inside police stations are making an appearance.

There remain issues of purpose, security, privatisation, localisation, integration, up-skilling, rationalisation of old environments, formats and forms, resistance

8 January 2007 figures do not include Andhra Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Tamil Nadu and Puducherry. As actual police personnel data was not provided by states/UTs.
9 Refer to the essay on judiciary.

and acceptance of changes. Not least is the question of reach—whether technology will widen the justice availability gap or create more enclaves of privilege and exclusion.

In Conclusion

Five-year assessments of subsystems have thrown up trends and patterns. Too many, like vacancies and accumulations of court cases, consistently point downwards, but others like better case clearance rates and the achingly slow but constant improvements in gender ratios and response, signpost determination to improve against all odds. Overall, financing has grown modestly. Significant financial infusions and experimentation into legal aid promise an uptick in legal representation to the needy.

> During the pandemic, the challenge before the justice delivery system was to find ways of working through an unprecedented situation and evolve innovative responses even as every subsystem was under tremendous strain. Post-pandemic, this challenge continues in exacerbated form.

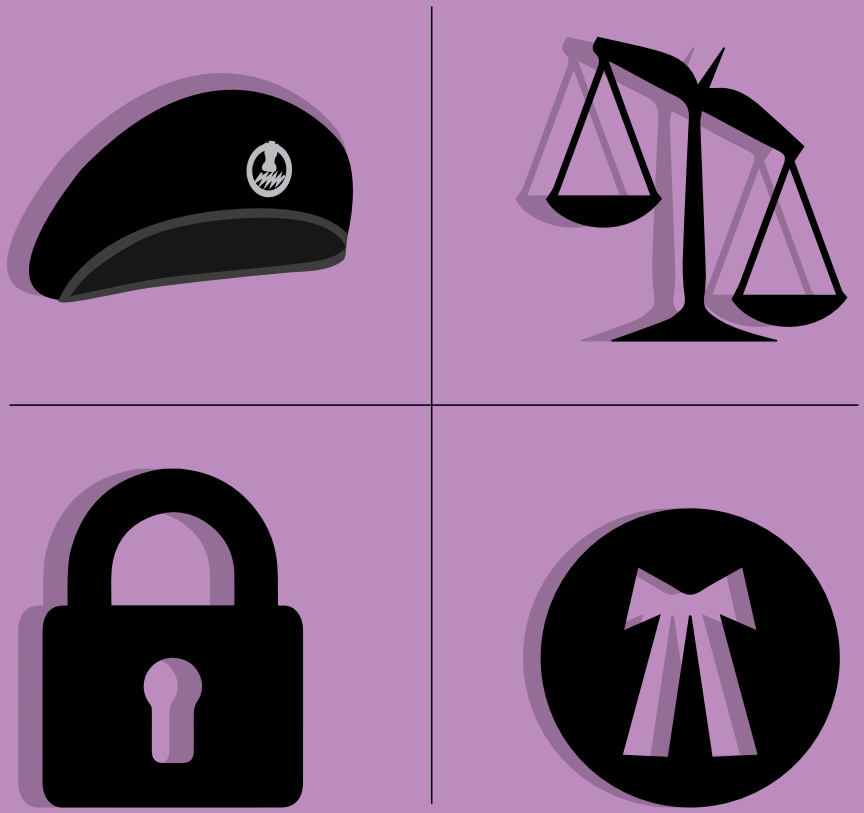
Overcrowding went up from 120 per cent to 130 per cent. At 77 per cent, more undertrial prisoners make up the inmate population than ever before—on average spending more time incarcerated than ever before. Legal aid institutions, even with best efforts, could reach only a fraction of their potential clientele. Beneath the eye-watering figure of nearly 5 crore (50 million) total pending cases lies the dismaying one that records the ever-increasing length of time it takes to reach resolution.

Clearly this state of permacrisis, where functionaries are expected to deliver at impossible levels and from which justice seekers need have little expectation, cries out for urgent repair.

With its comparisons and trend analyses the report is intended to urge those with their hands on the tiller to discern from it directions for immediate repair, set priorities, examine the possibility of strategic reinvestment and redeployment of resources, and assess their own efforts in delivering justice speedily and inexpensively, especially into the most remote and vulnerable communities. Every month of delay makes solutions harder.

In its international commitments under Goal 16 of the Sustainable Development Goals, India is committed to "promoting peaceful and inclusive societies, providing access to justice for all and building effective, accountable and inclusive institutions at all levels." The deadline is 2030. Much more importantly, the promise of abiding democracy at home is underpinned by the assurance that quality justice—fair and accessible—will be unfailingly to hand for everyone. There is little time to lose.

Maja Daruwala
Editor and Convenor, India Justice Report



National Findings

Overall ranking*

Color guide

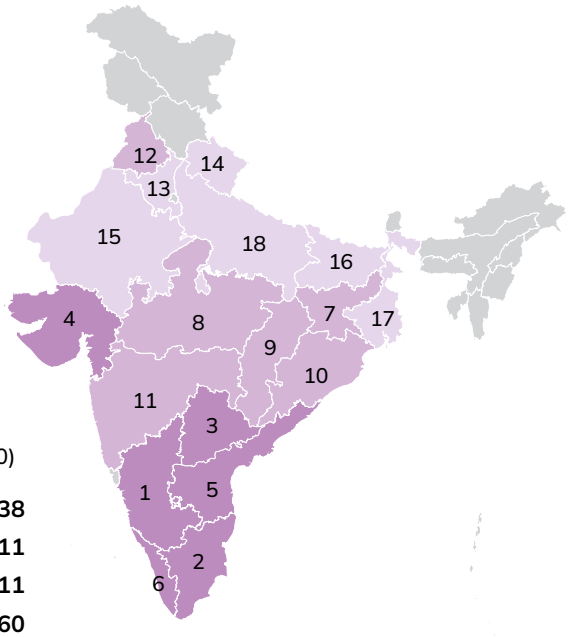
Best | Middle | Worst

Indicators (in IJR 3) **102**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)

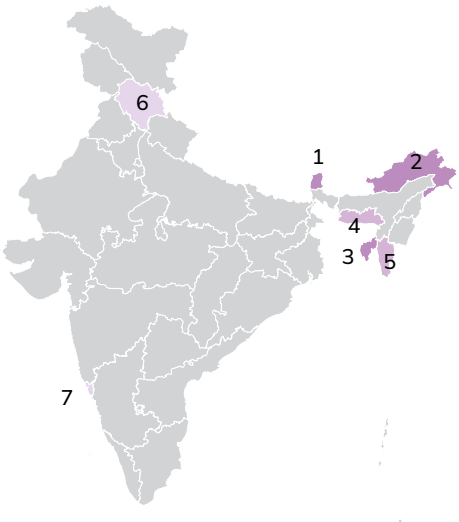


Map 1: Large and mid-sized states

Rank (out of 18) IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
6	14	1	Karnataka	6.38
3	2	2	Tamil Nadu	6.11
11	3	3	Telangana	6.11
8	6	4	Gujarat	5.60
13	12	5	Andhra Pradesh	5.41
2	5	6	Kerala	5.36
16	8	7	Jharkhand	5.26
9	16	8	Madhya Pradesh	5.25
10	7	9	Chhattisgarh	5.20
7	11	10	Odisha	5.16
1	1	11	Maharashtra	5.16
4	4	12	Punjab	5.10
5	9	13	Haryana	4.79
15	15	14	Uttarakhand	4.46
14	10	15	Rajasthan	4.36
17	13	16	Bihar	4.32
12	17	17	West Bengal	3.88
18	18	18	Uttar Pradesh	3.78

Map 2: Small states

Rank (out of 7) IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
2	2	1	Sikkim	5.01
6	5	2	Arunachal Pradesh	4.28
7	1	3	Tripura	4.02
5	7	4	Meghalaya	3.97
4	6	5	Mizoram	3.85
3	4	6	Himachal Pradesh	3.72
1	3	7	Goa	3.42



* Composite ranking across police, prisons, judiciary and legal aid

Note: Scores are shown up to 2 decimals. While they both show the same score, Tamil Nadu is ranked above Telangana on the third decimal (6.112 versus 6.105) and Odisha above Maharashtra (5.159 versus 5.157).

How each ranked state fared in its cluster across the 4 pillars of justice

Table 1: Rank and score for large and mid-sized states

Ranks 1 to 6 | Ranks 7 to 12 | Ranks 13 to 18

	Overall rank	Police			Prisons			Judiciary			Legal aid		
	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022
Karnataka	1	6	1	2	3	14	2	16	12	2	7	16	2
Tamil Nadu	2	1	5	6	10	6	1	1	1	1	12	11	12
Telangana	3	11	10	1	13	2	3	11	6	5	4	6	5
Gujarat	4	12	8	8	9	10	6	7	8	9	6	9	3
Andhra Pradesh	5	5	4	3	15	7	5	13	14	11	10	14	13
Kerala	6	13	14	17	1	5	4	5	3	4	1	7	6
Jharkhand	7	9	6	11	18	15	14	14	9	7	14	4	1
Madhya Pradesh	8	15	18	7	7	8	7	6	11	10	9	12	14
Chhattisgarh	9	10	2	9	8	11	12	12	4	6	8	15	11
Odisha	10	7	3	4	5	9	11	9	15	13	15	8	10
Maharashtra	11	4	13	10	2	4	10	4	5	12	5	1	7
Punjab	12	3	12	13	16	13	15	2	2	3	3	3	9
Haryana	13	8	9	12	11	16	16	3	7	14	2	5	4
Uttarakhand	14	2	7	5	17	18	18	15	13	8	17	10	8
Rajasthan	15	17	16	14	12	1	8	8	10	17	11	13	17
Bihar	16	14	11	16	6	3	9	18	18	16	16	2	16
West Bengal	17	16	17	18	4	12	13	10	16	18	13	17	15
Uttar Pradesh	18	18	15	15	14	17	17	17	17	15	18	18	18

States arranged in descending order of overall rank in IJR 3.

Table 2: Rank and score for small states

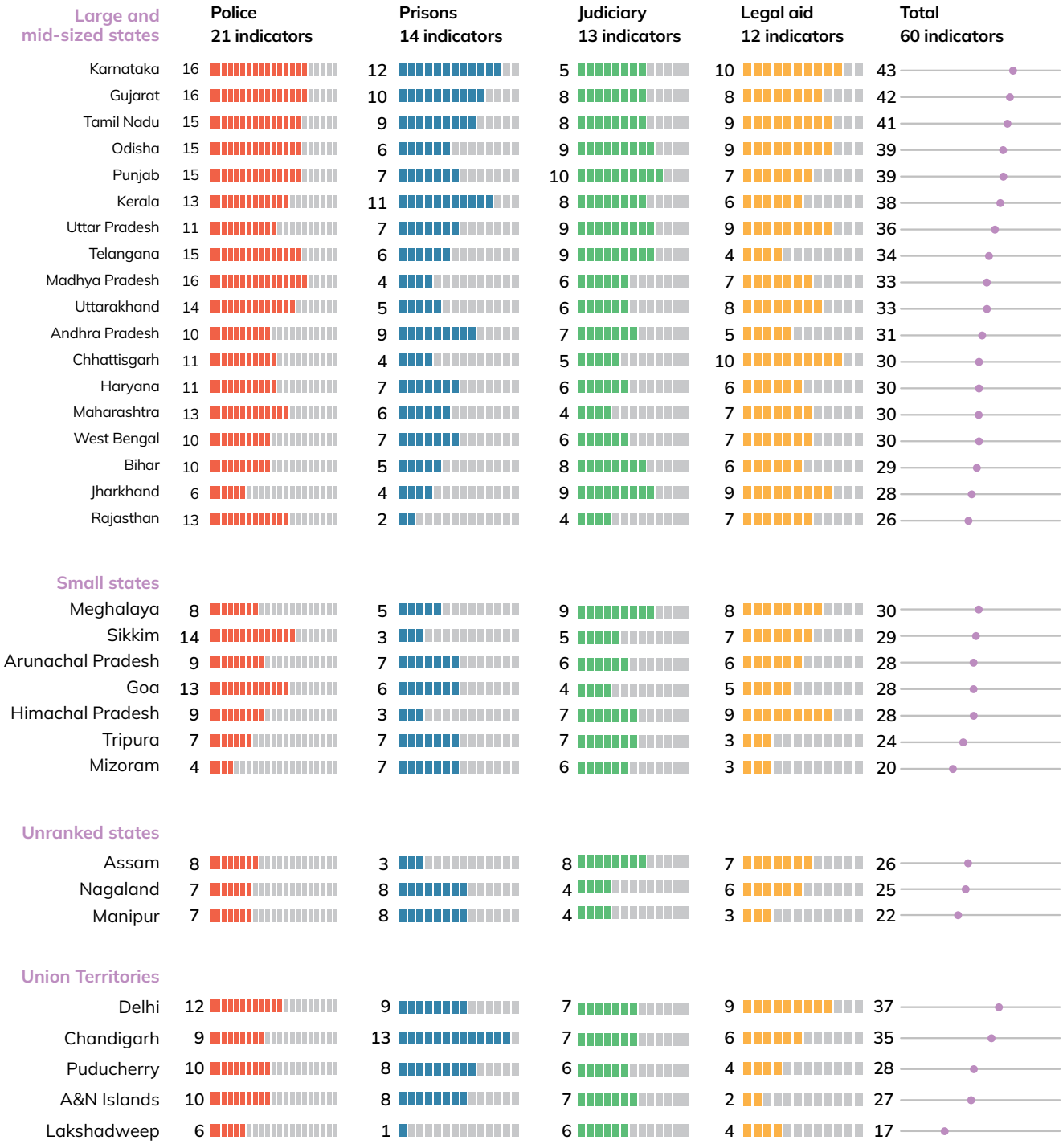
Ranks 1 to 3 | Ranks 4 to 5 | Ranks 6 to 7

	Overall rank	Police			Prisons			Judiciary			Legal aid		
	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022	IJR 1 2019	IJR 2 2020	IJR 3 2022
Sikkim	1	1	1	1	7	6	4	1	1	1	4	3	1
Arunachal Pradesh	2	2	4	2	3	3	1	7	5	4	7	7	7
Tripura	3	4	5	7	5	2	5	6	6	2	5	2	4
Meghalaya	4	5	3	3	2	5	6	4	7	5	6	5	3
Mizoram	5	7	6	4	4	7	3	5	3	3	2	4	6
Himachal Pradesh	6	6	2	5	6	1	2	3	2	6	3	6	5
Goa	7	3	7	6	1	4	7	2	4	7	1	1	2

States arranged in descending order of overall rank in IJR 3.

Figure 1: The improvement scorecard between IJR 2020 and IJR 2022

Of the 60 static indicators common to this and IJR 2020, in how many did a state/UT improve?

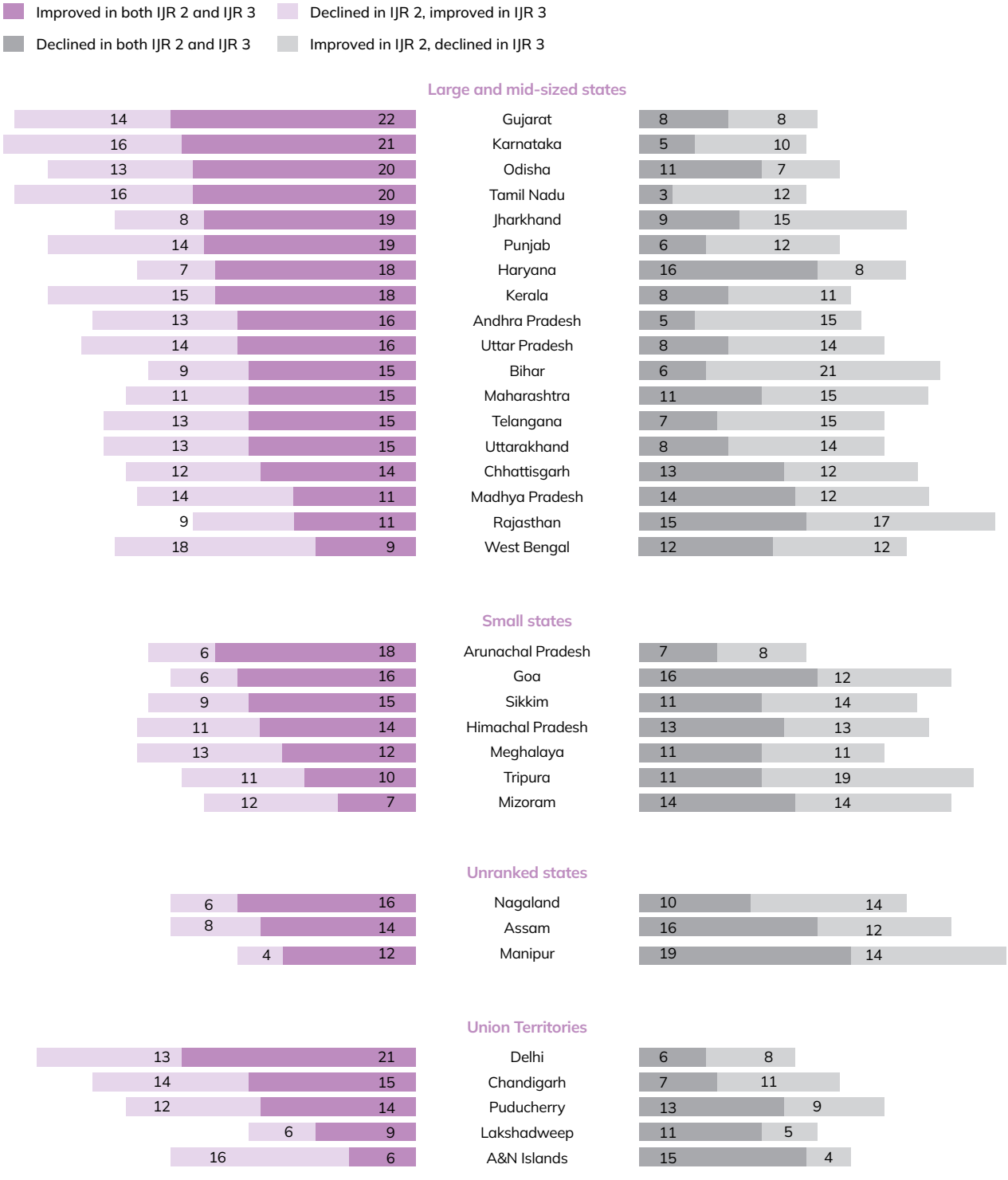


Methodology: Count of indicators on which a state has improved over IJR 2. Only non-trend and comparable indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. Where an indicator value was not available for one or both years, that indicator was not considered. Given the change in their administrative status, values for Dadra & Nagar Haveli and Daman & Diu, Jammu & Kashmir and Ladakh are not comparable with those from IJR 2, and hence they have not been considered here.

Figure 2: Performance over IJR 2019, IJR 2020 and IJR 2022

Taking IJR 2019 as the baseline, the figure below shows how states/UTs fared over 52 indicators common to all three IJRs. For instance, Tamil Nadu could not improve in only 3 indicators, whereas, for Haryana this number was 16. Similarly, Gujarat improved on 22 indicators in IJR 3, while West Bengal could improve only on 9.

Improvement by number of indicators (maximum: 52) *



* Data for 52 non-trend indicators, across 4 pillars, that were present in all three IJRs.
Note: 1. States arranged within cluster in descending order of indicators improved on in both IJRs. 2. Due to administrative realignments, data for Dadra & Nagar Haveli and Daman & Diu, Jammu & Kashmir, and Ladakh cannot be compared across IJRs, and have hence been excluded from this calculation.

Ranking diversity*

Color guide

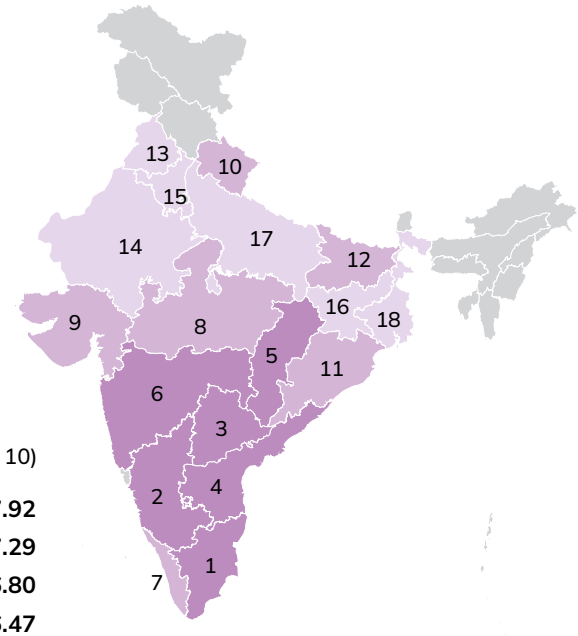
Best | Middle | Worst

Indicators (in IJR 3) **16**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)



Map 3: Large and mid-sized states

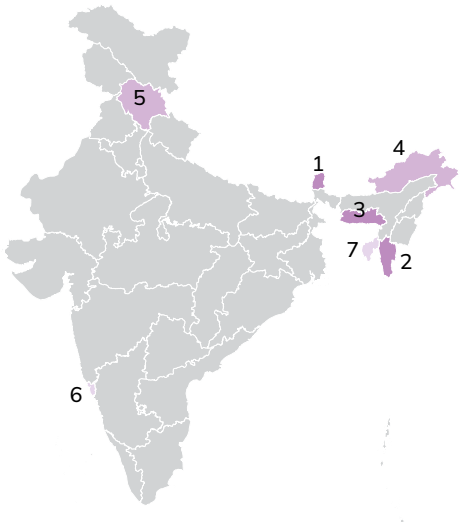
Rank (out of 18)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
1	7	1	Tamil Nadu	7.92
2	1	2	Karnataka	7.29
11	9	3	Telangana	6.80
6	4	4	Andhra Pradesh	6.47
13	5	5	Chhattisgarh	6.07
4	8	6	Maharashtra	5.96
3	2	7	Kerala	5.76
12	17	8	Madhya Pradesh	5.54
8	6	9	Gujarat	5.51
7	14	10	Uttarakhand	5.13
5	3	11	Odisha	4.96
17	10	12	Bihar	4.87
10	12	13	Punjab	4.42
16	15	14	Rajasthan	4.10
14	11	15	Haryana	4.05
15	13	16	Jharkhand	3.98
18	18	17	Uttar Pradesh	3.63
9	16	18	West Bengal	2.83

Map 4: Small states

Rank (out of 7)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
1	2	1	Sikkim	5.98
2	1	2	Mizoram	5.14
4	6	3	Meghalaya	4.25
5	5	4	Arunachal Pradesh	4.01
6	3	5	Himachal Pradesh	3.77
3	4	6	Goa	2.64
7	7	7	Tripura	2.08



* How do states fare on 16 diversity indicators across police, prisons, judiciary and legal aid? Indicators listed on Page 28.

Figure 3: Share of women across pillars

The share of women remains uneven, and their representation is concentrated in the lower ranks.

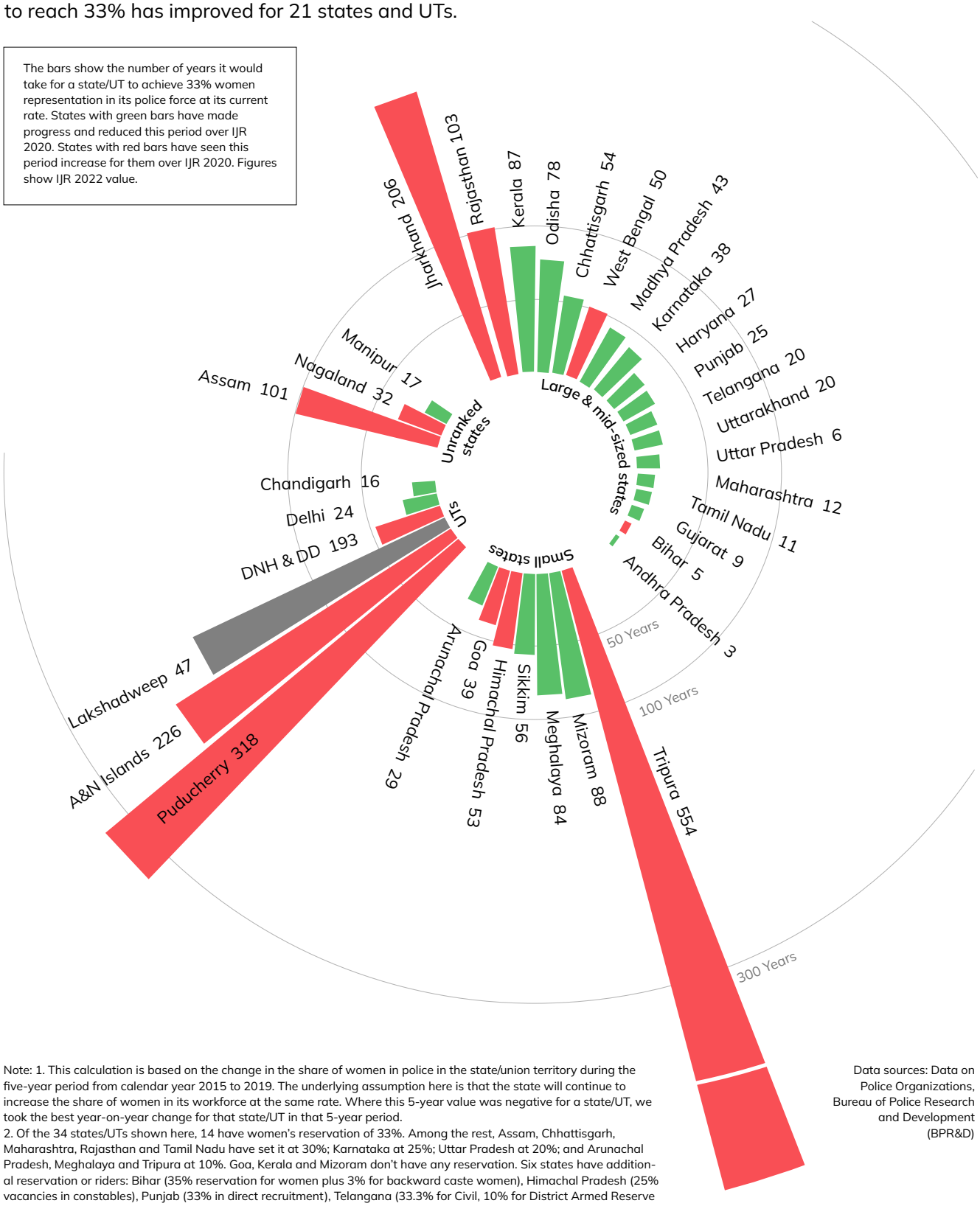
	Police		Prisons	Judiciary		Legal Aid	
	Women in total police staff (%)	Women in police officers (%)	Women in total prison staff (%)	Women judges (High Court) (%)	Women judges (Sub. court) (%)	Women in panel lawyers (%)	Women PLVs (%)
National average	11.8	8	13.8	13.1	35.1	24.7	40.3
Large and mid-sized states							
Andhra Pradesh	21.8	5.4	8.4	6.7	46.2	16.1	38.0
Bihar	21.2	10.6	21.5	0.0	24.2	18.6	26.6
Chhattisgarh	7.1	9.3	10.4	7.1	41.7	14.9	40.6
Gujarat	16.3	10.0	7.2	21.4	19.5	24.4	43.5
Haryana	8.2	12.2	6.2	19.7	38.4	21.5	41.4
Jharkhand	6.2	4.3	9.3	4.8	23.0	15.6	32.9
Karnataka	8.6	6.4	32.0	10.2	33.6	38.8	58.4
Kerala	7.8	2.4	10.0	16.2	43.1	42.4	62.6
Madhya Pradesh	7.4	11.5	18.6	9.7	34.8	15.1	35.6
Maharashtra	17.8	7.7	14.8	12.1	30.8	28.2	40.8
Odisha	10.5	12.9	12.5	4.5	44.4	26.1	37.6
Punjab	9.9	8.3	9.4	19.7	45.8	18.6	37.1
Rajasthan	10.4	6.8	19.4	7.7	40.2	8.6	27.1
Tamil Nadu	19.1	17.9	14.1	20.4	39.9	24.4	48.7
Telangana	8.5	7.5	10.5	27.3	52.8	18.2	41.9
Uttar Pradesh	10.7	5.1	9.9	7.0	31.7	10.5	24.9
Uttarakhand	12.8	18.1	3.6	0.0	39.1	21.8	44.2
West Bengal	9.9	4.0	10.9	14.8	35.9	26.2	40.0
Small states							
Arunachal Pradesh	10.7	5.7	18.2	16.7	34.3	22.1	46.3
Goa	10.6	15.6	1.8	12.1	70.0	45.3	59.3
Himachal Pradesh	14.0	4.9	8.4	20.0	34.0	24.9	27.2
Meghalaya	6.0	8.5	14.8	0.0	62.7	60.4	41.7
Mizoram	7.1	21.4	25.0	16.7	51.2	37.8	32.6
Sikkim	9.0	7.5	23.2	33.3	52.4	44.7	76.0
Tripura	5.3	5.9	5.4	0.0	34.9	28.7	24.7

Note: 1. States ranked in alphabetical order within cluster. 2. Data as of January 2022 for police indicators; December 2021 for prisons indicators; December 1, 2022, for High Court judges and July 25, 2022, for subordinate court judges; June 2022 for legal aid indicators.
Bureau of Police Research and Development, Data on Police Organisation, January 2022; National Crime Records Bureau, Prison Statistics India, December 2021; Department of Justice; Lok Sabha Unstarred Question No. 2116, dated 29 July 2022 and National Legal Services Authority.

Figure 4: How long will it take for women's share in police staff to reach 33%?

Compared to IJR 2020, 23 states and Union Territories have improved the representation of women in their police force in IJR 2022. Even on the basis of their 5-year average, the time it would take for women's share to reach 33% has improved for 21 states and UTs.

The bars show the number of years it would take for a state/UT to achieve 33% women representation in its police force at its current rate. States with green bars have made progress and reduced this period over IJR 2020. States with red bars have seen this period increase for them over IJR 2020. Figures show IJR 2022 value.

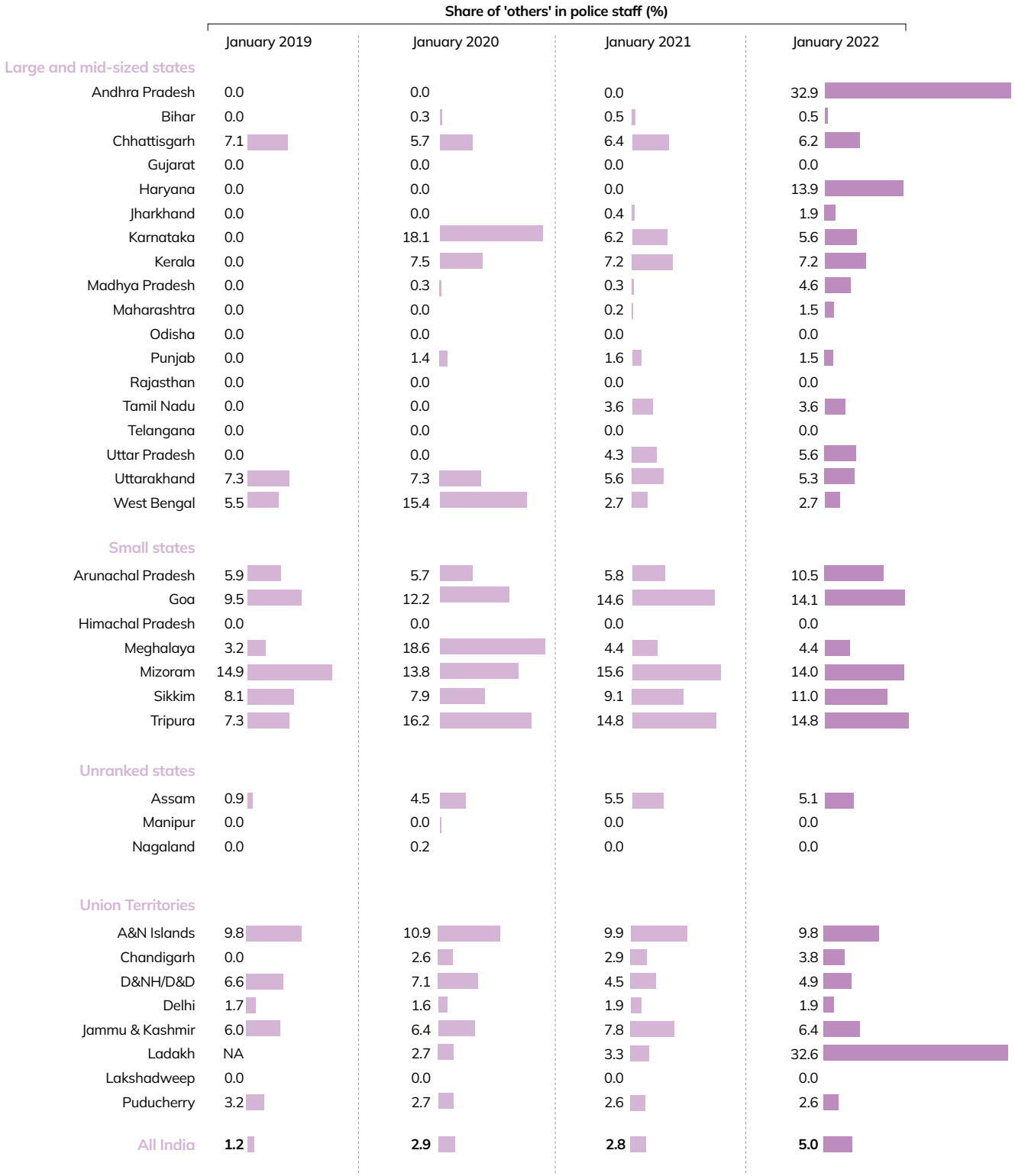


Note: 1. This calculation is based on the change in the share of women in police in the state/union territory during the five-year period from calendar year 2015 to 2019. The underlying assumption here is that the state will continue to increase the share of women in its workforce at the same rate. Where this 5-year value was negative for a state/UT, we took the best year-on-year change for that state/UT in that 5-year period.
2. Of the 34 states/UTs shown here, 14 have women's reservation of 33%. Among the rest, Assam, Chhattisgarh, Maharashtra, Rajasthan and Tamil Nadu have set it at 30%; Karnataka at 25%; Uttar Pradesh at 20%; and Arunachal Pradesh, Meghalaya and Tripura at 10%. Goa, Kerala and Mizoram don't have any reservation. Six states have additional reservation or riders: Bihar (35% reservation for women plus 3% for backward caste women), Himachal Pradesh (25% vacancies in constables), Punjab (33% in direct recruitment), Telangana (33.3% for Civil, 10% for District Armed Reserve and 0% for State Armed Reserve), Uttarakhand (30% horizontal) and West Bengal (nil, progressively will reach 33%). Data for Mizoram was not available.

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D)

Figure 5: The curious case of 'others' in police

BPR&D provides details of data of personnel by rank and includes an undefined column of "others if any". Since 2019, the share of others has increased from 1.2% to 5% in 2022.



Note: 1. States ranked in alphabetical order within cluster.
Bureau of Police Research and Development, Data on Police Organisation

Ranking human resources*

Color guide

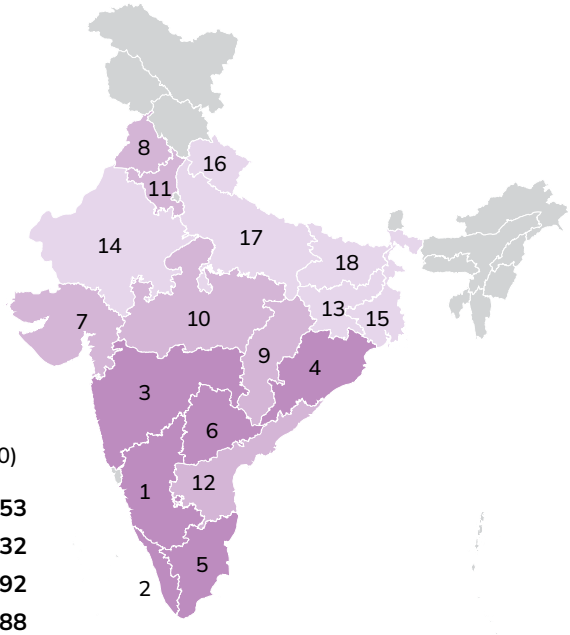
Best | Middle | Worst

Indicators (in IJR 3) **17**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)

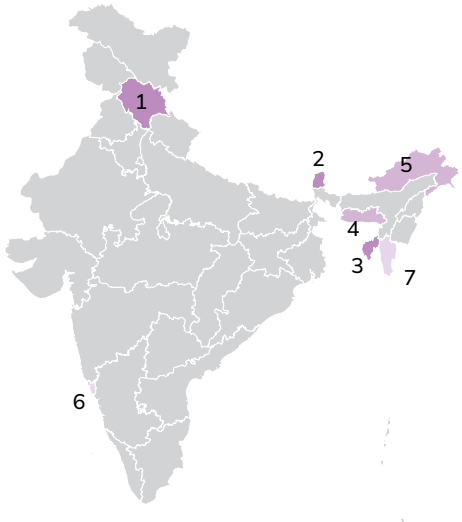


Map 5: Large and mid-sized states

IJR 1 2019	IJR 2 2020	IJR 3 2022 (NEW)	State	Score (out of 10)
6	11	1	Karnataka	6.53
1	3	2	Kerala	6.32
2	1	3	Maharashtra	5.92
3	4	4	Odisha	5.88
4	2	5	Tamil Nadu	5.87
12	5	6	Telangana	5.66
10	8	7	Gujarat	5.43
7	6	8	Punjab	5.27
14	14	9	Chhattisgarh	4.77
5	9	10	Madhya Pradesh	4.71
9	12	11	Haryana	4.58
13	16	12	Andhra Pradesh	4.34
16	10	13	Jharkhand	4.33
8	7	14	Rajasthan	4.09
11	17	15	West Bengal	4.03
15	13	16	Uttarakhand	3.94
18	18	17	Uttar Pradesh	3.73
17	15	18	Bihar	3.50

Map 6: Small states

IJR 1 2019	IJR 2 2020	IJR 3 2022 (NEW)	State	Score (out of 10)
1	1	1	Himachal Pradesh	4.02
4	3	2	Sikkim	3.73
5	4	3	Tripura	3.46
6	2	4	Arunachal Pradesh	3.42
3	5	5	Meghalaya	3.32
2	7	6	Goa	3.32
7	6	7	Mizoram	2.87



* How do states fare on 17 human resources indicators across police, prisons, judiciary and legal aid? Indicators listed on Page 28.

Note: Scores are shown up to 2 decimals. While they both show the same score, Meghalaya is ranked above Goa on the third decimal (3.324 versus 3.320).

Figure 6: Judge to population ratio

The benchmark laid out by the Law Commission in 1987 recommended 50 judges per million people. In reality, all states/UTs are far from meeting this number.

	Judges per million population		
	Subordinate courts	High Court	Total
National average	14.0	0.6	**14.6**
Large and mid-sized states			
Andhra Pradesh	9.1	0.6	**9.7**
Bihar	10.8	0.3	**11.1**
Chhattisgarh	14.7	0.5	**15.2**
Gujarat	16.6	0.4	**17.0**
Haryana	15.8	1.1	**16.9**
Jharkhand	15.0	0.5	**15.5**
Karnataka	15.8	0.7	**16.6**
Kerala	13.4	1.0	**14.5**
Madhya Pradesh	18.0	0.4	**18.4**
Maharashtra	15.5	0.5	**16.0**
Odisha	17.5	0.5	**18.0**
Punjab	19.6	1.1	**20.7**
Rajasthan	15.7	0.3	**16.1**
Tamil Nadu	14.0	0.7	**14.7**
Telangana	10.8	0.9	**11.7**
Uttar Pradesh	10.8	0.4	**11.2**
Uttarakhand	23.5	0.6	**24.1**
West Bengal	9.3	0.5	**9.9**
Small states			
Arunachal Pradesh	22.6	0.6	**23.2**
Goa	25.5	0.5	**26.0**
Himachal Pradesh	21.8	1.3	**23.1**
Meghalaya	15.4	0.9	**16.3**
Mizoram	33.4	0.6	**34.0**
Sikkim	30.7	4.4	**35.1**
Tripura	26.5	0.7	**27.3**
Unranked states			
Assam	12.2	0.6	**12.7**
Manipur	13.1	0.9	**14.1**
Nagaland	10.8	0.6	**11.4**
Union Territories			
Andaman & Nicobar Islands	32.3	0.5	32.9
Chandigarh	24.6	1.1	25.7
D&N Haveli and Daman & Diu	7.0	0.5	7.5
Delhi	32.6	2.1	34.7
Jammu & Kashmir	17.5	1.1	18.6
Ladakh	30.1	1.1	31.2
Lakshadweep	29.4	1.0	30.4
Puducherry	6.8	0.7	7.5

Note: 1. States arranged in respective cluster in alphabetical order.
Source: Department of Justice; Lok Sabha Unstarred Question No. 2116, dated 29 July 2022.

Figure 7: Vacancy across pillars

We looked at vacancies on 11 key personnel ranks across the 4 pillars. Many states, of all sizes, have vacancies that exceed 25% of the state's own sanctioned strength.

Up to 25% | 25% to 50% | Above 50%

	Police vacancy (%)		Judiciary vacancy (%)		
Large and mid-sized states	Constables Jan 2022	Officers Jan 2022	High Court judges Dec 2022	Subordinate court judges Jul 2022	High Court staff 2021-22
Andhra Pradesh	20.0	9.8	18.9	20.4	51.2
Bihar	30.0	53.8	35.8	30.7	52.8
Chhattisgarh	21.2	26.0	36.4	8.9	32.6
Gujarat	26.9	22.1	46.2	23.0	24.3
Haryana	32.0	25.3	22.4	39.0	23.1
Jharkhand	23.9	32.8	16.0	13.6	16.9
Karnataka	12.0	10.8	21.0	21.9	26.0
Kerala	4.6	23.9	21.3	16.0	17.3
Madhya Pradesh	13.9	20.8	41.5	23.8	14.6
Maharashtra	28.2	25.3	29.8	11.4	11.3
Odisha	13.3	28.4	33.3	20.7	28.5
Punjab	12.6	22.4	22.4	13.3	23.1
Rajasthan	8.3	45.6	48.0	20.1	37.0
Tamil Nadu	10.9	9.1	28.0	19.2	13.7
Telangana	26.1	7.1	21.4	19.7	33.8
Uttar Pradesh	26.0	42.5	37.5	31.0	21.1
Uttarakhand	6.4	7.2	36.4	9.4	21.1
West Bengal	44.1	25.2	25.0	9.5	31.5
Small states					
Arunachal Pradesh	27.8	34.7	0.0	14.6	7.9
Goa	17.2	23.6	29.8	20.0	11.3
Himachal Pradesh	5.1	16.0	41.2	7.4	15.0
Meghalaya	16.9	21.2	25.0	48.5	13.2
Mizoram	34.2	26.6	0.0	36.9	7.9
Sikkim	4.6	-4.2	0.0	25.0	11.5
Tripura	23.7	40.1	40.0	10.7	5.3

Note: 1. States ranked in alphabetical order within cluster.
Source: Bureau of Police Research and Development, Data on Police Organisation, January 2022; National Crime Records Bureau, Prison Statistics India, December 2021; Department of Justice; Lok Sabha Unstarred Question No. 2116, dated 29 July 2022 and National Legal Services Authority.

Figure 7: Vacancy across pillars

We looked at vacancies on 11 key personnel ranks across the 4 pillars. Many states, of all sizes, have vacancies that exceed 25% of the state's own sanctioned strength. Highest vacancies are seen among HC judges, correctional staff in prisons and least are seen among DLSA secretaries.

Up to 25% | 25% to 50% | Above 50%

	Prisons vacancy (%)					Legal Aid vacancy (%)
Large and mid-sized states	Officers Dec 2021	Cadre staff Dec 2021	Correctional staff Dec 2021	Medical staff Dec 2021	Medical officers Dec 2021	DLSA secretary Mar 2022
Andhra Pradesh	23.2	26.8	NA[2]	26.7	13.6	0.0
Bihar	25.8	41.4	32.9	49.8	62.4	0.0
Chhattisgarh	64.7	27.7	49.5	51.7	56.5	0.0
Gujarat	30.0	34.0	44.4	14.7	12.5	12.5
Haryana	34.6	28.8	100.0	50.5	47.2	0.0
Jharkhand	67.6	60.3	66.7	59.7	83.7	0.0
Karnataka	14.5	21.3	20.7	61.3	66.7	0.0
Kerala	6.9	11.4	3.6	23.5	16.7	0.0
Madhya Pradesh	41.4	15.4	18.8	47.2	72.4	31.4
Maharashtra	22.0	11.2	46.0	27.0	20.5	0.0
Odisha	23.3	21.3	41.6	46.3	61.7	0.0
Punjab	29.3	47.3	100.0	37.4	33.3	0.0
Rajasthan	37.3	22.8	87.5	22.9	35.1	0.0
Tamil Nadu	11.0	9.8	15.0	7.8	11.6	9.4
Telangana	8.0	13.5	0.0	53.4	45.5	18.2
Uttar Pradesh	36.1	19.4	37.1	52.3	36.0	28.2
Uttarakhand	77.1	37.1	NA[2]	56.3	90.0	0.0
West Bengal	24.3	19.2	31.3	66.8	77.3	0.0
Small states						
Arunachal Pradesh	43.8	3.1	NA[2]	10.0	0.0	100.0
Goa	29.6	31.5	100.0	84.6	83.3	0.0
Himachal Pradesh	36.4	17.1	69.2	52.2	50.0	0.0
Meghalaya	31.6	25.5	NA[2]	10.0	0.0	72.7
Mizoram	45.9	25.5	NA[2]	40.0	100.0	100.0
Sikkim	40.7	56.2	NA[2]	28.6	50.0	100.0
Tripura	65.6	38.4	0.0	29.4	0.0	60.0

Note: 1. States ranked in alphabetical order within cluster. 2. For states where correctional staff data is not available, it's because PSI shows 0 sanctioned and actual correctional staff.
Source: Bureau of Police Research and Development, Data on Police Organisation, January 2022; National Crime Records Bureau, Prison Statistics India, December 2021; Department of Justice; Lok Sabha Unstarred Question No. 2116, dated 29 July 2022 and National Legal Services Authority.

Ranking intention*

Color guide

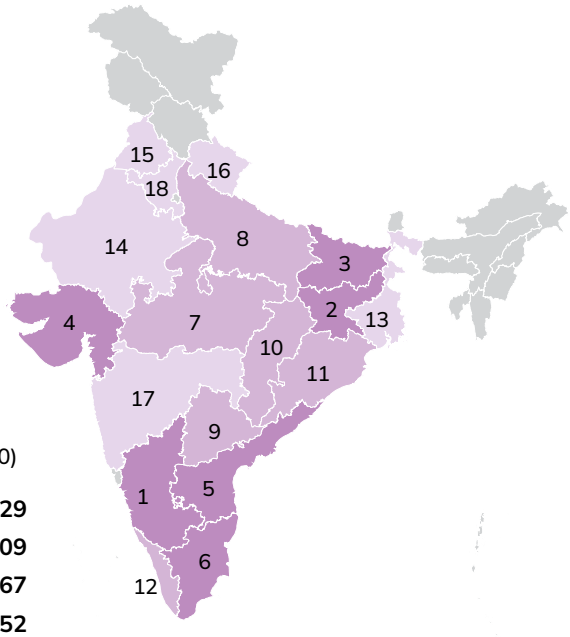
Best | Middle | Worst

Indicators (in IJR 3) **23**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)

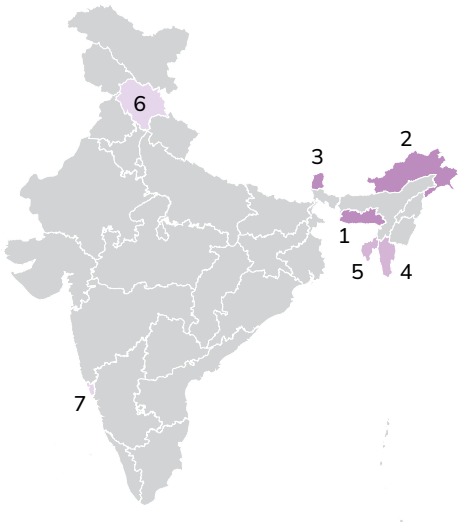


Map 7: Large and mid-sized states

Rank (out of 18)		NEW	State	Score (out of 10)
IJR 1 2019	IJR 2 2020	IJR 3 2022		
14	16	1	Karnataka	6.29
15	7	2	Jharkhand	6.09
13	4	3	Bihar	5.67
3	3	4	Gujarat	5.52
NA	6	5	Andhra Pradesh	5.26
7	1	6	Tamil Nadu	5.14
11	17	7	Madhya Pradesh	5.13
9	12	8	Uttar Pradesh	5.08
NA	18	9	Telangana	4.93
6	2	10	Chhattisgarh	4.68
8	11	11	Odisha	4.53
12	15	12	Kerala	4.48
1	10	13	West Bengal	4.26
10	5	14	Rajasthan	4.04
5	8	15	Punjab	3.97
16	13	16	Uttarakhand	3.96
2	9	17	Maharashtra	3.69
4	14	18	Haryana	3.34

Map 8: Small states

Rank (out of 7)		NEW	State	Score (out of 10)
IJR 1 2019	IJR 2 2020	IJR 3 2022		
2	7	1	Meghalaya	5.05
7	4	2	Arunachal Pradesh	4.87
4	5	3	Sikkim	4.36
6	6	4	Mizoram	4.33
5	3	5	Tripura	3.95
3	1	6	Himachal Pradesh	3.93
1	2	7	Goa	3.02



* What the trends show based on 5-year data for 23 indicators across police, prisons and judiciary. Indicators listed on Page 28.

Note: Andhra Pradesh and Telangana were not included in 2019 as 5-year data for these states was not available separately.

Figure 8: Budgets for the justice system

The graphic below shows the 5-year average growth in budgetary allocations to police, prisons and judiciary, and whether they have kept pace with the increase in the total state spend. Among the 25 ranked states, the increase in police budgets trails the increase in total budget in 12 states, prisons in 17 states and judiciary in 10 states.

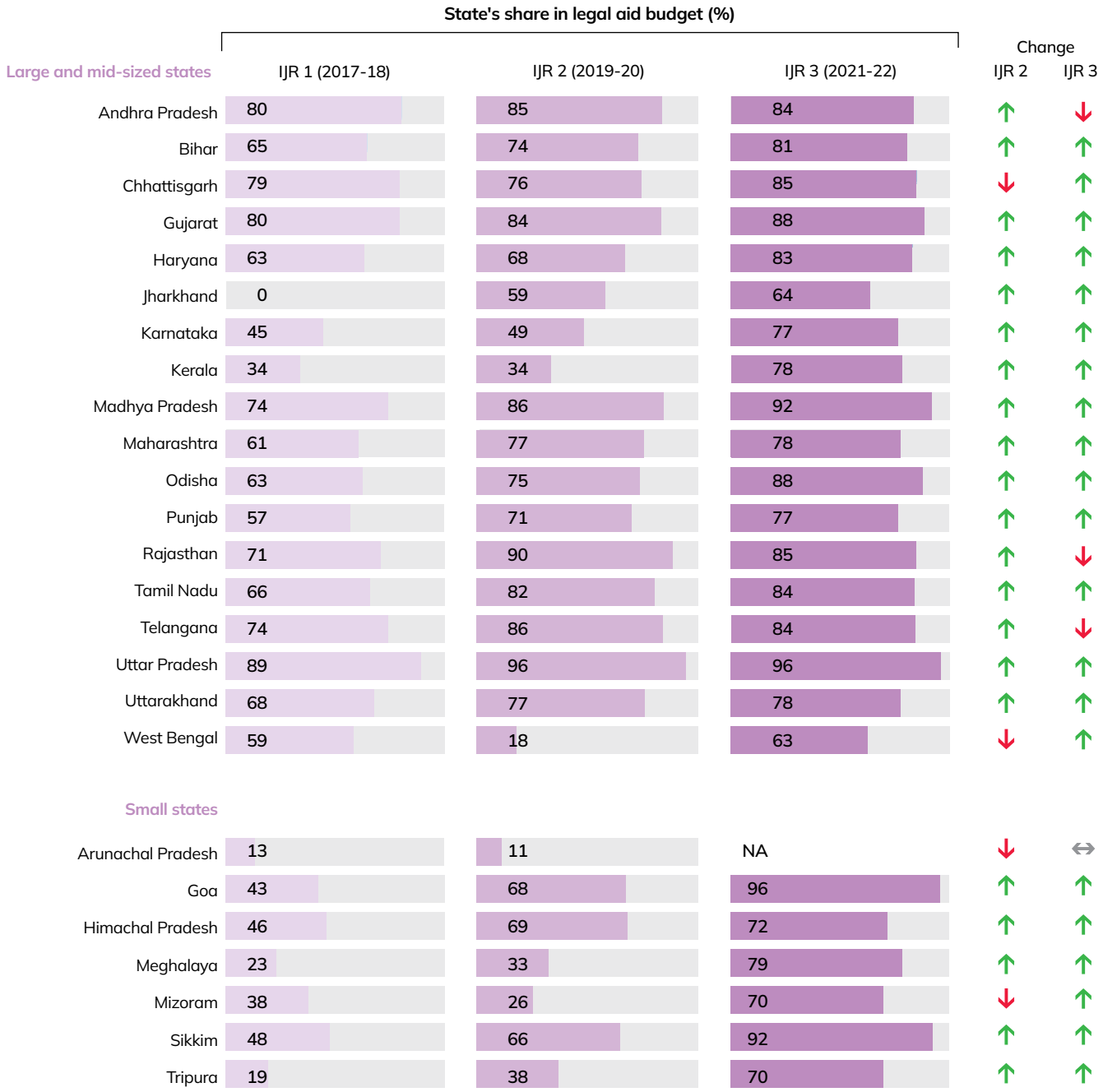
Pillar outpaces growth in state budget
Pillar trails growth in state budget

	Average change in expenditure between 2015-16 and 2020-21 (%)				Difference in spend: pillar vs state (percentage points)		
	Total state	Police	Prisons	Judiciary	Police	Prisons	Judiciary
Large and mid-sized states							
Andhra Pradesh	12.6	9.9	4.0	8.5	-2.7	-8.6	-4.1
Bihar	8.2	9.1	9.8	10.0	0.9	1.6	1.8
Chhattisgarh	9.1	10.8	15.2	9.4	1.7	6.1	0.3
Gujarat	8.2	9.6	24.9	8.4	1.3	16.7	0.2
Haryana	8.0	10.1	7.4	9.4	2.1	-0.6	1.4
Jharkhand	9.1	13.0	14.9	8.5	3.9	5.8	-0.6
Karnataka	10.1	9.5	16.3	18.3	-0.5	6.3	8.2
Kerala	9.9	5.7	9.2	6.4	-4.2	-0.8	-3.6
Madhya Pradesh	11.1	9.8	9.1	12.3	-1.3	-2.0	1.3
Maharashtra	9.9	10.0	8.3	9.3	0.1	-1.6	-0.6
Odisha	8.6	7.8	0.7	9.3	-0.8	-7.9	0.7
Punjab	11.6	6.2	3.0	8.3	-5.5	-8.6	-3.3
Rajasthan	8.7	10.2	4.3	12.9	1.5	-4.5	4.2
Tamil Nadu	11.1	8.2	8.0	10.0	-2.8	-3.0	-1.1
Telangana	10.9	6.8	-2.3	4.5	-4.1	-13.2	-6.4
Uttar Pradesh	5.2	11.2	-6.2	10.1	6.0	-11.4	5.0
Uttarakhand	9.8	10.0	1.5	11.2	0.2	-8.3	1.4
West Bengal	7.9	12.5	10.0	9.3	4.6	2.1	1.4
Small states							
Arunachal Pradesh	13.1	8.5	8.4	23.6	-4.6	-4.6	10.6
Goa	7.3	10.8	-11.9	9.3	3.4	-19.2	2.0
Himachal Pradesh	9.1	10.2	11.2	8.3	1.0	2.0	-0.8
Meghalaya	13.4	11.5	3.1	18.7	-1.9	-10.3	5.3
Mizoram	9.6	6.8	2.0	9.3	-2.8	-7.6	-0.4
Sikkim	13.2	11.5	25.9	10.4	-1.7	12.7	-2.8
Tripura	6.7	10.2	-2.6	15.5	3.5	-9.3	8.8

Note: States arranged in alphabetical order within cluster.
Source: Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India

Figure 9: State's share in legal aid budget

A state's legal aid budget comprises two sources: the National Legal Services Authority (NALSA) at the Centre and the state itself. Between 2017-18 and 2021-22, the contribution of states to their legal aid budget has progressively increased. In 13 of the 18 large and mid-sized states, and in 5 of the 7 small states, the state's share increased in both follow-up time periods.

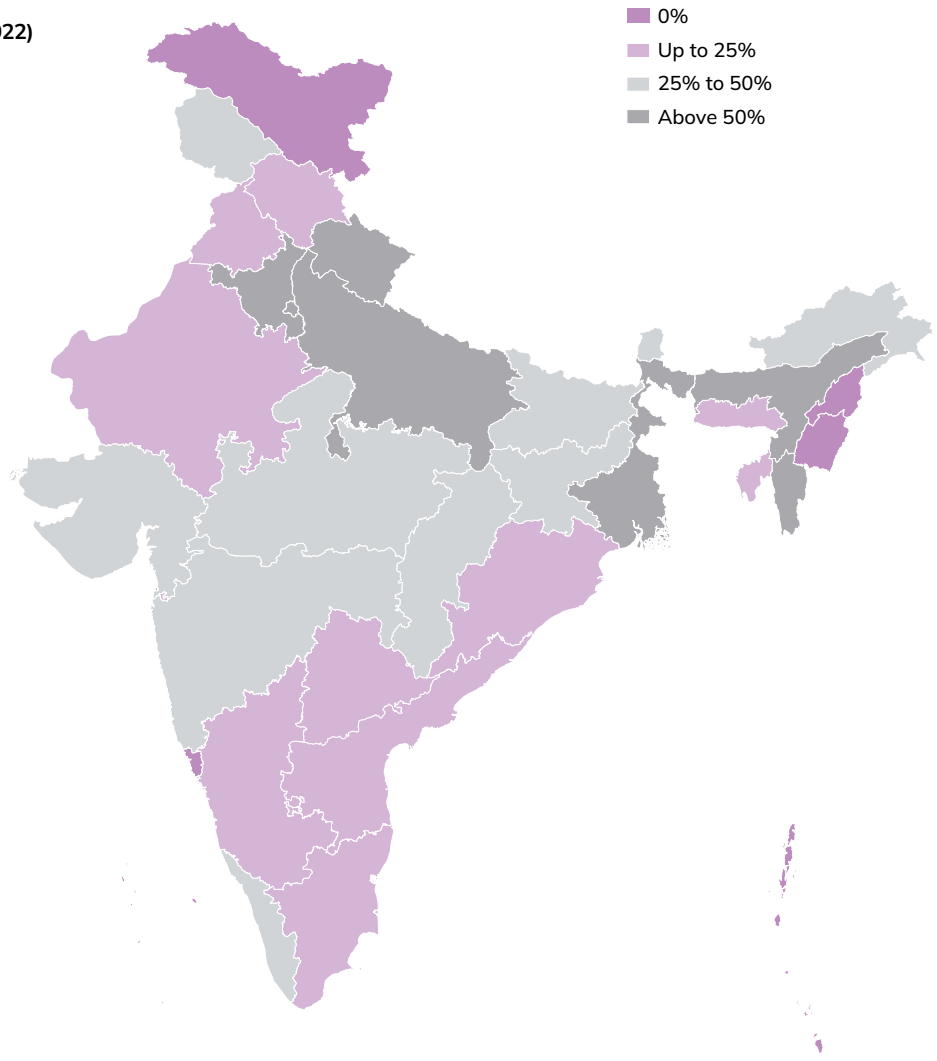


Note: 1. States arranged in respective cluster in alphabetical order.
Source: State budget documents and National Legal Services Authority

Figure 10: Share of overcrowded jails in a state

The United Nations Office on Drugs and Crime classifies 120% overcrowding as 'critical' and 150% as 'extreme.' At the end of 2021, the average occupancy rates in 13 states/UTs were critical. In six, it had crossed 150%. Averages, however, disguise the fact that in several prisons, overcrowding crosses 150%.

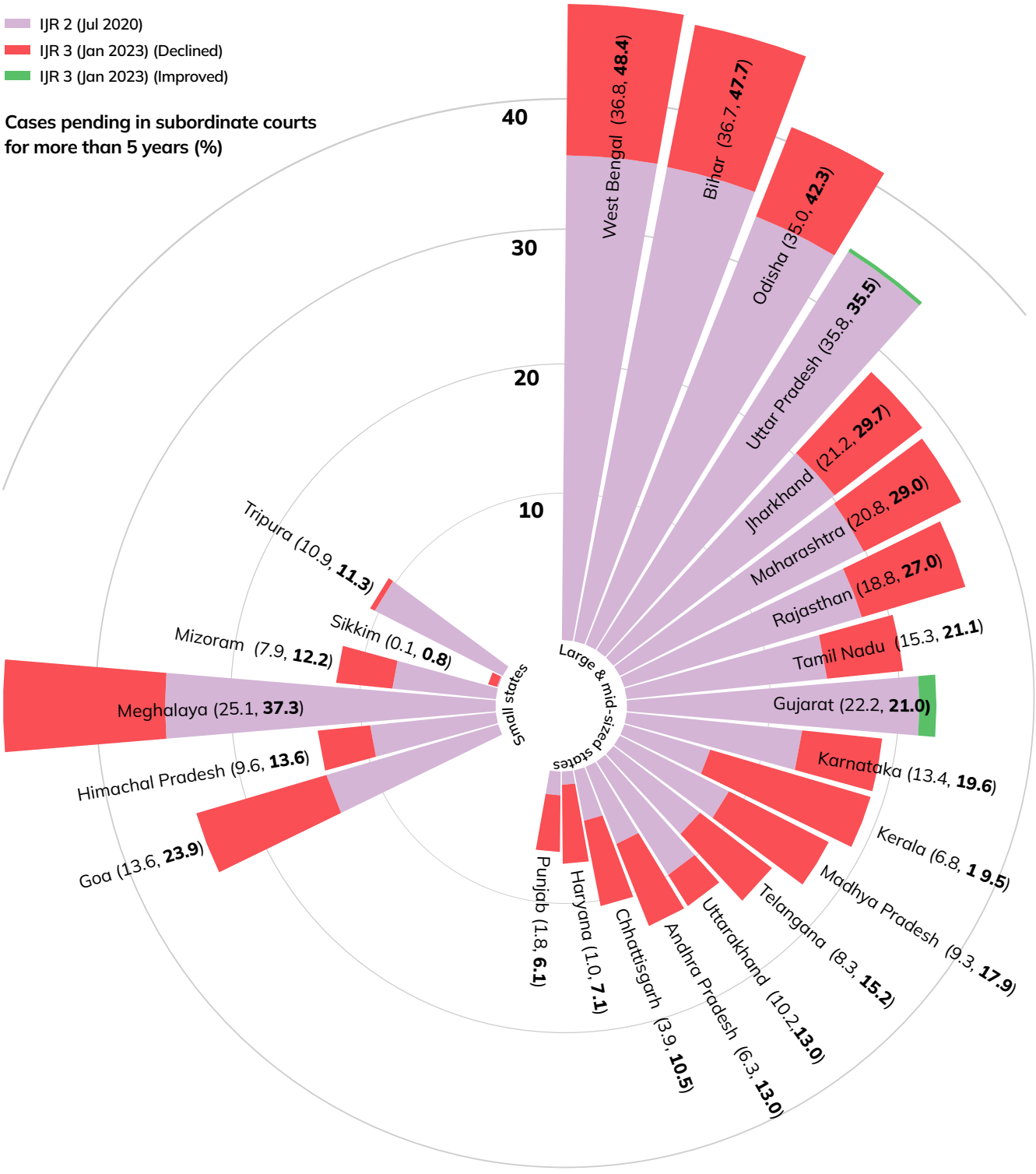
	Share of jails with 150% & more occupancy (%, 2022)
A&N Islands	0
Chandigarh	0
Goa	0
Ladakh	0
Lakshadweep	0
Manipur	0
Nagaland	0
Tamil Nadu	1
DNH & DD	7
Tripura	7
Telangana	12
Himachal Pradesh	13
Andhra Pradesh	16
Rajasthan	19
Meghalaya	20
Karnataka	22
Odisha	23
Punjab	23
Puducherry	25
Jharkhand	26
Gujarat	28
Madhya Pradesh	31
Arunachal Pradesh	33
Maharashtra	37
Bihar	41
Kerala	43
Jammu & Kashmir	47
Chhattisgarh	47
Sikkim	50
Mizoram	56
Haryana	60
West Bengal	60
Delhi	67
Uttarakhand	73
Assam	74
Uttar Pradesh	77



Source: e-Prisons portal

Figure 11: Cases pending for more than 5 years in subordinate courts

In 23 of the 25 ranked states, cases pending in subordinate courts for above 5 years have increased in the last 2 years. In 8 states, such cases amount to over 25% of pending cases. The green and red bars signify the extent to which the share of cases pending over 5 years in subordinate courts have either reduced or increased in states, compared to IJR 2020.

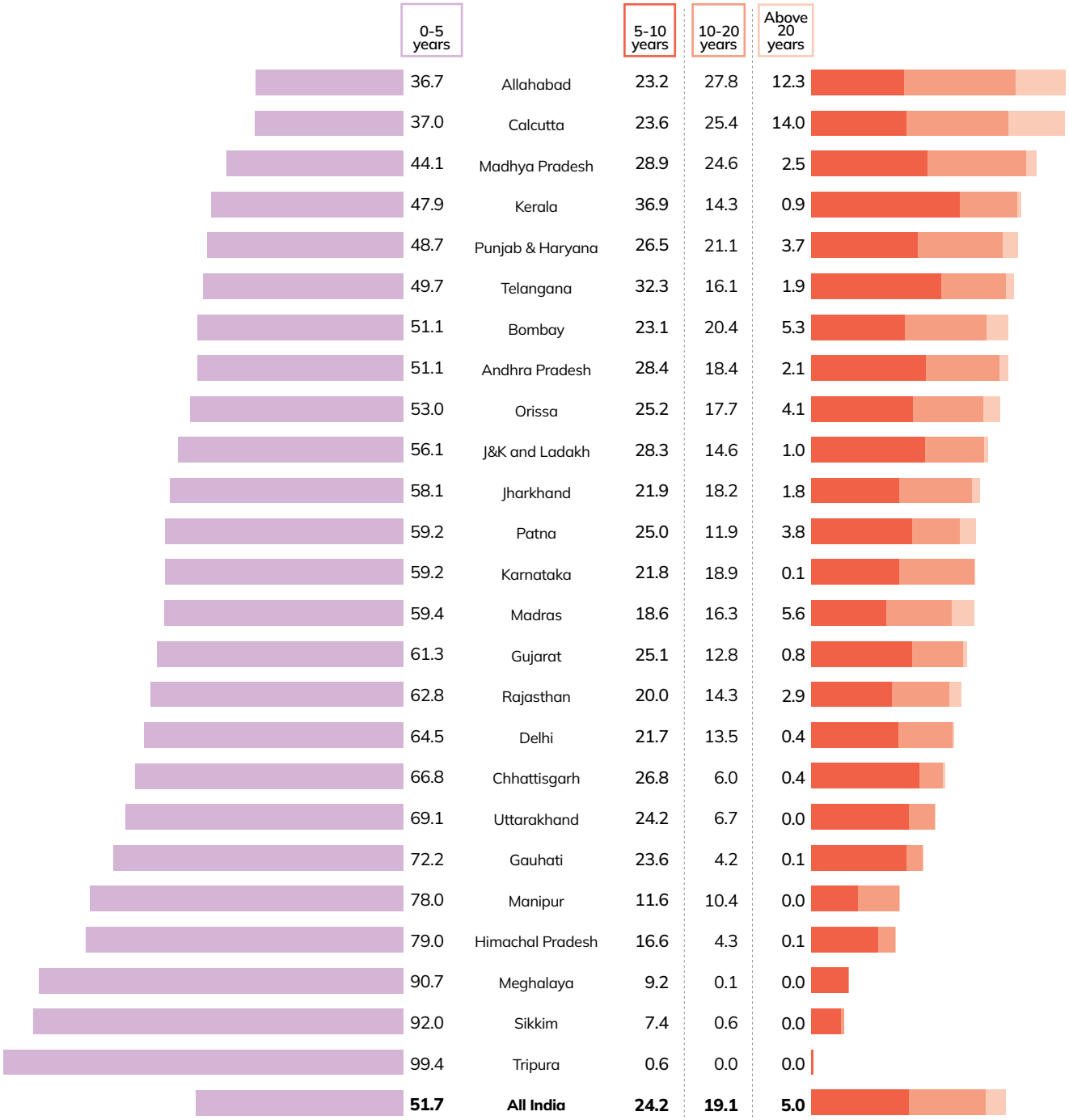


Note: 1. States arranged in respective cluster in descending order of IJR 3 value. 2. Data for Arunachal Pradesh (small state) not available.
Source: National Judicial Data Grid

Figure 12: Cases pending in High Courts

The pendency levels in High Courts is worse than in subordinate courts. Across all 25 High Courts, the share of cases pending for more than five years stands at 48.3%. While north-eastern states fare the best on this metric, the worse are Allahabad (Uttar Pradesh) and Calcutta (West Bengal and A&N Islands), where the share of cases pending for more than five years stands at 63%.

Cases pending in High Courts by duration (%, January 2, 2023)



Note: 1. High Courts arranged in ascending order of value for 0-5 years.
Source: National Judicial Data Grid

List of indicators on preceding map pages

Ranking Intention

Police

Women in total police (pp, CY '17-'21)
Women officers in total officers (pp, CY '17-'21)
Constable vacancy (pp, CY '17-'21)
Officer vacancy (pp, CY '17-'21)
Difference in spend: police vs state (pp, FY '17-'21)

Prisons

Officer vacancy (pp, CY '17-'21)
Cadre staff vacancy (pp, CY '17-'21)
Share of women in prison staff (pp, CY '17-'21)
Inmates per prison officer (%, CY '17-'21)
Inmates per cadre staff (%, CY '17-'21)
Share of undertrial prisoners (pp, CY '17-'21)
Spend per inmate (%, FY '18-'22)
Prison budget used (pp, FY '18-'22)
Difference in spend: prisons vs state (pp, FY '17-'21)

Judiciary

Cases pending (per High Court judge) (%,'18-'22)
Cases pending (per sub. court judge) (%,'18-'22)
Total cases pending (High Court) (%,'18-'22)
Total cases pending (sub. court) (%,'18-'22)
Judge vacancy (High Court) (pp,'18-'22)
Judge vacancy (sub. court) (pp,'18-'22)
Case clearance rate (High Court) (pp,'18-'22)
Case clearance rate (sub. court) (pp,'18-'22)
Difference in spend: judiciary vs state (pp, FY '17-'21)

Ranking Human Resources

Police

Constables, vacancy (%, Jan 2022)
Officers, vacancy (%, Jan 2022)
Officers in civil police (%, Jan 2022)

Prisons

Officers, vacancy (%, Dec 2021)
Cadre staff, vacancy (%, Dec 2021)
Correctional staff, vacancy (%, Dec 2021)
Medical staff, vacancy (%, Dec 2021)
Medical officers, vacancy (%, Dec 2021)
Personnel trained (%, Dec 2021)

Judiciary

Population per High Court judge (Number, Dec 2022)
Population per sub. court judge (Number, Jul 2022)
High Court judge vacancy (%, Dec 2022)
Sub. court judge vacancy (%, Jul 2022)
High Court staff vacancy (%, 2021-22)

Legal aid

DLSA secretary vacancy (%, Mar 2022)
PLVs per lakh population (Number, Jun 2022)
Sanctioned secretaries as % of DLSAs (%, Mar 2022)

Ranking Diversity

Police

Share of women in police (%, Jan 2022)
Share of women in officers (%, Jan 2022)
SC officers, actual to reserved ratio (%, Jan 2022)
SC constables, actual to reserved ratio (%, Jan 2022)
ST officers, actual to reserved ratio (%, Jan 2022)
ST constables, actual to reserved ratio (%, Jan 2022)
OBC officers, actual to reserved ratio (%, Jan 2022)
OBC constables, actual to reserved ratio (%, Jan 2022)

Prisons

Women in prison staff (%, Dec 2021)

Judiciary

Women judges (High Court) (%, Dec 2022)
Women judges (sub. court) (%, Jul 2022)
SC judges, actual to reserved (sub. court) (%, Jul 2022)
ST judges, actual to reserved (sub. court) (%, Jul 2022)
OBC judges, actual to reserved (sub. court) (%, Jul 2022)

Legal aid

Share of women in panel lawyers (%, Jun 2022)
Women PLVs (%, Jun 2022)

List of indicators on preceding improvement pages

Improvement between IJR 2 and IJR 3 (Indicator, unit, latest IJR period)

Police

Budget

1. Modernisation fund used (%, 2020-21)
2. Spend on police per person (Rs, 2020-21)
3. Spend on training per personnel (Rs, 2020-21)

Human Resources

4. Constables, vacancy (%, Jan 2022)
5. Officers, vacancy (%, Jan 2022)
6. Officers in civil police (%, Jan 2022)

Diversity

7. Share of women in police (%, Jan 2022)
8. Share of women in officers (%, Jan 2022)
9. SC officers, actual to reserved ratio (%, Jan 2022)
10. SC constables, actual to reserved ratio (%, Jan 2022)
11. ST officers, actual to reserved ratio (%, Jan 2022)
12. ST constables, actual to reserved ratio (%, Jan 2022)
13. OBC officers, actual to reserved ratio (%, Jan 2022)
14. OBC constables, actual to reserved ratio (%, Jan 2022)

Infrastructure

15. Population per police station (rural) (Number, Jan 2022)
16. Population per police station (urban) (Number, Jan 2022)
17. Area per police station (rural) (Sq km, Jan 2022)
18. Area per police station (urban) (Sq km, Jan 2022)
19. Services provided by state's citizen portals (%, 2022)
20. Personnel per training institute (Number, Jan 2022)

Workload

21. Population per civil police (Number, Jan 2022)

Prisons

Budget

22. Spend per inmate (Rs, 2021-22)
23. Prison budget utilized (%, 2021-22)

Human Resources

24. Officers, vacancy (%, Dec 2021)
25. Cadre staff, vacancy (%, Dec 2021)
26. Correctional staff, vacancy (%, Dec 2021)
27. Medical staff, vacancy (%, Dec 2021)
28. Medical officers, vacancy (%, Dec 2021)
29. Personnel trained (%, Dec 2021)

Diversity

30. Women in prison staff (%, Dec 2021)

Infrastructure

31. Prison occupancy (%, Dec 2021)
32. Jails with V-C facility (%, Dec 2021)

Workload

33. Inmates per officer (Number, Dec 2021)
34. Inmates per cadre staff (Number, Dec 2021)
35. Inmates per correctional staff (Number, Dec 2021)

Judiciary

Budget

36. Per capita spend on judiciary (Rs, 2020-21)

Human Resources

37. Population per High Court judge (Number, Dec 2022)
38 Population per sub. court judge (Number, Jul 2022)
39. High Court judge vacancy (%, Dec 2022)
40. Sub. court judge vacancy (%, Jul 2022)
41. High Court staff vacancy (%, 2021-22)

Diversity

42. Women judges (High Court) (%, Dec 2022)
43. Women judges (sub. court) (%, Jul 2022)

Infrastructure

44. Courthall shortfall (%, Aug 2022)

Workload

45. Cases pending (5-10 years) (sub. court) (%, Jan 2023)
46. Cases pending (10+ years) (sub. court) (%, Jan 2023)
47. Case clearance rate (High Court) (%, 2022)
48. Case clearance rate (sub. court) (%, 2022)

Legal Aid

Budget

49. State's share in legal aid budget (%, 2021-22)

Human Resources

50. DLSA secretary vacancy (%, Mar 2022)
51. PLVs per lakh population (Number, Jun 2022)
52. Sanctioned secretaries as % of DLSAs (%, Mar 2022)

Diversity

53. Share of women in panel lawyers (%, Jun 2022)
54. Women PLVs (%, Jun 2022)

Infrastructure

55. DLSAs as % of state judicial districts (%, Mar 2022)
56. Legal services clinic per jail (Number, 2021-22)
57. Villages per legal services clinic (Number, 2021-22)

Workload

58. PLA cases: settled as % of received (%, 2021-22)
59. Total LAs: Pre-litigation cases disposed (%, 2021-22)
60. SLSA LAs: Pre-litigation in cases taken up (%, 2021-22)

Improvement across all 3 IJRs

We considered 52 non-trend indicators present in all three IJRs. For this exercise, from the list of 60 indicators given above, the following eight were excluded: 3, 10, 12, 14, 19, 20, 29 and 32.

Police

Police Ranking

Color guide

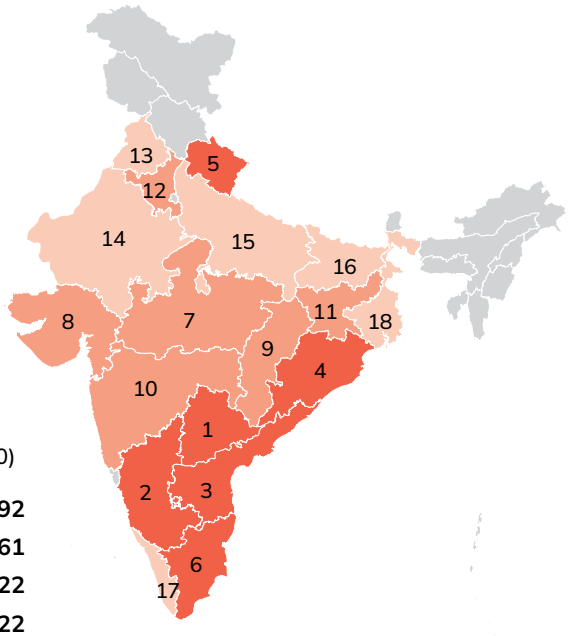
Best Middle Worst

Indicators (in IJR 3) **30**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)

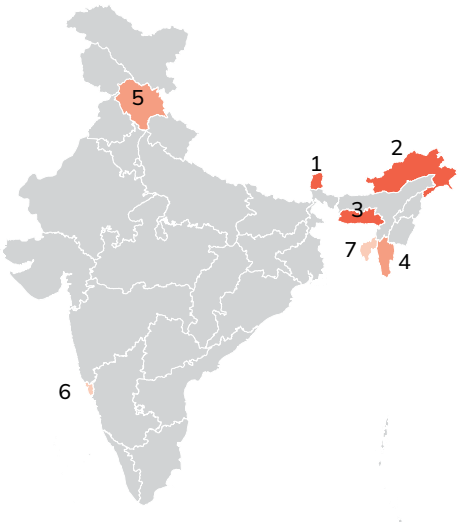


Map 9: Large and mid-sized states

Rank (out of 18)		NEW	State	Score (out of 10)
IJR 1 2019	IJR 2 2020	IJR 3 2022		
11	10	1	Telangana	6.92
6	1	2	Karnataka	6.61
5	4	3	Andhra Pradesh	6.22
7	3	4	Odisha	6.22
2	7	5	Uttarakhand	6.11
1	5	6	Tamil Nadu	6.04
15	18	7	Madhya Pradesh	5.88
12	8	8	Gujarat	5.88
10	2	9	Chhattisgarh	5.70
4	13	10	Maharashtra	5.53
9	6	11	Jharkhand	5.37
8	9	12	Haryana	5.19
3	12	13	Punjab	5.10
17	16	14	Rajasthan	4.38
18	15	15	Uttar Pradesh	4.37
14	11	16	Bihar	4.34
13	14	17	Kerala	4.22
16	17	18	West Bengal	3.59

Map 10: Small states

Rank (out of 7)		NEW	State	Score (out of 10)
IJR 1 2019	IJR 2 2020	IJR 3 2022		
1	1	1	Sikkim	5.64
2	4	2	Arunachal Pradesh	4.84
5	3	3	Meghalaya	4.52
7	6	4	Mizoram	4.07
6	2	5	Himachal Pradesh	3.93
3	7	6	Goa	3.89
4	5	7	Tripura	3.47



Note: Scores are shown up to 2 decimals. While they both show the same score, Andhra Pradesh is ranked above Odisha on the third decimal (6.218 versus 6.217) and Madhya Pradesh above Gujarat on the fourth decimal (5.8762 versus 5.8758).

PUSHING EXPECTATIONS

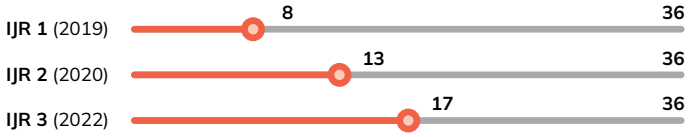
Modernisation fund

Number of states/UTs that fully utilized their modernization fund.

Total states*

Women staff

Number of states/UTs where women account for more than 10% of the police force.

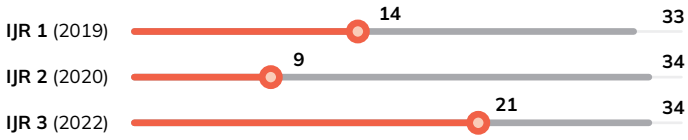


SC/ST/OBC quota

Number of states/UTs that have met at least 80% of their declared quotas.

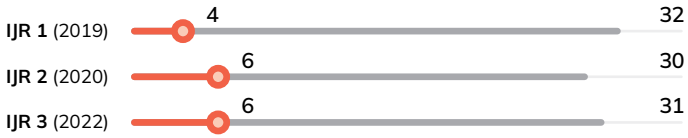
Budgets

Number of states/UTs whose police expenditure grew more than their state expenditure, over 5 years.



Area coverage

The number of states/UTs that meet the 1981 benchmark of 150 sq. km. for one police station in rural areas.

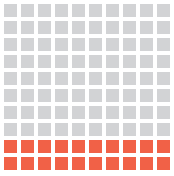


* Number of states/UTs (out of 36) for which data was available.

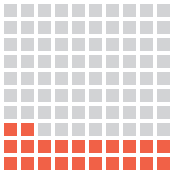
Vacancy in police force

IJR 1: 22%

IJR 2: 20%



IJR 3: 22%



Infrastructure

CCTVs

1 in 4

Police stations does not have a single CCTV camera.

Women help desks

3 in 10

Police stations do not have women help desks.

Training

1.3%

All-India share of training budget in total police budget. It is more than 2% in only 5 states.

'Others' in police

5%

Share of 'others if any' in total police.

In Andhra Pradesh,

33%

of police personnel are under 'others if any' category

Chapter 1

Police: Incapacity, a Continuing Challenge

Introduction

Over the past decade the total sanctioned strength of police across the country increased from 22.84 to 26.89 lakh (an increase of 18 per cent) while actual police numbers grew from 17.23 lakh to 20.94 lakh (an increase of 22 per cent). The per capita spend on police grew nearly threefold from Rs. 445 to Rs. 1,151. Despite considerable improvements in money and manpower, policing across the country continues to be impeded by long-term malaises.

Demonstrating improvements in capacity Telangana moved from tenth to first rank. Fewer vacancies, an increase in the share of women and per capita expenditure, as well as spend on training per personnel—all contributed to pushing it up nine places.

Bihar dropped six places from eleventh to seventeenth place, largely due to decreases in spend on training per personnel, share of women and SC and OBC officers, and increases in constable and officer vacancies. A decline in the services provided by the state citizens portal, too, contributed to the drop in rank. Uttar Pradesh dropped one place from fifteenth to sixteenth, due to an increase in constable and officer vacancy and poor performance on caste diversity.

Other states, however, registered steeper drops, notably Chhattisgarh (from second to ninth) and Bihar (from eleventh to seventeenth), largely due to increases in vacancies at both constable and officer level and decreases in the share of women in the total police force.

Among the 7 small states, Sikkim retained the top slot while Tripura slipped to the bottom from the fifth position. Sikkim increased its per capita spend, ensured there were no vacancies at the officer level, and improved its gender diversity. In Tripura, vacancies at both the constable and officer level increased. The deficit between sanctioned and actual strength grew across SC and ST at both the constable and officer level and the population per police station increased in both rural and urban areas.

Human Resources[1]

Constables Vacancy (%, Jan 2022)
Constable Vacancies (pp, CY'17-'21)
Officers Vacancy (%, Jan 2022)
Officer vacancies (pp, CY'17-'21)
Officers in civil police (%, Jan 2022)
Population per civil police (persons, Jan 2022) (workload)

The gulf between sanctioned and actual strength remains worryingly large. Between January 2020 and January 2022, the overall vacancies rose from 20.3 per cent to 22.1 per cent respectively; constabulary vacancies rose from 17.7 per cent to 21.6 per cent, while officer vacancies dropped slightly from 29.1 per cent to 28.6 per cent in the same period. While the sanctioned strength between 2020 and 2022 was increased by 2.5 per cent, the actual number of police personnel on the ground increased by only 0.1 per cent.[2]

Officer vacancies: Nationally, on average, officers[3] make up 16.6 per cent of the combined working strength of the civil police and District Armed Reserve police (1,646,061).[4] While eighteen states/UTs[5] improved

1 Unless otherwise stated all annual statistics are as of January 2022. Five-year trends refer to 2017-22. For comparisons, DNH & DD, and Jammu & Kashmir are not taken into account.
2 Actual strength decreased by 21,926 (from 20,91,488 to 20,69,562) and sanctioned strength increased by 8,665 (from 26,23,225 to 26,31,890).
3 Officers comprise DGP/Spl DGP + Addl DGP + IGP + DIG + AIGP/SSP/SP/COMN + Addl SP/Dy COMN + ASP/Dy SP + Inspector + SI + ASI.
4 Bureau of Police Research & Development, Data on Police Organisation, 2022. Available at: https://bprd.nic.in/WriteReadData/userfiles/file/20230111050403064114 6DataonPoliceOrganizations.pdf
5 Gujarat, Assam, Punjab, Uttarakhand, Arunachal Pradesh, Rajasthan, Odisha, Delhi, Tamil Nadu, Nagaland, Madhya Pradesh, Chandigarh, Maharashtra, Tripura, Puducherry, Karnataka, West Bengal, Goa.

their percentage of officers, in fourteen[6] it decreased. Uttarakhand and Kerala police have around 10 per cent officers. West Bengal (31.5 per cent), Jharkhand (25.4 per cent) and Bihar (23.4 per cent) have the highest share of officers among 18 large and mid-sized states. Interestingly, this is despite Bihar having more than 50 per cent officer vacancy: against a sanctioned strength of 37,351 the state has only 17,274 officers.

Nationally, the average vacancy at officer level stands at 28.6 per cent (the largest shortfalls being among sub-inspectors 35 per cent), followed by IGPs at 30 per cent, Inspectors at 27 per cent and ASIs at 24 per cent.[7] These numbers are concerning as they impinge on investigative capacity and the supervision of a large constabulary. Around 19 states/UTs,[8] including 9 large states, had 25 per cent or more vacant officer posts. Bihar (with 53.8 per cent) had the most vacancies, followed by Rajasthan (45.6 per cent).

Between January 2020 and January 2022, 28 states/UTs,[9] including Uttar Pradesh, West Bengal and Rajasthan increased their sanctioned strength while in 5 states/UTs it came down.[10]

Maharashtra and Chandigarh,[11] despite decreasing sanctioned strength, saw increases in vacancy levels—from 22 per cent to 25 per cent and 8 per cent to 12 per cent respectively in the same period. Madhya Pradesh (49 per cent to 21 per cent), Puducherry (47 per cent to 33 per cent), Karnataka (19 per cent to 11 per cent) and Telangana (14 per cent to 7 per cent) improved their situation considerably. Since 2014, Sikkim has been the only state to have more officers than sanctioned. Looked at over five years, from 2017 to 2021, vacancies in the officer ranks increased in 17 states/UTs.[12]

Teeth-to-tail ratio is considered an important determinant for the proper composition of a police force. It is the ratio between the strength of officers and constabulary.[13] The Padmanabhaiah Committee on Police Reforms recommends a teeth-to-tail ratio[14] of 1:4.

Constabulary Vacancies: Only 7 states/UTs, including Telangana, Madhya Pradesh and Karnataka, reduced their shortfall[15] while 26 states/UTs could not.[16] In West Bengal vacancies reached 44.1 per cent. Over the five-year period between 2017 and 2021, constable vacancies in 25 states/UTs increased; [17] with the most, an increase of 4.81 percentage points, in Maharashtra. Nagaland—where the Armed Forces Special Powers Act, 1958 is in force—continues to be the only state which maintains 2 per cent more constabulary than sanctioned.

A typical recruitment cycle—from job notices being put out to the time when new recruits qualify for deployment—may take anything up to two years. Irregular recruitment cycles lead to drastic year-on-year fluctuations. Illustratively, in January 2017, Maharashtra had 8% officers' vacancy; by 2020 this had increased to 22%. In 2021, within just one year, the number had nearly doubled to 42%. In 2022 it has come down to 25%.

Uttar Pradesh was able to bring down its vacancies from 62% in 2017 to 40% in 2020 with a marginal increase to 42% in 2022. In Madhya Pradesh, vacancies jumped from 8% in 2017 to 48% in 2020 to 21% in 2022.

6 Himachal Pradesh, Chhattisgarh, Mizoram, Uttar Pradesh, Kerala, Bihar, Telangana, Manipur, Sikkim, Meghalaya, Lakshadweep, Jharkhand, Haryana, Andhra Pradesh, A&N Islands.
7 As of January 2022, sub-inspector vacancies were at 38 per cent, while ASIs and SIs vacancies were at 28 per cent each.
8 Bihar, Rajasthan, Uttar Pradesh, Lakshadweep, Tripura, Manipur, Arunachal Pradesh, Puducherry, Jharkhand, Odisha, Assam, Mizoram, Chhattisgarh, Andaman & Nicobar Islands, Maharashtra, Haryana, West Bengal, Dadra and Nagar Haveli and Daman and Diu, Jammu & Kashmir.
9 Uttar Pradesh, West Bengal, Rajasthan, Karnataka, Tamil Nadu, Jammu & Kashmir, Gujarat, Telangana, Haryana, Odisha, Andhra Pradesh, Bihar, Goa, Delhi, Tripura, Chhattisgarh, Sikkim, Meghalaya, Himachal Pradesh, Kerala, Assam, Punjab, Andaman & Nicobar Islands, Nagaland, Mizoram, Uttarakhand, Manipur, Jharkhand.
10 Madhya Pradesh, Maharashtra, Chandigarh, Ladakh, Puducherry.
11 Sanctioned strength of officers in Maharashtra decreased from 39,985 to 37,647 and in Chandigarh from 707 to 609.
12 Tripura, Maharashtra, Arunachal Pradesh, Bihar, Rajasthan, Meghalaya, Punjab, Mizoram, Manipur, Assam, Sikkim, Himachal Pradesh, Goa, Chandigarh, Madhya Pradesh, Andhra Pradesh, Odisha
13 Bureau of Police Research & Development, Data on Police Organisation, 2022. Available at: https://bprd.nic.in/WriteReadData/userfiles/file/20230111050403064114 6DataonPoliceOrganizations.pdf
14 Commonwealth Human Rights Initiative, Summary of Recommendations made by the Padmanabhaiah Committee on Police Reforms. Available at: https://www.humanrightsinitiative.org/programs/aj/police/india/initiatives/summary_padmanabhaiah.pdf
15 Telangana, Sikkim, Madhya Pradesh, Karnataka, Kerala, Rajasthan, Andaman & Nicobar Islands.
16 Manipur, Lakshadweep, Assam, Himachal Pradesh, Tamil Nadu, Jharkhand, Andhra Pradesh, Uttar Pradesh, Bihar, Tripura, Chhattisgarh, Puducherry, Uttarakhand, Haryana, Chandigarh, West Bengal, Mizoram, Meghalaya, Arunachal Pradesh, Punjab, Gujarat, Odisha, Delhi, Goa, Nagaland, Maharashtra.
17 Maharashtra, Delhi, Andaman & Nicobar Islands, Arunachal Pradesh, Tamil Nadu, Puducherry, Mizoram, West Bengal, Chhattisgarh, Goa, Nagaland, Kerala, Tripura, Odisha, Haryana, Chandigarh, Madhya Pradesh, Punjab, Sikkim, Assam, Himachal Pradesh, Meghalaya, Telangana, Andhra Pradesh.

'Mahila Police' in Andhra Pradesh

When enumerating the number of police personnel, the Data on Police Organisation 2022-the Bureau of Police Research and Development tabulates categories of personnel by rank. In addition, there is an undefined column titled "Others if any". Together these make up the total police in a state. "Others if any" usually indicates the category of people employed in roles that aid police work in ancillary capacities. This can range from short-term typists and machine operators to messenger boys, informers, sweepers and other temporary or contractual ministerial and menial staff.

As of January 2022, the total sanctioned strength of the 'Others' category is around 1.3 lakh, while the actual strength is 1.1 lakh. The strength of this category ranges from none in Odisha, Telangana, Gujarat and Rajasthan to 29,179 in Andhra Pradesh and 17,295 in Uttar Pradesh. Nationally, the actual numbers amount to 5% of the total (20.9 lakh).

For Andhra Pradesh, there are 547 women officers, 3172 constables and the 'Others if any' category adds 15,580 women inducted as 'Mahila Police'.[18] This has contributed significantly to the share of women in total police, increasing it to 21.8% in January 2022 from 5.8 per cent in January 2020. Yet whether the 'Mahila Police' contingent can be considered police personnel or are village-level workers at the mandal level remains uncertain and contested.

A government order dated 10.10.2019 created a class of personnel known as Grama Mahila Samrakshna Karyadarsi /Ward Mahila Samrakshana Karyadarsi with functions that included assisting SHOs with investigation of cases and protecting the scene of offence before the IOs arrival and the like. Later, an amendment notification G.O.Ms.No 59 dated 23.06.2021 substituted Grama Mahila Samrakshna Karyadarsi /Ward Mahila Samrakshana Karyadarsi with 'Mahila Police.' This order provided for their training as 'in vogue', uniforms similar to those of women constables and similar authorities and power under different acts that have been given to constables. Head constables' posts and promotional avenues were also provided for.

A public interest litigation (PIL) challenged the constitutionality of this government order. Challenges to the description of 15,000 women being police personnel range from the way in which they were inducted (without adherence to the strict rules that govern entry into the force), to concerns about the freewheeling interventions which their functions, name as 'police' and presence in uniform imply.

Faced with questioning from the Andhra Pradesh High Court, in December 2021 the government of Andhra Pradesh withdrew the offending order and instead revised it with the Andhra Pradesh Mahila Police (Subordinate Service Rules, 2021) dated 12.01.2022. This time re-confirming the position that these were going to be a separate vertical within the police department. The name of the now auxiliary personnel was changed to Mahila Police. The GO detailed their distinct uniform and insignia; defined their powers and functions; laid down the appointing body and procedures; and outlined periods of training, probation, specifies ranks, avenues for promotion and supervision hierarchies.

The PIL had not, at the time of writing, come to any conclusion about whether the Mahila Police are or are not to be considered police personnel. However, the Andhra scheme and the growing numbers of 'Others' enumerated in other states indicates a growing national trend of augmenting policing functions through extraneous recruiting, which does not meet police recruitment discipline and accountability standards, yet seems to function under the mantle of 'policing' set out in the Police Act.

18 'Govt notifies rules for AP Mahila police wing', The Hindu, 13 January 2022. Available at: https://www.thehindu.com/news/national/andhra-pradesh/govt-notifies-rules-for-ap-mahila-police-wing/article38261660.ece

Population/civil police: As of January 2022, there was one police person available (with civil and district armed police taken together) to serve 831 people nationwide. This is a slight improvement from 858 in January 2020. In 11 states and UTs,[19] including Andhra Pradesh and Uttar Pradesh, the police-to-population ratio decreased (see box on 'Other' to understand this reduction). Punjab with one for every 500 people has the best ratio while Bihar's ratio—worsening by 146—brought the ratio to one police personnel for every 1,695 people.

Diversity[25]

SC officers, actual to reserved ratio (%, Jan 2022)
SC constables, actual to reserved ratio (%, Jan 2022)
ST officers, actual to reserved ratio (%, Jan 2022)
ST constables, actual to reserved ratio (%, Jan 2022)
OBC officers, actual to reserved ratio (%, Jan 2022)
OBC constables, actual to reserved ratio (%, Jan 2022)
Share of women in police (%, Jan 2022)
Share of women in officers (%, Jan 2022)
Women in total police (pp, CY'17-'21)
Women officers in total officers (pp, CY'17-'21)

Scheduled Castes, Scheduled Tribes and Other Backward Classes Reservations[26]: Constitutional equality mandates all states to reserve caste quotas. The aspiration behind the standard is to repair the gulf in representation of consistently underrepresented groups in all spheres—with governments leading the way. As of January 2022, Scheduled Castes make up 15.99 per cent[27] of the total working police strength (against 16 per cent share in population), Scheduled Tribes 11.77 per cent, Other Backward Classes 30.79 per cent and women 11.75 per cent. Data on representation of various religious groups remains unavailable since 2014. Following the Supreme Court's directions,[28] police departments have started recruiting transgender persons, but detailed state-wise data is not yet publicly available.

Sanctioned strength

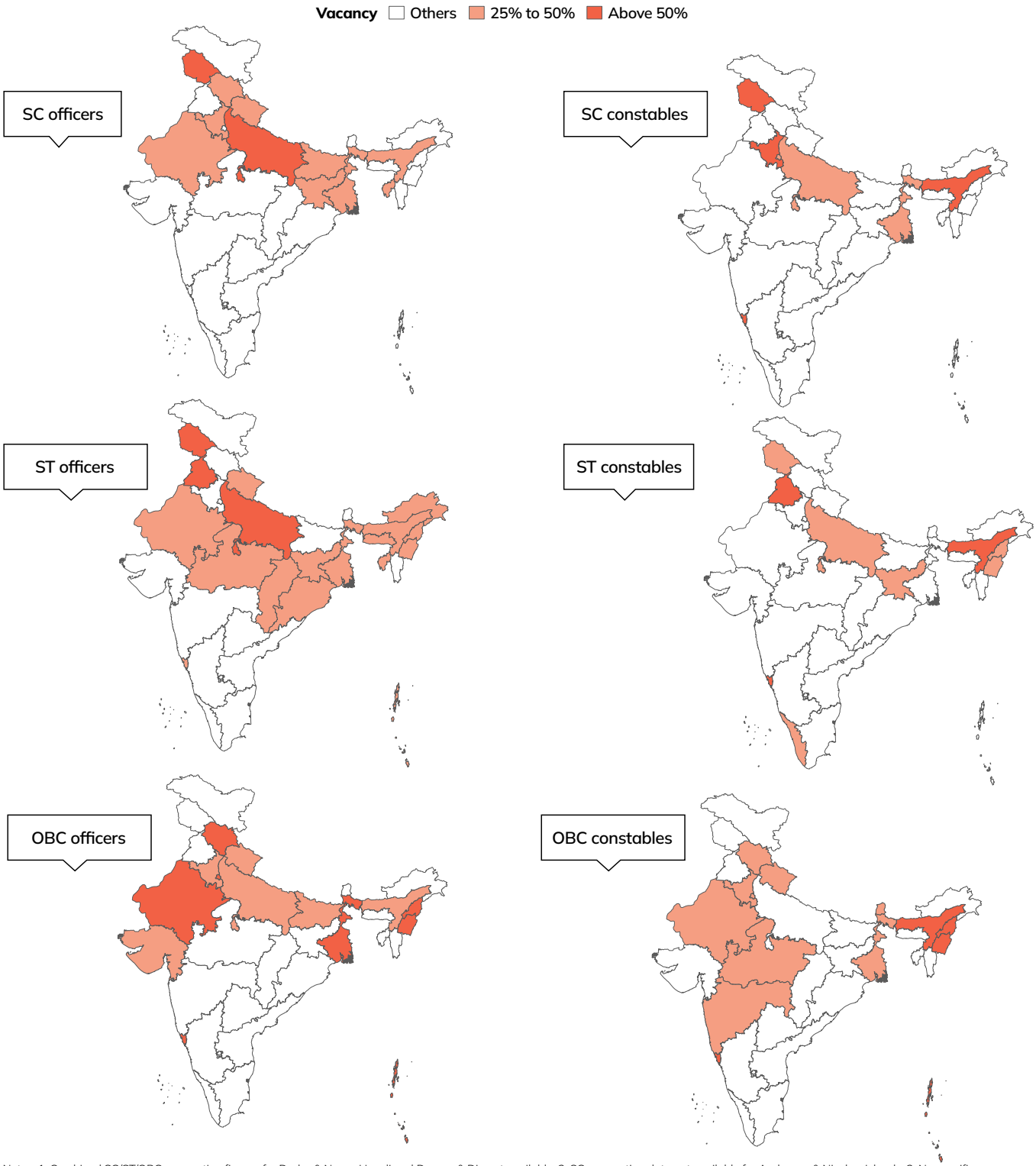
The vexed question of vacancies dogs the justice system. A reduction in sanctioned strength can appear to reduce vacancy levels. Illustratively, over two years[20] Kerala reduced the sanctioned strength of civil police by 239 personnel. Consequently, vacancies appear to have reduced (from 10% to 8.8%) but 'workload' (population-to-police ratio) has increased (from 773 persons to 776 persons).

Administrations periodically revise the sanctioned strength, however the 'ideal' remains uncertain. The suggested international standard is 222 per lakh population.[21] Official and civil society studies at the state and city level have attempted to set down criteria for determining optimum human resource requirements that suggest increases ranging from 457% to 621% over present strength.[22] A 2014 Bureau of Police Research & Development study based on three shift policing calculated that 61% more personnel were required.[23] From 1982 Kerala has set a norm of 1SI:1 ASI: 5HC: 25 PC as the minimum strength of a police station, but an increase in police stations coupled with financial constraints pose a challenge to maintaining this norm make keeping to the norm a challenge. India—the second most populous nation in the world—has 152.8 police persons per lakh population.[24]

19 Andhra Pradesh, Uttar Pradesh, Telangana, Madhya Pradesh, Karnataka, Haryana, Gujarat, Sikkim, Tamil Nadu, Himachal Pradesh, Chhattisgarh.
20 From January 2020 to January 2022.
21 PRS legislative research, Police Reforms in India. Available at: https://prsindia.org/policy/analytical-reports/police-reforms-india
22 Janaagraha centre for citizenship and democracy, Manpower Requirement Study, Bangalore City Police, 2014. Available at: https://www.janaagraha.org/files/publications/Manpower-Requirements-Study-March-2014.pdf
23 Bureau of Police Research & Development, Data on Police Organisation, National Requirement of Manpower for 8-hour Shifts in Police Stations; August 2014.
24 Police-per-lakh-of-population ratio (PPR) against the total actual police strength (Civil + DAR + Special Armed + IRB), Data on police organisation, 2022, p. 76.
25 Diversity covers Scheduled Castes, Scheduled Tribes, Other Backward Classes and women.
26 The BPR&D data on reservations calculates data for six ranks: ASP/Dy. SP/Asst. Commandant, Inspector/Reserve Inspector, S.I/Reserve Sub-Inspector (RSI),ASI/ARSI, Head Constable, Constable.
27 Office of the Registrar General and Census Commissioner of India, Ministry of Home Affairs, Census of India, 2011. Available at: https://censusindia.gov.in/census.website/data/census-tables
28 NALSA v. Union of India, 2014, '[T]he Supreme Court granted legal recognition to transgender and other gender non-conforming persons in. It directed union and state governments to allow transgender persons to access reservations in public education and employment.' Available at: https://scobserver-production.s3.amazonaws.com/uploads/case_document/document_upload/1286/NALSA_v_UoI_WPC_400_2012.pdf

Karnataka remains the only state to consistently meet its quota for SC, ST and OBC, both among officers and the constabulary. All other states/UTs continue to fall short of their targets in at least one or the other reserved category despite decades of reservations.

Figure 13: SC, ST, OBC vacancies in police



Notes: 1. Combined SC/ST/OBC reservation figures for Dadra & Nagar Haveli and Daman & Diu not available. 2. SC reservation data not available for Andaman & Nicobar Islands. 3. No specific reservation approved for SCs in Meghalaya. 4. BPR&D shows 0% SC reservation for Arunachal Pradesh, Lakshadweep, Mizoram and Nagaland. 5. BPR&D shows 0 SC officer figures for Ladakh. 6. BPR&D shows 0% ST reservation for Mizoram, Chandigarh and Haryana. 7. BPR&D shows 0% OBC reservation for Arunachal Pradesh, Ladakh, Lakshadweep, Mizoram and Tripura. 8. OBC reservation data not available for Jammu & Kashmir. 9. No specific reservation approved for OBCs in Meghalaya.

Source: Data on Police Organizations, 2020, Bureau of Police Research and Development (BPR&D)

Gujarat and Manipur stand out for meeting their SC quotas at both the officer and constabulary levels whereas Bihar, Telangana and Himachal Pradesh for fulfilling their ST quotas. States fare relatively better when it comes to OBCs. At least 9 states (Karnataka, Chhattisgarh, Telangana, Andhra Pradesh, Punjab, Odisha, Jharkhand, Tamil Nadu and Kerala) met their OBC quotas.

In some states, the percentage share of reserved groups varies greatly between the officer and constabulary levels. In Uttarakhand, against the SC reservation of 19 per cent, at the constabulary level 98 per cent of posts reserved for SCs have been filled, while for officers it is just 54 per cent. In Uttarakhand, against the quota of 4 per cent for STs, 132 per cent of the constabulary posts were filled but only 55 per cent of officers. Conversely, Goa has a much higher SC share at the officer level (110 per cent) than in the constabulary (43 per cent).

Assam and Jammu & Kashmir fare the worst in meeting reservation targets.

Gender: Most states have their own specific quotas for how many women there should be in the police force. While 6 UTs[35] and 9 states[36] have a target of 33 per cent, elsewhere, targets range from Bihar's 35 per cent[37] to 10 per cent in Arunachal Pradesh, Meghalaya and Tripura. Five states/UTs,[38] including Kerala and Mizoram, have no reservations. Himachal Pradesh has recently notified 25 per cent vacancies reserved for women at the constabulary level.

As of January 2022, no state or Union Territory had reached their set target. Andhra Pradesh, with 21.8 per cent, has the highest share of women. This is mainly because it recently created a 15,000 women-strong auxiliary force called 'Mahila Police'. The actual number of

More states are able to meet quotas within the constabulary rather than at the officer level. While 6 states/UTs[29] met their SC constable quota, only 5 met the SC officers' quota.[30] Twelve states[31] met the ST constable quota, while only 7 met their officer quota.[32] OBC quotas were filled by 10 states/UTs[33] at the officer level and 13 at the constabulary level.[34]

Enough women for women?

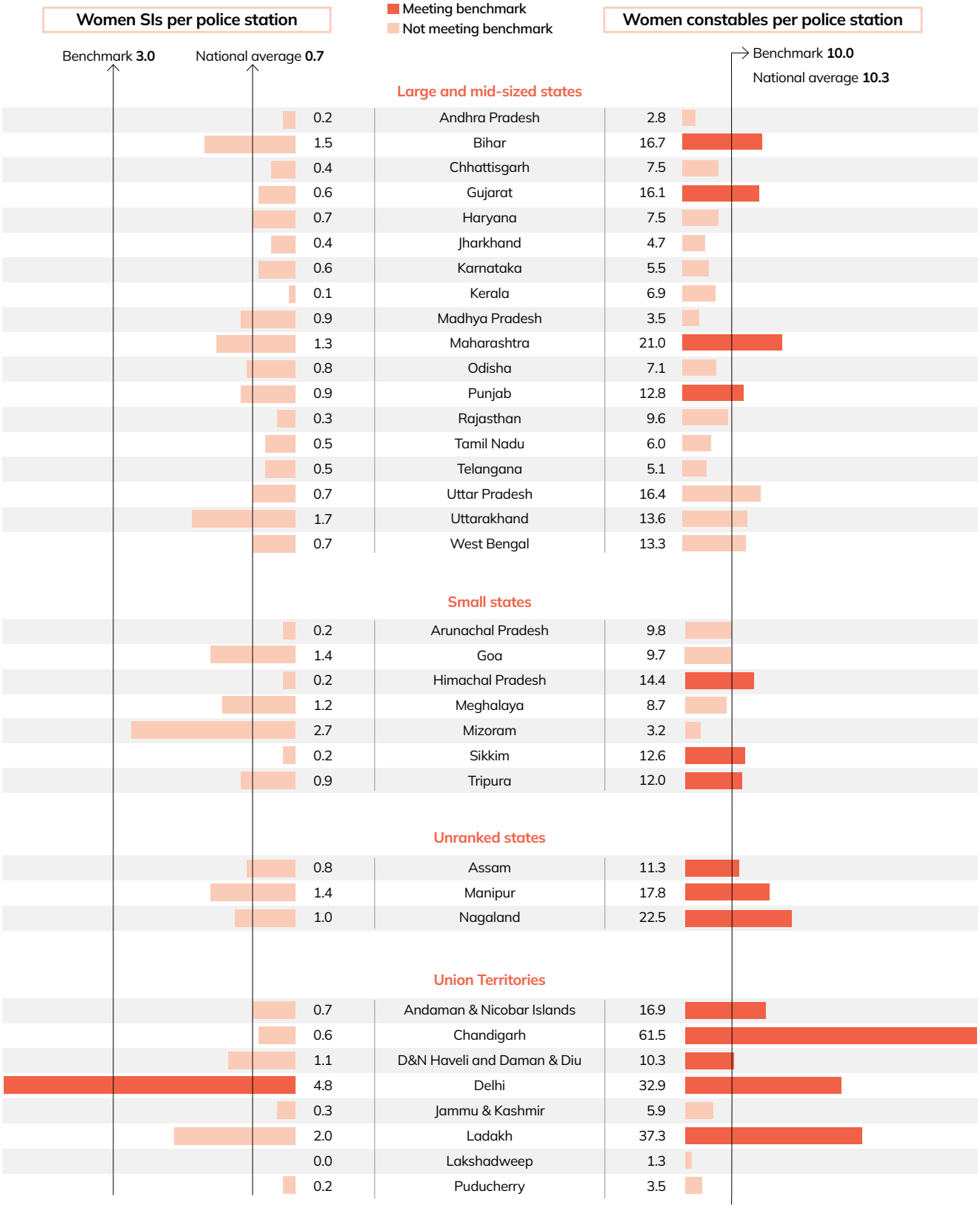
"The Ministry of Home Affairs has issued advisories dated 22.04.2013, 21.05.2014, 12.05.2015, 21.06.2019, 22.06.2021 and 13.04.2022 to all the state governments to increase the representation of women police to 33% of the total strength. All the state governments have been requested to create additional posts of women Constables/Sub-Inspectors by converting the vacant posts of Constables/Sub-Inspectors. The aim is that each police station should have at least 3 women Sub-Inspectors and 10 women police Constables, so that a women help desk is manned round the clock."[39]

In January 2022, there were 17,535 police stations in the country and 13,146 women SIs. Fulfilling targets would require another 39,459 women SIs. Currently, only Delhi, with 225 police stations and 1,086 women SIs, and Mizoram, with 44 police stations and 119 SIs, have the capacity to meet the requirement.[40] As of January 2022 the country had 180,685 female constables on record. If these are evenly deployed in all states/UTs, 18 would have enough women constables[41] to meet the advisory benchmark.

29 Sikkim, Karnataka, Manipur, Gujarat, Punjab, Tamil Nadu.
30 Gujarat, Manipur, Karnataka, Goa, Madhya Pradesh.
31 Bihar, Lakshadweep, Karnataka, Ladakh, Telangana, Uttarakhand, Himachal Pradesh, Tamil Nadu, Odisha, Rajasthan, Chhattisgarh, Arunachal Pradesh.
32 Ladakh, Karnataka, Telangana, Bihar, Himachal Pradesh, Delhi, Lakshadweep.
33 Punjab, Karnataka, Telangana, Puducherry, Andhra Pradesh, Jharkhand, Odisha, Tamil Nadu, Chhattisgarh, Kerala.
34 Odisha, Andhra Pradesh, Chhattisgarh, Punjab, Karnataka, Puducherry, Jharkhand, Uttar Pradesh, Telangana, Bihar, Kerala, Tamil Nadu, Gujarat.
35 A&N Islands, Lakshadweep, DNH & DD, Puducherry, Delhi, Chandigarh.
36 Andhra Pradesh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Odisha, Nagaland, Sikkim, Punjab.
37 According to the Bihar government rule there is 35 per cent reservation for women and 3 per cent reservation for Backward Caste women.
38 Jammu & Kashmir, Kerala, Mizoram, Goa, Ladakh.
39 Rajya Sabha Unstarred Question No. 701 dated 8 February 2023. Available at: https://pqars.nic.in/annex/259/AU701.pdf
40 Presuming that all women who are in the force are stationed at police stations only, which is often not the case.
41 Maharashtra, Uttar Pradesh, Bihar, Delhi, Gujarat, West Bengal, Punjab, Nagaland, Chandigarh, Himachal Pradesh, Manipur, Uttarakhand, Assam, Ladakh, Tripura, Andaman & Nicobar Islands, Sikkim, DNH & DD.

Figure 14: Policewomen: Numbers growing but still too few

Multiple MHA advisories have recommended that there be women Sub-Inspectors (SI) and 10 women constables in each police station. Except Delhi, no state/UT meets this benchmark for SIs.



Note: States/Union Territories arranged in alphabetical order within category.
Source: Data on Police Organizations, 2022, Bureau of Police Research and Development (BPR&D)

women constables in the state is 3,172 (See box 'Other if any'). But AP is still unable to meet its reservation target of 33 per cent. Bihar (21.2 per cent) and Tamil Nadu (19.1 per cent), too, have a relatively high share of women but don't meet their stated targets of 35 per cent and 30 per cent respectively. Jharkhand has a 33 per cent quota, but, with 6.2 per cent, has the lowest share of women, closely followed by Chhattisgarh (7.1 per cent) and Madhya Pradesh (7.4 per cent). Women remain clustered in the lower rungs of police hierarchy. Women officers make up only 8 per cent of that cadre: Mizoram with 21.4 per cent, closely followed by Uttarakhand with 18.1 per cent, bring up the national average. Jammu and Kashmir have the least share with 1.4 per cent. Lakshadweep, which has 16 police officers, does not have any women officers in its police force.

Budget

- Spend on police per person (₹, 2020-21)
- Modernisation fund used (%, 2020-21) (Revised)
- Spend on training per personnel (₹, 2020-21) (Revised)
- Share of training budget in total police budget (per cent, 2020-21) (Revised) NEW
- Training budget utilisation (%,₹, 2020-21) (Revised) NEW
- Difference in spend: Police vs State (pp, FY '17-21)

Effective governance and optimal functioning capabilities rely to a large degree on adequate financial resources and planning. Both these factors have a significant impact on how change progresses. Between 2016-17 and 2020-21, the national expenditure on police increased by 35 per cent. For most states growth in police expenditure tends to outpace the growth in state expenditure. Between 2016-17 and 2020-21, for 20 states/UTs[42] increase in police expenditure outpaced the overall increase in total state expenditure. Illustratively, the total state expenditure of Uttar Pradesh increased by 5.16 percentage points but expenditure on police went up by 11.16 percentage points. Delhi police, which is administered by the Ministry of Home Affairs, increased its budget by 37 per cent. The largest five-year budget expenditure increase on policing was seen in Jharkhand (with 70 per cent) and West Bengal with (67 per cent).

Spend on police per person: In 2020-21 all states/UTs[43] except Kerala registered an increase in spend per police person. The national average stood at Rs. 1,151—an increase from Rs. 911.5 last year. Eleven[44] of the 18 large and mid-sized states spend less than the national average. Interestingly, of the 10 states/UTs[45] that have the highest per capita spend, 5 are UTs, 2 are AFSPA-states and the remaining 3 are small states. The average spend per police person also varies dramatically; among the large and mid-sized states, while Punjab spends Rs. 2,055 per person, Bihar spends just Rs. 641. A small state like Sikkim (Rs. 6,559) spends significantly more on police than its populous neighbour West Bengal, which spends only Rs. 909.

Modernisation fund used: Since 1969–1970, states have been eligible for conditional financial aid from the central government to meet capital expenditures, mainly for the acquisition of cutting-edge weaponry and communication/forensic equipment, training aids, cyber policing, etc. States also make their own financial contributions. Ratios range from 90:10 (for North eastern states, Sikkim, J&K) to 60:40 for other geographies.[46]

Between 2016-17 and 2020-21, the total central fund allocation to states reduced by 46 per cent from Rs. 2,066.27 crore to Rs. 1,123.05 crore, and utilisation decreased from 75 per cent[47] to 47 per cent.[48]

Utilisation remains a challenge. As of 2020-2021, of 22 states/UTs for which data was available, only Gujarat, Arunachal Pradesh and Puducherry reported utilising their entire modernisation grant. Eight states/UTs[49] utilised less than 50 per cent. Amongst the states using the least were Manipur (1.5 per cent), Assam (11.5 per cent) and Uttar Pradesh (24.5 per cent).

42 Uttar Pradesh, Delhi, West Bengal, Andaman & Nicobar Islands, Jharkhand, Tripura, Goa, Puducherry, Haryana, Chhattisgarh, Lakshadweep, Rajasthan, Gujarat, Himachal Pradesh, Bihar, Nagaland, Manipur, Chandigarh, Andhra Pradesh, Maharashtra.
43 DNH & DD, Jammu & Kashmir and Ladakh not compared.
44 Bihar, Gujarat, Odisha, Rajasthan, Madhya Pradesh, Uttar Pradesh, West Bengal, Kerala, Karnataka, Tamil Nadu, Andhra Pradesh.
45 Lakshadweep, Andaman & Nicobar Islands, Nagaland, Sikkim, Arunachal Pradesh, Ladakh, Manipur, Jammu & Kashmir, Mizoram, Chandigarh.
46 Ministry of Home Affairs, Modernisation of State Police Forces. Available at: https://www.mha.gov.in/division_of_mha/Police%20Modernisation%20Division/modernisation-of-state-police-forces-mpf-scheme
47 Bureau of Police Research and Development, Data on Police Organisation, 2017.
48 Bureau of Police Research and Development, Data on Police Organisation, 2022.
49 Telangana,West Bengal, Mizoram, Punjab, Jammu & Kashmir, Uttar Pradesh, Assam, Manipur

Training Budgets and Utilisation: Taken cumulatively, across the country, only 1.3 per cent (2020-21)[50] of the total police budgets (Rs. 1.78 lakh crore) was allocated to training. Of the training budget of Rs. 2,253.09 crore, only 84 per cent was utilised, bringing the actual spend to 1.1 per cent or in other words, just over Rs. 9,000 per police person per year.

Nineteen states/UTs[51] spent less than the national average. Since 2016-17[52] allocations for training have increased but haven't reached 2 per cent. States that have steadily increased their allocation on training include Uttar Pradesh—where it grew from Rs. 144.9 crore (2016-17) to Rs. 283.46 crore (2020-21)—a jump of 96 per cent, making this the largest increase over a period of four years. In the same period Tamil Nadu, Tripura and West Bengal have in fact decreased their budgets by 9.8 per cent, 35 per cent and 52.9 per cent respectively[53].

Fourteen states and UTs,[54] allocated less than 1 per cent of their overall police budget for training, of which only Gujarat was able to use the full amount. Arunachal Pradesh, with the highest allocation of 5.4 per cent, utilised 96 per cent of its training budget. West Bengal and Himachal Pradesh had the least training budget with 0.04 and 0.05 per cent respectively.

Infrastructure

Population per Police Station: Police station locations are dictated by population, crime profile, topography, and many other considerations including finance and human resource availability. Between 2012 and 2022, the number of police stations increased by 23 per cent. Nationwide, 17,535 police stations serve a population of 1.37 billion and an area of 3,287,469 sq km. This averages roughly to one police station for 78,344 people and coverage of 187 sq km.

Overall, even though 60 per cent of India's population continues to live in rural areas, area-wise policing machinery is far more concentrated in urban areas. On average, a rural police station covers an area of 337.4 sq km—this translates as 16.7 times the area covered by the urban ones (20.2 sq km).

In all thirty states/UTs[55] for which data is available police stations in rural areas serve larger areas than urban. For example, rural police stations of Himachal Pradesh cover areas 118 times more than urban police stations. In Madhya Pradesh and Rajasthan it is 41 and 36 times respectively. Kerala and Puducherry are the only geographies where the difference is marginal.[56] Among the large and mid-sized states, Rajasthan serves the largest area per rural police station (684 sq km per PS) and Kerala the largest per urban police station (74 sq km per PS).

On average, rural police stations also serve slightly larger—and perhaps more scattered—populations (97,362) than urban ones (94,683). However, because of the concentrated nature of populations in cities and towns, in 19 states/UTs[57] urban police stations serve greater populations than their rural counterparts: Kerala's urban police stations serve ten times the population of a

- Population per police station (rural) (Jan 2022)
- Population per police station (urban) (Jan 2022)
- Area per police station (rural) (sq km, Jan 2022)
- Area per police station (urban) (sq km, Jan 2022)
- Police personnel per training institute (number, Jan 2022)
- Services provided by states' citizen portal (%, 2022)
- Share of police stations with CCTVs (%, Jan 2022) NEW
- Share of police stations with Women help desks (%, Jan 2022) NEW

50 Data on Police Organizations, 2022, Bureau of Police Research and Development (BPR&D)
51 Karnataka, Maharashtra, Odisha, Haryana, Sikkim, Tripura, Jharkhand, Andhra Pradesh, Gujarat, Nagaland, Uttarakhand, Chhattisgarh, Assam, Uttar Pradesh, Meghalaya, Goa, Chandigarh, Himachal Pradesh, West Bengal.
52 BPR&D started providing data on the police training budget from the DoPO 2018 report.
53 Tamil Nadu from Rs. 174.76 crore to 157.72 crore, Tripura from Rs. 23.08 crore to 15 crore and West Bengal from Rs. 10.15 crore to 4.78 crore
54 Kerala, West Bengal, Himachal Pradesh, Goa, Chandigarh, Meghalaya, Uttarakhand, Haryana, Assam, Tripura, Jharkhand, Maharashtra, Sikkim, Gujarat.
55 Data not available for Arunachal Pradesh, Delhi, Chandigarh, Ladakh, Jammu & Kashmir, Lakshadweep.
56 Kerala's urban and rural police stations serve almost similar areas, (74 sq km) in urban and (82 sq km) in rural. Similarly, Puducherry's urban police station also serves an area marginally smaller (11 sq km) than rural ones (21 sq km).
57 Telangana, Jammu & Kashmir, Punjab, Sikkim, Jharkhand, Manipur, Mizoram, Nagaland, Karnataka, Chhattisgarh, Andaman & Nicobar Islands, Tamil Nadu, Andhra Pradesh, Puducherry, DNH & DD, Goa, Maharashtra, Gujarat, Kerala.

Figure 15: India: Police training budget (2020-21)

The total spend on training amounts to Rs 2,253 crore for a force of nearly 21 lakh. This means that the national annual average spend per police personnel is a meagre Rs 9,000.

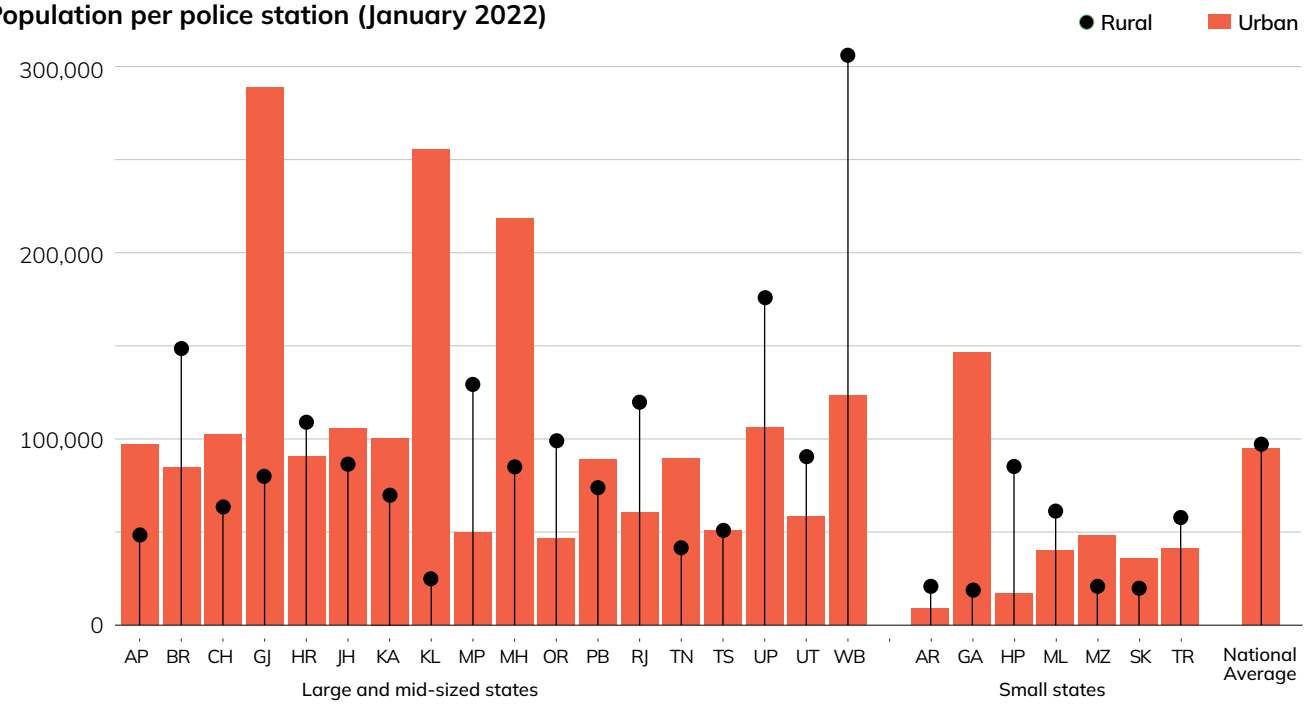
	Police budget (Rs crore)	Police training budget (Rs crore)	Total police (actual strength)	Share of training budget in total police budget (%)	Training budget utilisation (%)	Spend on training per personnel (Rs)
Large and mid-sized states						
Andhra Pradesh	5,490.62	57.21	88,689	1.04	99.5	6,417
Bihar	9,991.23	142.17	93,313	1.42	71.8	10,944
Chhattisgarh	4,897.61	62.46	64,573	1.28	53.5	5,179
Gujarat	5,379.80	52.53	89,846	0.98	100.0	5,847
Haryana	5,043.11	43.12	59,078	0.86	95.8	6,991
Jharkhand	5,003.19	46.00	63,077	0.92	89.2	6,506
Karnataka	6,934.31	85.05	95,516	1.23	90.2	8,031
Kerala	3,780.53	0.00	53,216	NA[2]	NA[2]	NA[2]
Madhya Pradesh	7,451.94	184.18	103,642	2.47	87.9	15,629
Maharashtra	16,996.90	159.86	170,570	0.94	84.2	7,887
Odisha	4,130.66	49.46	56,227	1.20	85.7	7,541
Punjab	6,387.42	78.68	72,210	1.23	87.0	9,479
Rajasthan	6,621.30	126.95	96,058	1.92	100.0	13,216
Tamil Nadu	8,434.30	157.72	118,057	1.87	86.0	11,493
Telangana	7,260.52	193.48	62,731	2.66	91.2	28,126
Uttar Pradesh	27,285.74	283.46	310,955	1.04	55.6	5,070
Uttarakhand	2,038.13	16.78	20,359	0.82	63.9	5,270
West Bengal	11,403.54	4.78	96,104	0.04	61.3	305
Small states						
Arunachal Pradesh	1,021.73	55.10	12,100	5.39	96.4	43,901
Goa	653.17	2.27	7,903	0.35	94.3	2,708
Himachal Pradesh	1,414.74	0.65	17,133	0.05	89.2	339
Meghalaya	1,067.79	6.52	13,881	0.61	96.8	4,546
Mizoram	708.60	18.25	7,567	2.58	89.5	21,594
Sikkim	495.37	4.75	5,868	0.96	85.1	6,885
Tripura	1,634.27	15.00	21,990	0.92	99.5	6,785
Unranked states						
Assam	5,004.71	44.83	61,868	0.90	71.3	5,167
Manipur	2,119.49	34.54	28,631	1.63	79.6	9,608
Nagaland	1,457.71	14.86	26,201	1.02	100.0	5,672
Union Territories						
A&N Islands	398.90	3.99	4,331	1.00	100.0	9,213
Chandigarh	499.10	2.00	5,903	0.40	23.5	796
D&NH/D&D	69.08	-	1,179	NA[1]	NA[1]	NA[1]
Delhi	8,273.48	190.76	79,489	2.31	100.0	23,989
Jammu & Kashmir	8,419.26	117.67	79,464	1.40	88.9	13,171
Ladakh	279.58	-	2,452	NA[1]	NA[1]	NA[1]
Lakshadweep	32.00	-	262	NA[1]	NA[1]	NA[1]
Puducherry	258.65	-	3,390	NA[1]	NA[1]	NA[1]
All India	178,338.47	2,253.09	2,093,833	1.26	84.0	9,043

General notes: Budgets data for 2020-21, personnel figures for January 2022. For each of the metrics shown in the last three columns, different scales have been used.
State notes: 1. BPR&D shows police training budget as blank. 2. BPR&D shows zero police training budget.
Source: Data on Police Organizations, 2022, Bureau of Police Research and Development (BPR&D)

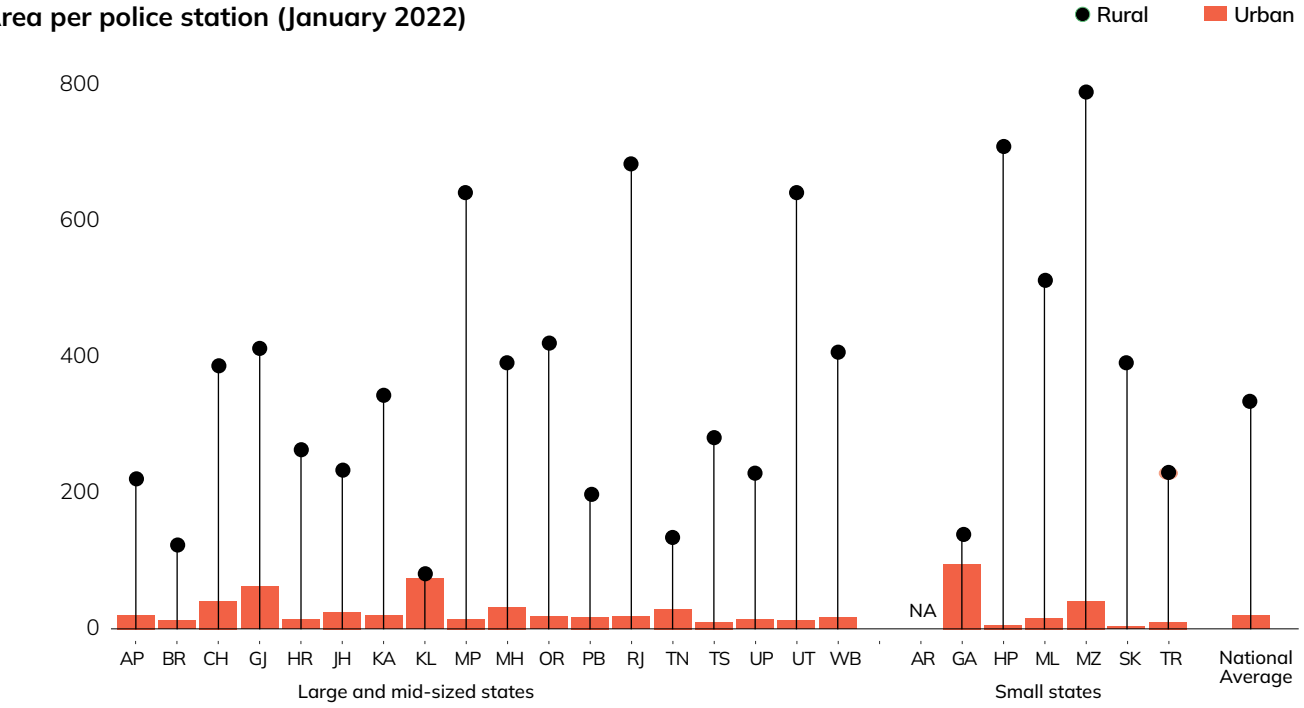
Figure 16: Police presence: Rural-urban divide

60% of India's population continues to live in rural areas. Policing machinery is far more concentrated in urban areas. The graph below shows population and areas covered by police stations in both settings.

Population per police station (January 2022)



Area per police station (January 2022)



Note: Census 2011 does not give rural/urban area break-up for Arunachal Pradesh.

Source: Data on Police Organizations, 2022, Bureau of Police Research and Development (BPR&D); Census 2011; National Commission on Population, 2019

rural one, Gujarat's four times. In Telangana, both rural and urban stations serve almost the same numbers. Among the large and mid-sized states, the largest population per rural police station is in West Bengal (321,677), while the largest for urban police stations is Gujarat (288,788).

> Only 6 states/UTs—Goa (140), Tamil Nadu (137), Bihar (125), Kerala (82), Puducherry (21) and Lakshadweep (1)—meet the National Police Commission's 1981 recommended area coverage of 150 sq km for a rural police station.

Police personnel per training institutes[58]: The world over organisational wisdom stresses that beyond induction or basic training a significant portion of institutional time should be spent on training and manpower development. BPRD suggests "for police the requirement would definitely be more than 5 per cent of the service period however for the moment let us benchmark it at 5 per cent only.[59]"

This translates to having institutional capacities on hand for preparing personnel for new promotional responsibilities; refreshers on institutional norms, adherence to constitutional imperatives, mandated procedures and custodial supervision; courses for specialisation, keeping abreast of changes in law, new types of crime and technology; building psychological acuity and community trust; dealing with vulnerable groups and emergent situations; and upskilling in the many more aspects that day-to-day policing in a democracy demands of the institution.

The general state of training schools and academies is that they have meagre resources and an overload of work. As of January 2022, the average workload[60] per training institute stood at 12,744 persons. For 26.88 lakh sanctioned police personnel, India has a total of 211 training institutes, an increase of 8 from January 2020. Kerala increased from 2 to 3, Haryana 3 to 4, Tamil Nadu from 23 to 24, and West Bengal from 10 to 16. Uttar Pradesh's training workload for 11 training institutes averaged 38,382 per institution, which is around thrice the national average. Manipur's lone training institute continues to deal with a workload of around 35,000 police personnel. Tamil Nadu's 24 institutes train an average of 5,480 personnel each.

Share of police stations with CCTV cameras: In 2020, the Supreme Court in *Paramvir Singh Saini v Baljit Singh* (2020)[61] passed a series of directions regarding the installation of CCTV cameras inside all police stations. As of January 2022, nationally, of the 17,535 police stations only 73.5 per cent (12,893) had installed at least one CCTV camera.[62]

Eight states/UTs[63] including West Bengal, Telangana and Karnataka had at least one CCTV in all police stations. But it is unclear how many or whether they are located at the specific locations the apex court required they be installed.

Four states/UTs (Rajasthan, Manipur, Puducherry, Lakshadweep) reported that less than 1 per cent of their police stations have CCTVs. Rajasthan had managed only one in an urban police station; Manipur, Puducherry and Lakshadweep reported none.

Nine states/UTs[64] do not have CCTVs in half of their rural police stations. Only 7 states/UTs[65] have installed CCTVs in all special purpose police stations.[66]

Women help desks: Given the degree of violence against women coupled with the socio-economic and cultural barriers to access to justice, there has been an ongoing effort to improve response systems in the police. Periodic advisories from the Ministry of Home Affairs have provided guidance for setting up women's help desks in every police station.[67]

58 Present BPRD data does not disaggregate training into induction, mid-career or promotion training, nor the time spent on each.
59 Bureau of Police Research and Development, Training Master Plan, 2009. Available at: https://bprd.nic.in/WriteReadData/CMS/File1336.pdf
60 The workload is calculated by dividing the total sanctioned strength of police to the number of training institutes.
61 *Paramvir Singh Saini v Baljit Singh* (2020) https://main.sci.gov.in/supremecourt/2020/13346/13346_2020_33_1501_24909_Judgement_02-Dec-2020.pdf
62 Data on Police Organizations, 2022, Bureau of Police Research and Development (BPR&D)
63 Karnataka, Telangana, Ladakh, DNH & DD, Andaman & Nicobar Islands, Assam, Goa, West Bengal
64 Rajasthan, Lakshadweep, Manipur, Puducherry, Jharkhand, Jammu &Kashmir, Nagaland, Meghalaya, Sikkim.
65 Telangana, West Bengal, Assam, Goa, Andaman& Nicobar Islands, Ladakh, DNH &DD.
66 Special purpose police stations are the ones set up to deal with special crimes like crime against SCs/STs/ weaker sections, crime against children, anti-corruption/vigilance, coastal security, crime investigation department, economic offences, cyber-crime, narcotics, drug trafficking, etc.
67 Ministry of Home Affairs, Women Safety Division, 19 August 2021. Available at https://www.mha.gov.in/sites/default/files/advisory_21052021_0_1.pdf

As of January 2022, 72 per cent of all police stations across the country reported having these special facilities. Arunachal Pradesh, Tripura and West Bengal have women help desks in all their police stations. Bihar has women help desks in 47 per cent of all police stations. Meghalaya has no women help desk.

Jharkhand, Tamil Nadu and Nagaland, too, have women help desks in less than 50 per cent of their police stations. Twenty-one states and UTs[68] report having set up women help desks inside all police stations in urban areas; in rural areas only 17 have.[69] Twenty-six per cent of special purpose police stations include an assistance desk for women.

In addition, many states have set up all female police stations. Illustratively, out of a total of 745 women police stations, Tamil Nadu with 202 has the maximum while Uttarakhand has just 2.

Services provided by states' citizen portals: State-level citizen portals are required to provide nine basic online services for easy accessibility (See box in next column). The compliance of each state citizen portal[70] was assessed by checking these nine services twice—from September 2022 to November 2022—to evaluate improvements in the working of the portals.

Eight states/UTs[71] did worse than last year in terms of compliance, while 12 states/UTs[72] increased the percentage of services provided. Five states[73] had defunct citizen service portals: in 2020 there were 9.[74] No state provided all the services, in contrast to the Pragati Dashboard status which indicates that 97% of the states do. Gujarat with 91 per cent and Madhya Pradesh with 90 per cent show the maximum compliance while Mizoram and Manipur provide no service.[75]

Some states like Himachal Pradesh, Sikkim and Tripura display most of the services, yet are inaccessible owing to technical errors like problems with logins and sign up. The portal for Jharkhand could only be accessed after multiple login attempts.

Services provided by states' citizen portals

1. Filing of complaints to the concerned police station.
2. Obtaining the status of the complaints.
3. Obtaining the copies of FIRs.
4. Details of arrested persons/wanted criminals.
5. Details of missing/kidnapped persons and their matching with arrested.
6. Details of stolen/recovered vehicles, arms and other properties.
7. Submission of requests for issue/renewal of various NOCs.
8. Verification requests for servants, employment, passport, senior citizen registrations etc.
9. Portal for sharing information and enabling citizens to download required forms.

Global tourist hub Goa listed 133 languages, including their state language (Konkani) which wasn't there last year.

While some states like Meghalaya have improved their portals by adding more services this year, others like Kerala have removed some features. Most sites were available in English or Hindi, but not necessarily in the state language; Odisha's site, for instance, is in English and not in Odia. Kerala has added Malayalam. Rajasthan's website is the only one that does not provide an option for English.

68 Nagaland, Manipur, Chhattisgarh, Mizoram, Kerala, Puducherry, Goa, Maharashtra, Punjab, Sikkim, Andaman & Nicobar Islands, Uttarakhand, Rajasthan, Arunachal Pradesh, West Bengal, Ladakh, DNH &DD, Tripura, Himachal Pradesh, Chandigarh, Odisha.
69 Assam, Puducherry, Goa, Maharashtra, Punjab, Sikkim, Andaman & Nicobar Islands, Uttarakhand, Rajasthan, Arunachal Pradesh, West Bengal, Ladakh, DNH & DD, Tripura, Lakshadweep, Himachal Pradesh, Odisha.
70 Under the SMART Policing initiative of the Ministry of Home Affairs advises states to provide services to citizens online through the state citizen portal: https://digitalpolice.gov.in/
71 Assam, Andaman& Nicobar Islands, Delhi, Punjab, Bihar, Kerala, Himachal Pradesh.
72 Haryana, Chandigarh, Odisha, Goa, Telangana, Madhya Pradesh, Gujarat, Meghalaya, Uttarakhand, Arunachal Pradesh, Rajasthan, Lakshadweep.
73 Manipur, Mizoram, Sikkim, Tripura, West Bengal.
74 Arunachal Pradesh, Lakshadweep, Manipur, Mizoram Rajasthan, Sikkim, Tripura, Uttarakhand, West Bengal
75 Website for both states not loading: https://mnpcitizenportal.gov.in/ and http://www.cctns.mizoram.gov.in/

Cybercrime: Kerala Model

Over the past 2 years cybercrime across India has grown by 6%.[76] Crimes range from defrauding folks of money (60%) to identity theft, child pornography, malicious system's disruptions, terrorist communications, illegal surveillance, industrial espionage, social media, and emerging threats from the marketplaces of the darknet and cyberwarfare.

In 2016, the ever-changing threat of cybercrime[77] prompted the Research and Development Division of the Kerala Police to set up Cyberdome,[78] an integrated ecosystem to prevent, shield against and detect cybercrime; foster the capabilities and expertise of Kerala Police; as well as develop strategies to deal with the dynamic, challenging environment of technology; and train the police and public to recognise, report and respond to it.

Moving beyond traditional self-contained law enforcement methods, it actively provides forensic support to police investigations and coordinates with other state agencies to help recognise and eliminate cyber threats. It seeks out public-private partnerships and encourages contributions from outside academic research groups, non-profits, individual experts, and ethical hackers to ensure that the Kerala Police are equipped and abreast with latest technologies to respond to crimes unheard of a decade ago. Quite uniquely, its Cyberdome Volunteer Framework Document[79] makes plain that contributions and collaborations—even with for-profit enterprises—must be on a strictly voluntary basis. Learnings and jointly developed innovations can later be put to commercial use. This has brought the police varied expertise and a 'proud' cohort of law enforcement helpers. In recognition of the border traversing nature of cybercrime the Cyberdome has linked up with many national and international cyber security and law enforcement.

Now 6 years old, the Cyberdome's worth has been demonstrated through several interventions, it was notably able to warn the government of an impending ransomware attack before it happened[80] and, on another occasion, exposed the chinks in the security vulnerability of the state's integrated Financial Management System which handles substantial amounts of public funds including tax remittances.

Devika Prasad, Independent Researcher;
Devyani Srivastava, Commonwealth Human Rights Initiative;
Radhika Jha, Common Cause;
Dr. Rehana Manzoor, India Justice Report;
Lakhwinder Kaur, India Justice Report

76 National Crime Records Bureau, Crime in India, 2021.
77 Kerala Police Cybercrime statistics.
78 Order by the Government of Kerala, dated 22 August 2014. Available at: https://keralapolice.gov.in/storage/pages/custom/ckFiles/file/Cp8ecECJSSmrtRBaCj0qQO47NSOZKO1yc4tvEiFG.pdf
79 Kerala Police, Cyberdome Volunteer Framework. Available at: https://www.cyberdome.kerala.gov.in/assets/policy/cyberdome_volunteer_framework.pdf
80 'Kerala Police Cyberdome alerts against WannaCry ransomware attack', Indian Express, 15 May 2017. Available at: https://indianexpress.com/article/technology/tech-news-technology/kerala-cyberdome-alerts-against-ransomware-attack-4656902/

Table 3: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Best
Middle
Worst

	Rank in cluster			IJR 3 Score (out of 10)	Indicators improved on (out of 21)[1]		Budgets	
Theme							Budgets	
								NEW
Indicator							Spend on police per person (Rs, 2020-21)	Share of training budget in police budget (%, 2020-21)
Scoring guide							Higher, the better	Higher, the better
	IJR 1 2019	IJR 2 2020	IJR 3 2022					
National average							1,151	1.26
Large and mid-sized states								
Andhra Pradesh	5	4	3	6.22		10	1,133	1.04
Bihar	14	11	16	4.34		10	641	1.42
Chhattisgarh	10	2	9	5.70		11	1,362	1.28
Gujarat	12	8	8	5.88		16	761	0.98
Haryana	8	9	12	5.19		11	1,621	0.86
Jharkhand	9	6	11	5.37		6	1,432	0.92
Karnataka	6	1	2	6.61		16	943	1.23
Kerala	13	14	17	4.22		13	936	0.00[3]
Madhya Pradesh	15	18	7	5.88		16	816	2.47
Maharashtra	4	13	10	5.53		13	1,234	0.94
Odisha	7	3	4	6.22		15	763	1.20
Punjab	3	12	13	5.10		15	2,055	1.23
Rajasthan	17	16	14	4.38		13	813	1.92
Tamil Nadu	1	5	6	6.04		15	1,009	1.87
Telangana	11	10	1	6.92		15	1,601	2.66
Uttar Pradesh	18	15	15	4.37		11	857	1.04
Uttarakhand	2	7	5	6.11		14	1,607	0.82
West Bengal	16	17	18	3.59		10	909	0.04
Small states								
Arunachal Pradesh	2	4	2	4.84		9	6,552	5.39
Goa	3	7	6	3.89		13	3,615	0.35
Himachal Pradesh	6	2	5	3.93		9	1,641	0.05
Meghalaya	5	3	3	4.52		8	2,864	0.61
Mizoram	7	6	4	4.07		4	5,193	2.58
Sikkim	1	1	1	5.64		14	6,559	0.96
Tripura	4	5	7	3.47		7	3,416	0.92
Unranked states								
Assam	Not ranked					8	1,169	0.90
Manipur	Not ranked					7	5,936	1.63
Nagaland	Not ranked					7	7,989	1.02
Union Territories								
A&N Islands	Not ranked					10	8,798	1.00
Chandigarh	Not ranked					9	4,458	0.40
DNH & DD	Not ranked					NA	796	NA[2]
Delhi	Not ranked					12	4,041	2.31
Jammu & Kashmir	Not ranked					NA	5,427	1.40
Ladakh	Not ranked					NA	6,437	NA[2]
Lakshadweep	Not ranked					6	9,406	NA[2]
Puducherry	Not ranked					10	1,501	NA[2]

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

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1. Count of indicators on which a state has improved over IJR 2. Only non-trend indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. D&NH/D&D, J&K and Ladakh values are not comparable with IJR 2, and so have not been considered. 2. BPR&D shows police training budget as blank. 3. BPR&D shows zero police training budget.

Table 3: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

	Theme	Budgets			Human Resources		
	Indicator	NEW Training budget utilization (%, 2020-21)	Spend on training per personnel (Rs, 2020-21)	Modernisation fund used (%, 2020-21)	Constables, vacancy (%, Jan 2022)	Officers, vacancy (%, Jan 2022)	Officers in civil police (%, Jan 2022)
	Scoring guide	Higher, the better	Higher, the better	Higher, the better	Lower, the better	Lower, the better	Higher, the better
National average		84.0	9,043	47	21.6	28.6	16.6
Large and mid-sized states							
Andhra Pradesh		99.5	6,417	NA[4]	20.0	9.8	11.1
Bihar		71.8	10,944	NA[4]	30.0	53.8 ●	23.4
Chhattisgarh		53.5 ●	5,179	58	21.2	26.0	12.7
Gujarat		100.0 ●	5,847	100 ●	26.9	22.1	18.2
Haryana		95.8	6,991	85	32.0	25.3	15.3
Jharkhand		89.2	6,506	NA[5]	23.9	32.8	25.4
Karnataka		90.2	8,031	99	12.0	10.8	17.2
Kerala		NA[3]	NA[3]	76	4.6 ●	23.9	9.5 ●
Madhya Pradesh		87.9	15,629	NA[5]	13.9	20.8	19.7
Maharashtra		84.2	7,887	96	28.2	25.3	18.2
Odisha		85.7	7,541	NA[5]	13.3	28.4	21.8
Punjab		87.0	9,479	33	12.6	22.4	11.6
Rajasthan		100.0 ●	13,216	53	8.3	45.6	11.5
Tamil Nadu		86.0	11,493	NA[5]	10.9	9.1	12.4
Telangana		91.2	28,126 ●	43	26.1	7.1 ●	17.0
Uttar Pradesh		55.6	5,070	24 ●	26.0	42.5	12.8
Uttarakhand		63.9	5,270	93	6.4	7.2	10.3
West Bengal		61.3	305 ●	42	44.1 ●	25.2	31.5 ●
Small states							
Arunachal Pradesh		96.4	43,901 ●	100 ●	27.8	34.7	13.6 ●
Goa		94.3	2,708	NA[4]	17.2	23.6	17.7
Himachal Pradesh		89.2	339 ●	90	5.1	16.0	15.0
Meghalaya		96.8	4,546	91	16.9	21.2	15.3
Mizoram		89.5	21,594	42 ●	34.2 ●	26.6	27.4 ●
Sikkim		85.1 ●	6,885	88	4.6 ●	-4.2 ●	23.1
Tripura		99.5 ●	6,785	67	23.7	40.1 ●	15.0
Unranked states							
Assam		71.3	5,167	11	23.0	26.6	16.7
Manipur		79.6	9,608	2	9.5	36.5	15.4
Nagaland		100.0	5,672	NA[5]	-2.0	6.0	17.4
Union Territories							
A&N Islands		100.0	9,213	NA[5]	13.7	25.5	10.5
Chandigarh		23.5	796	NA[5]	17.3	12.5	13.2
DNH & DD		NA[2]	NA[2]	NA[5]	20.1	25.2	11.1
Delhi		100.0	23,989	NA[5]	19.7	2.4	23.0
Jammu & Kashmir		88.9	13,171	25	3.6	28.6	17.3
Ladakh		NA[2]	NA[2]	NA[5]	29.1	6.6	14.0
Lakshadweep		NA[2]	NA[2]	NA[5]	16.3	40.7	6.1
Puducherry		NA[2]	NA[2]	200	24.4	32.9	15.2

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

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1. Count of indicators on which a state has improved over IJR 2. Only non-trend indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. Where an indicator value was not available for one or both years, that indicator was not considered. 2. BPR&D shows police training budget as blank. 4. Expenditure data not provided. 5. No modernisation grant received.

Table 3: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme				Diversity			
Indicator	Share of women in police (%, Jan 2022)	Share of women in officers (%, Jan 2022)	SC officers, actual to reserved ratio (%, Jan 2022)	SC constables, actual to reserved ratio (%, Jan 2022)	ST officers, actual to reserved ratio (%, Jan 2022)	ST constables, actual to reserved ratio (%, Jan 2022)
Scoring guide	Higher, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better
National average	11.8	8.0	NA	NA	NA	NA
Large and mid-sized states						
Andhra Pradesh	21.8 ●	5.4	84	99	99	87
Bihar	21.2	10.6	51	90	116	278 ●
Chhattisgarh	7.1	9.3	94	95	70	109
Gujarat	16.3	10.0	131 ●	109	95	86
Haryana	8.2	12.2	63	63 ●	NA[10]	NA[10]
Jharkhand	6.2 ●	4.3	71	93	59	70
Karnataka	8.6	6.4	116	116 ●	176 ●	169
Kerala	7.8	2.4 ●	78	96	81	73
Madhya Pradesh	7.4	11.5	101	80	64	83
Maharashtra	17.8	7.7	87	81	96	99.7
Odisha	10.5	12.9	80	86	64	112
Punjab	9.9	8.3	82	108	0 ●	0.01 ●
Rajasthan	10.4	6.8	54	87	62	110
Tamil Nadu	19.1	17.9	78	104	87	117
Telangana	8.5	7.5	94	80	139	138
Uttar Pradesh	10.7	5.1	43 ●	75	27	53
Uttarakhand	12.8	18.1 ●	54	98	55	132
West Bengal	9.9	4.0	65	72	52	82
Small states						
Arunachal Pradesh	10.7	5.7	NA[9]	NA[9]	78	101
Goa	10.6	15.6	110 ●	43 ●	74	47 ●
Himachal Pradesh	14.0 ●	4.9 ●	72	91	115 ●	127 ●
Meghalaya	6.0	8.5	NA[7]	NA[7]	79	89
Mizoram	7.1	21.4 ●	NA[8]	NA[8]	NA[10]	NA[10]
Sikkim	9.0	7.5	84	171 ●	83	81
Tripura	5.3 ●	5.9	64 ●	78	57 ●	75
Unranked states						
Assam	6.8	6.5	57	23	55	23
Manipur	6.9	6.6	117	114	54	73
Nagaland	9.9	8.5	NA[8]	NA[8]	67	73
Union Territories						
A&N Islands	12.7	14.1	NA	NA	76	90
Chandigarh	21.6	7.9	48	84	NA[10]	NA[10]
DNH & DD	8.8	8.5	NA[6]	NA[6]	NA[6]	NA[6]
Delhi	12.9	11.0	94	73	106	86
Jammu & Kashmir	3.3	1.4	30	43	46	63
Ladakh	28.3	6.4	NA[9]	NA[9]	214	153
Lakshadweep	10.3	0.0	NA[8]	NA[8]	103	182
Puducherry	7.6	4.5	75	68	0	3

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. pp: percentage points (the difference between two percentages). v. NA: Not available. vi. CY: Calendar year; FY: Financial year. vii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. viii. Civil police includes district armed reserve police.

6. Combined reservation data not available. 7. No specific reservation approved for SCs in Meghalaya. 8. BPR&D shows 0% SC reservation. 9. BPR&D shows SC figures as 0. 10. BPR&D shows 0% ST reservation.

Table 3: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme		Diversity		Infrastructure		
	Indicator	OBC officers, actual to reserved ratio (%, Jan 2022)	OBC constables, actual to reserved ratio (%, Jan 2022)	Population per police station (rural) (Number, Jan 2022)	Population per police station (urban) (Number, Jan 2022)	Area per police station (rural) (Sq km, Jan 2022)
	Scoring guide	Higher, the better	Higher, the better	Lower, the better	Lower , the better	Lower, the better
National average		NA	NA	97,362	94,683	337
Large and mid-sized states						
Andhra Pradesh		135	167	48,393	96,939	222
Bihar		58	120	149,020	84,667	125
Chhattisgarh		117	156	64,047	102,513	387
Gujarat		76	111	80,200	288,788 ●	414
Haryana		77	72	109,113	90,423	264
Jharkhand		122	131	86,855	105,552	233
Karnataka		148	140	70,108	100,510	345
Kerala		104	114	25,010 ●	255,676	82 ●
Madhya Pradesh		85	82	129,721	49,517	641
Maharashtra		98	81	85,159	218,484	392
Odisha		120	200 ●	99,191	46,376 ●	421
Punjab		154 ●	149	74,479	89,155	199
Rajasthan		34 ●	76	120,031	60,450	684 ●
Tamil Nadu		119	112	42,160	89,659	137
Telangana		145	128	50,581	50,787	281
Uttar Pradesh		74	129	175,995	106,332	231
Uttarakhand		53	84	90,707	58,286	641
West Bengal		37	55 ●	306,063 ●	123,234	408
Small states						
Arunachal Pradesh		NA[11]	NA[11]	21,389	8,733 ●	NA[17]
Goa		33	27 ●	18,857 ●	146,375 ●	140 ●
Himachal Pradesh		29 ●	73 ●	85,474 ●	16,978	710
Meghalaya		NA[13]	NA[13]	61,256	40,235	515
Mizoram		NA[11]	NA[11]	21,346	48,000	788 ●
Sikkim		88 ●	67	20,111	35,667	392
Tripura		NA[11]	NA[11]	57,818	41,184	229
Unranked states						
Assam		65	23	321,677	25,055	830
Manipur		14	26	40,130	60,412	410
Nagaland		0.1	1	23,226	51,684	308
Union Territories						
A&N Islands		29	30	12,611	58,333	456
Chandigarh		55	93	NA[14]	76,125	NA[14]
DNH & DD		NA[6]	NA	233,000	312,333	508
Delhi		24	96	NA[14]	106,938	NA[14]
Jammu & Kashmir		NA[12]	NA[12]	64,048	75,741	NA[16]
Ladakh		NA[11]	NA[11]	52,250	45,000	NA[16]
Lakshadweep		NA[11]	NA[11]	111	NA[15]	1
Puducherry		142	134	30,063	80,500	21

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

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6. Combined reservation data not available. 11. BPR&D shows 0% OBC reservation. 12. OBC reservation data not available. 13. No specific reservation approved for SCs in Meghalaya. 14. BPR&D shows 0 rural police stations. 15. BPR&D shows 0 urban police stations. 16. Disaggregated data for rural and urban areas for Jammu & Kashmir and Ladakh not available. 17. Census 2011 does not give rural/urban area break-up.

Table 3: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme		Infrastructure					Workload
					NEW	NEW	
Indicator		Area per police station (urban) (Sq km, Jan 2022)	Services provided by state's citizen portals (%, 2022)[18]	Personnel per training institute (Number, Jan 2022)	Police stations with CCTVs (%, Jan 2022)	Police stations with women help desks (%, Jan 2022)	Population per civil police (Number, Jan 2022)
Scoring guide		Lower, the better	Higher, the better	Lower, the better	Higher, the better	Higher, the better	Lower, the better
National average		20.2	NA	12,744	74	72.2	835
Large and mid-sized states							
Andhra Pradesh		21.0	85.6	26,519	58	83.3	661
Bihar		12.9	21.6 ●	35,718	91	47.0	1,695 ●
Chhattisgarh		41.7	87.6	6,558	97	80.5	756
Gujarat		62.8	91.0 ●	24,516	83	67.1	991
Haryana		14.4	79.6	20,848	96	61.0	565
Jharkhand		25.2	72.6	13,809	22	42.6	874
Karnataka		20.5	57.3	7,905	99.7	75.8	823
Kerala		74.5 ●	55.0	20,491	95	94.5	776
Madhya Pradesh		15.5	89.6	6,962	74	60.4	1,051
Maharashtra		32.8	87.6	19,414	57	89.0	813
Odisha		18.8	84.6	5,647	91	94.6	1,227
Punjab		17.7	79.6	14,222	99	90.7	500 ●
Rajasthan		18.9	79.6	10,141	0.1 ●	99.5	1,006
Tamil Nadu		30.0	66.0	5,484 ●	69	34.9 ●	739
Telangana		10.6 ●	70.7	13,770	99.9	77.1	712
Uttar Pradesh		14.4	85.1	38,382 ●	86	88.8	864
Uttarakhand		12.9	77.6	5,601	98	98.8	740
West Bengal		17.6	41.6	9,887	100 ●	100.0 ●	1,331
Small states							
Arunachal Pradesh		NA[17]	82.6 ●	15,287	93	100.0 ●	264
Goa		95.6 ●	80.6	10,749	100 ●	72.7	274
Himachal Pradesh		6.0	22.0	19,300 ●	90	92.1	625 ●
Meghalaya		16.6	82.6 ●	5,508	33 ●	0.0 ●	422
Mizoram		41.9	0.0 ●	11,301	91	81.8	386
Sikkim		4.3 ●	5.0	3,532 ●	43	93.3	233 ●
Tripura		10.3	5.0	7,402	89	100.0 ●	448
Unranked states							
Assam		5.8	82.6	16,344	100	60.8	1,306
Manipur		10.6	0.0	35,099	0	66.7	211
Nagaland		12.8	82.6	8,903	33	32.6	268
Union Territories							
A&N Islands		12.6	87.6	5,078	100	95.8	118
Chandigarh		6.8	79.6	7,010	94	94.4	302
DNH & DD		31.4	79.6	1,396	100	100.0	1,688
Delhi		5.9	77.6	15,709	88	85.8	299
Jammu & Kashmir		NA[16]	77.6	13,029	20	60.0	280
Ladakh		NA[16]	77.6	NA[19]	100	100.0	166
Lakshadweep		NA[15]	87.6	NA[19]	0	56.3	260
Puducherry		11.0	87.6	4,462	0	60.0	826

Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

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15. BPR&D shows 0 urban police stations. 16. Disaggregated data for rural and urban areas for Jammu & Kashmir and Ladakh not available. 17. Census 2011 does not give rural/urban area break-up. 18. Quantitative assessment of state police citizen portals on 10 counts: whether they include each of the 9 services listed by the Ministry of Home Affairs and whether the portal was available in a state language (other than English). 19. BPR&D shows 0 training institutes.

Table 3: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Theme		Trends				
Indicator		Women in total police (pp, CY '17-'21)	Women officers in total officers (pp, CY '17-'21)	Constable vacancy (pp, CY '17-'21)	Officer vacancy (pp, CY '17-'21)	Difference in spend: police vs state (pp, FY '17-'21)
Scoring guide		Higher, the better	Higher, the better	Lower, the better	Lower, the better	Higher, the better
National average		0.90	0.49	0.07	0.21	0.75
Large and mid-sized states						
Andhra Pradesh		3.52 ●	0.35	0.17	0.25	0.40
Bihar		2.47	1.58	-0.04	3.06	0.87
Chhattisgarh		0.48	1.00	2.49	-1.21	1.71
Gujarat		1.82	0.90	-0.94	-0.92	1.33
Haryana		-0.19 ●	0.53	1.06	-1.93	2.12
Jharkhand		0.13	0.26	-1.51	-2.34	3.94
Karnataka		0.65	0.48	-1.71	-0.68	-0.54
Kerala		0.29	0.07	1.57	-0.03	-4.20
Madhya Pradesh		0.59	1.02	0.75	0.39	-1.26
Maharashtra		1.24	0.45	4.81 ●	3.42 ●	0.06
Odisha		0.29	0.91	1.22	0.21	-0.76
Punjab		0.92	0.81	0.63	2.46	-5.47 ●
Rajasthan		0.22	0.38	-1.09	3.06	1.46
Tamil Nadu		1.24	-0.35 ●	3.55	-1.82	-2.84
Telangana		1.21	1.21	0.27	-1.28	-2.92
Uttar Pradesh		1.39	0.40	-5.40 ●	-4.02 ●	6.01 ●
Uttarakhand		1.02	1.83 ●	-0.16	-1.53	-0.02
West Bengal		0.46	0.18	2.56	-0.17	4.63
Small states						
Arunachal Pradesh		0.78 ●	0.08	3.65 ●	3.37	-4.61 ●
Goa		-0.05	0.60 ●	2.18	0.59 ●	3.42
Himachal Pradesh		0.36	0.29	0.37	0.90	1.04
Meghalaya		0.32	0.58	0.27 ●	2.46	-1.85
Mizoram		-0.12 ●	0.25	2.75	2.32	-2.82
Sikkim		0.43	0.00	0.54	1.39	-1.73
Tripura		0.05	-0.03 ●	1.41	3.71 ●	3.51 ●
Unranked states						
Assam		0.26	0.62	0.49	2.04	-3.58
Manipur		-0.25	-0.19	-5.72	2.16	0.50
Nagaland		0.72	0.16	2.11	-0.02	0.53
Union Territories						
A&N Islands		0.09	0.07	3.99	-6.18	4.01
Chandigarh		0.71	0.43	0.98	0.58	0.43
DNH & DD		-0.90	-1.68	1.20	0.00	7.38
Delhi		0.85	0.23	4.32	-1.23	5.28
Jammu & Kashmir		NA[20]	NA[20]	NA[20]	NA[20]	NA[20]
Ladakh		NA[20]	NA[20]	NA[20]	NA[20]	NA[20]
Lakshadweep		0.48	-0.63	-0.87	-4.97	1.68
Puducherry		0.08	0.03	3.17	-1.06	2.36

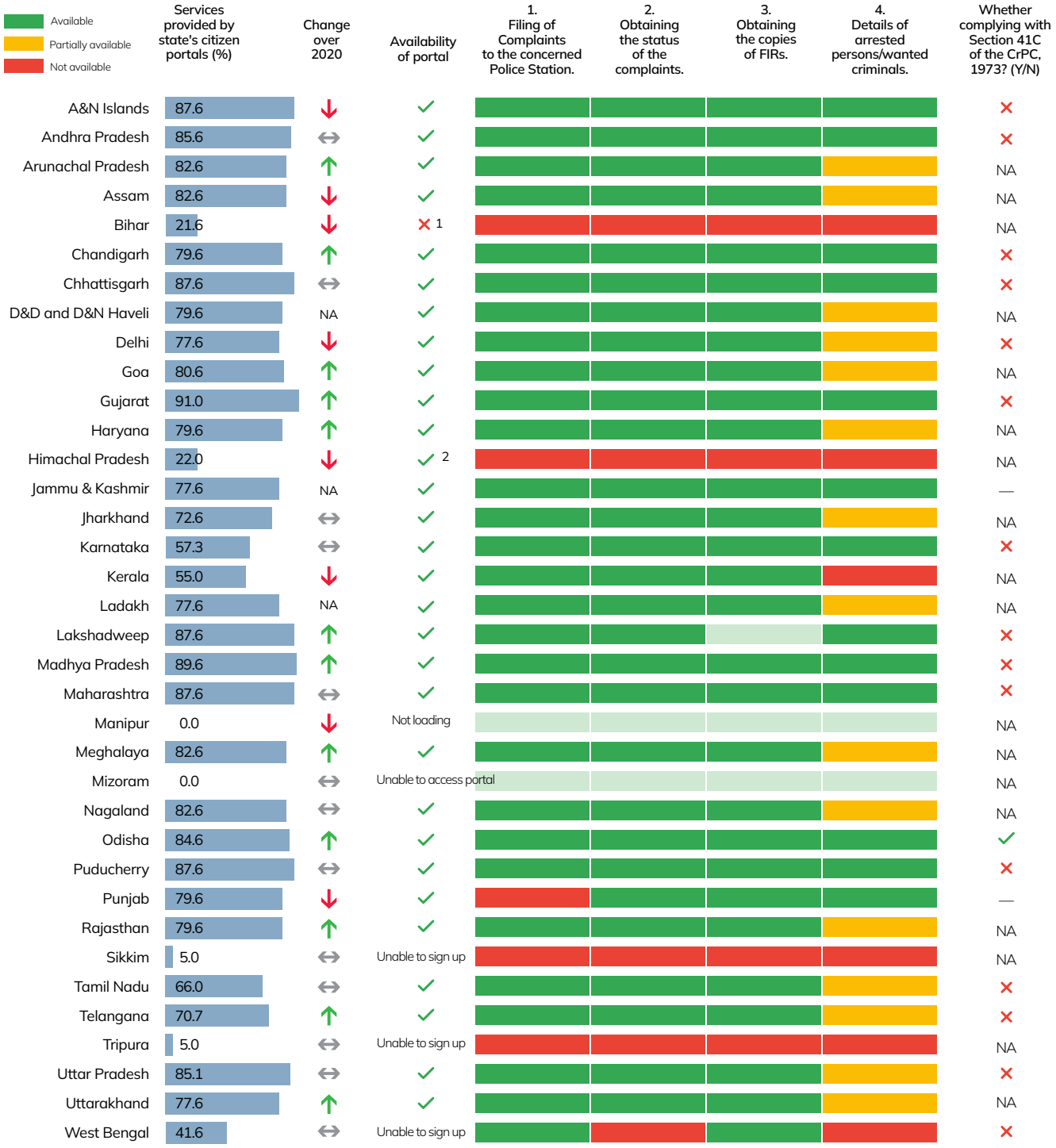
Data sources: Data on Police Organizations, Bureau of Police Research and Development (BPR&D); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Digital Police Portal, Ministry of Home Affairs; National Commission on Population; Open Budgets India.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. pp: percentage points (the difference between two percentages). v. NA: Not available. vi. CY: Calendar year; FY: Financial year. vii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. viii. Civil police includes district armed reserve police.

20. For trend indicators, Jammu & Kashmir and Ladakh are excluded as their data was not available separately for 5 years.

Figure 17: Status of state citizen portals

IJR continues to track the status of State Citizen Portals. In 2022, only Gujarat and Mahrashtra showed maximum compliance while Mizoram and Manipur provided none.



NOTE:
1. Bihar doesn't have citizen police portal. 2. Services available in Himachal Pradesh portal, but it is redirecting to login page.
Except Odisha no state/UT provides the details of Arrested persons as mentioned in Section 41C of the IPC.
— Unable to check J&K and Punjab's compliance with Section 41C.
Section 41C encourages public oversight of arrest practices by requiring that certain information be made available to the people in general. Specifically, Section 41C of the CrPC sets out the following three mandatory requirements: 1) State governments must establish Police Control Rooms (PCRs) at the state level and in each district7; 2) State governments must ensure that notice boards outside each district PCR display: a) names and addresses of arrested persons and b) the name(s) and designation(s) of the officers who made the arrests; and 3) the Police Control Room at the State Police Headquarters must regularly collect the details of arrested persons and the nature of the offence with which they are charged, and maintain a database for the information of the general public.

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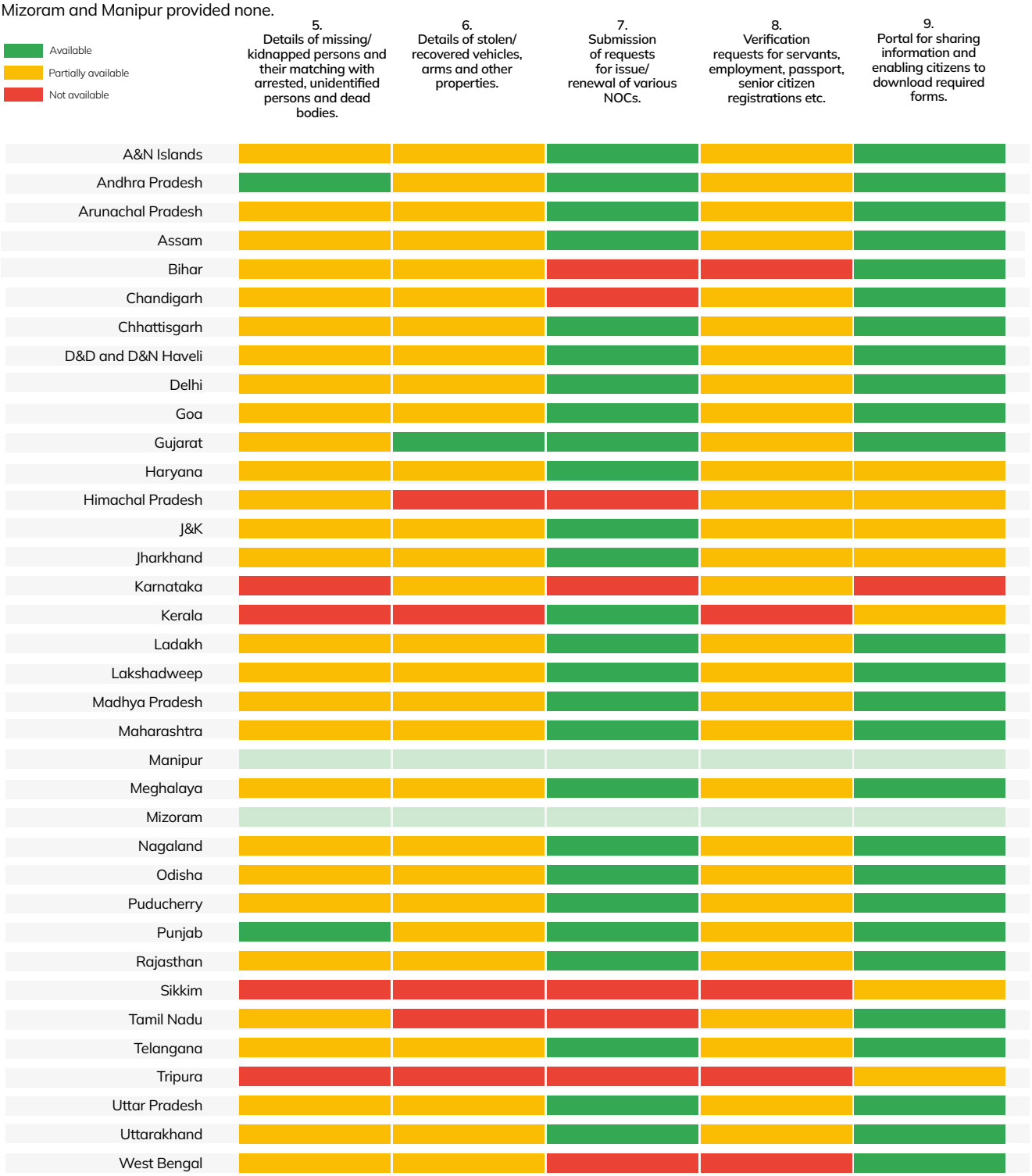

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CCTVs in police stations

Timeline

3 April 2018

The Supreme Court in *Shafhi Mohammad vs State of Himachal Pradesh* orders the Ministry of Home Affairs to create a Central Oversight Body to oversee plan of action for crime scene videography.

9 May 2018

MHA constitutes COB and directs states/UTs to implement effective use of photography and videography at the crime scene and to furnish action taken report.

16 July 2020

SC issues notice to MHA on the question of audio-video recordings by police at the crime scene and installation of CCTVs in police stations.

16 September 2020

SC impleads all states/UTs to find out exact position of CCTV cameras qua each police station and for the constitution of oversight committees.

By 24 November 2020

14 states filed incomplete compliance affidavits and action taken reports as per SC's *Shafhi Mohammad vs State of Himachal Pradesh* directions.

2 December 2020

In *Paramvir Singh Saini vs. Baljit Singh* and Others the SC orders all states/UTs to file complete and detailed compliance affidavits within 6 weeks (i.e. by 13 January 2021) and orders the constitution of a state and district level oversight committee (SLOC) and (DLOC).

Supreme Court: "Install CCTVs in all Police Stations"

Findings of RTI study on compliance of Supreme Court's directions on installation of CCTVs in all police stations in the country

Key findings

Only Arunachal Pradesh and Andaman & Nicobar Islands reported having a storage capacity of 18 months in all installed CCTVs.

→ 7 states/UTs[1] reported having audio and video capacity in all installed CCTVs

→ 8 states/UTs[2] reported having night vision facility in all installed CCTVs

→ 17 states/UTs[3]: Number of states/UTs that made budget allocation towards CCTVs

→ 20 states/UTs[4]: Number of states/UTs that formed District Level Oversight Committees (DLOCs)

→ 23 states/UTs[5]: Number of states/UTs that formed State Level Oversight Committees (SLOCs)

Following on earlier judgements[6] and the 239th Law Commission's recommendation[7] the Supreme Court, in *Paramvir Singh Saini* vs *Baljit Singh*,[8] ordered the installation of CCTV cameras in all police stations.

1 Andaman & Nicobar Islands, Arunachal Pradesh, Ladakh, Madhya Pradesh, Tripura , Karnataka, Goa.
2 Andaman & Nicobar Islands, Arunachal Pradesh, Kerala, Ladakh, Tripura, Karnataka, Delhi, Goa.
3 Tamil Nadu, Rajasthan, Bihar, Jammu & Kashmir, Tripura, Sikkim, Delhi, Mizoram, Assam, Maharashtra, Kerala, Madhya Pradesh, Arunachal Pradesh, Puducherry, Karnataka.
4 Andaman & Nicobar Islands, Arunachal Pradesh, Assam, Jammu & Kashmir, Kerala, Ladakh, Madhya Pradesh, Maharashtra, Mizoram, Rajasthan, Tamil Nadu, Tripura, Andhra Pradesh, Himachal Pradesh, Telangana, Uttarakhand, Chandigarh, Karnataka, Jharkhand, West Bengal.
5 Karnataka, Jharkhand, West Bengal, Puducherry, Chhattisgarh, DNH & DD, Uttar Pradesh, Andaman & Nicobar Islands, Arunachal Pradesh, Assam, Jammu & Kashmir, Kerala, Ladakh, Madhya Pradesh, Maharashtra, Mizoram, Rajasthan, Tamil Nadu, Tripura, Andhra Pradesh, Himachal Pradesh, Telangana, Uttarakhand.
6 Shafhi Mohammad vs State of Himachal Pradesh (2018). Available at: https://main.sci.gov.in/supremecourt/2017/6212/6212_2017_Judgement_30-Jan-2018.pdf
7 239th Law Commission of India, 2012. Available at: https://indiankanoon.org/doc/39463074/
8 *Paramvir Singh Saini v Baljit Singh* (2020). https://main.sci.gov.in/supremecourt/2020/13346/13346_2020_33_1501_24909_Judgement_02-Dec-2020.pdf

The Court required audio-visual and night-vision cameras with 12 to 18 months' storage capacity to be installed in fourteen places, including entry points, lock-ups, corridors, inside inspector and sub-inspector rooms, and the backs of all police stations: all jurisdictions to report status in six weeks from the date of order (i.e, by 13 January 2021). The judgement further laid down specific norms to be complied with like setting up of:

1. **State Level Oversight Committee comprising:**

   (i) Secretary/Additional Secretary, Finance Department

   (ii) The Director General/Inspector General of Police; and

   (iii) The Chairperson/member of the State Women's Commission.

2. **District Level Oversight Committee comprising:**

   (i) The Divisional Commissioner/ Commissioner of Divisions/ Regional Commissioner/ Revenue Commissioner Division of the District (by whatever name called)

   (ii) The District Magistrate of the District

   (iii) A Superintendent of Police of that District

   (iv) A mayor of a municipality within the District/ a Head of the Zilla Panchayat in rural areas.

On 2 December 2020, in the *Paramvir Singh Saini* vs *Baljit Singh* judgement the Supreme Court again asked for detailed information on cameras and their placement in police stations. It also inquired whether oversight committees—state level oversight committee (SLOC) and district level oversight committee (DLOC)—were set up.

In April 2022, in order to monitor the compliance of the Supreme Court's directions, the India Justice Report team filed applications seeking pertinent information under the **Right to Information Act, 2005 to all 36 states and UTs**. Information about the number, placement and technical capacity of CCTVs inside police stations and the constitution of SLOCs and DLOCs was requested. Until 31 August 2022, a total of 426 responses had been received. All 36 jurisdictions barring Manipur responded, but with varying degrees of incompleteness. Certain states like Haryana, Odisha and Punjab responded, but provided no information. In states like Himachal Pradesh, Jammu & Kashmir and Telangana RTIs were forwarded by the DGP's office to PIOs in various district police headquarters. Illustratively, in Himachal Pradesh the RTIs were sent further down the administrative chain to sub-divisions and police stations. The responses from such states correspond to only those districts, sub-divisions and police stations that responded to the RTIs. Responses from 58 police stations have been included from across the country. Only Arunachal Pradesh provided all information at the state headquarters.

Figure 18: CCTV in police stations: a compliance report

The grid attempts to show compliance of specific norms laid out by the Supreme Court in the *Paramvir Singh Saini vs Baljit Singh* and others in 2020. It is based on RTIs responses from DGPs and Chief Secretaries of 36 states and Union Territories. In several cases RTI replies were received from districts and those have been indicated as well.

Yes Information not provided

	State Level Oversight Committee	District Level Oversight Committee Constituted	Budget allocated for 2021-22	Responses received from
A&N Islands	Yes	Yes	Yes	Police HQ: 1; Districts: 3/3
Andhra Pradesh	Yes	Yes	NP	Home dept: 1; Districts: 26/26
Arunachal Pradesh	Yes	Yes	Yes	Police HQ: 1; Districts: 27/27
Assam	Yes	Yes	Yes	Police HQ: 1; Districts: 14/31
Bihar	NP	NP	Yes	DIGP; Districts: 38/38
Chandigarh	NR	Yes	NP	SP Chandigarh; 1/1
Chhattisgarh	Yes	NP	NP	HQ: 1
Delhi	NP	NP	Yes[2]	PIO logistics and provisional; Districts: 14/15
DNH & DD	Yes	NP	NP	PIO home dept
Goa	NP	NP	NP	Sub Divisions: 6/8; Districts: 2/2
Gujarat	NP	NP	NP	Home Dept: 1; Districts:33/33
Haryana	NP	NP	NP	HQ: 1; Districts: 22/22
Himachal Pradesh	Yes	Yes	NP	HQ: 1; Districts: 12/12
Jammu and Kashmir	Yes	Yes	Yes	HQ: 1; Districts: 19/20
Jharkhand	Yes[1]	Yes[1]	NP	Districts: 5/24
Karnataka	Yes[1]	Yes[1]	Yes	Home dept: 1; Districts: 31/31
Kerala	Yes	Yes	Yes	Home dept: 1; Districts: 14/14
Ladakh	Yes	Yes	Yes	Home dept: 1; Districts: 2/2
Lakshadweep	NP	NP	NP	0
Madhya Pradesh	Yes	Yes	Yes	PHQ: 1; Districts: 50/50
Maharashtra	Yes	Yes	Yes	HQ: 1; Districts: 35/35
Manipur	NP	NP	NP	0
Meghalaya	NP	NP	NP	Addl.DGP: 1; Home dept: 1; Districts: 1/12
Mizoram	Yes	Yes	Yes	Home dept: 1; Districts: 11/11
Nagaland	NP	NP	NP	DGP Police: 1; Districts: 12/16
Odisha	NP	NP	NP	DSP: 1; Districts: 30/30
Puducherry	Yes	NP	Yes	PHQ: 1
Punjab	NP	NP	NP	0
Rajasthan	Yes	Yes	Yes	Police SCRB: 2; Asst commissioner Jaipur: 1; Districts: 1/33
Sikkim	NP	NP	Yes	PHQ-1; Secretariat finance dept: 1; Districts:6/6
Tamil Nadu	Yes	Yes	Yes	Police HQ planning: 1; Districts: 38/38
Telangana	Yes	Yes	NP	Home dept: 1; Districts: 24/33
Tripura	Yes	Yes	Yes	Home dept: 1; District Magistrate: 1; Districts: 8/8
Uttar Pradesh	Yes	NP	NP	Home dept: 1; Districts: 75/75
Uttarakhand	Yes	Yes	NP	Home dept: 1; DGP office: 1; Districts: 13/13
West Bengal	Yes[1]	Yes[1]	NP	Police directorate: 1: Asst. IGP: 1; Districts: 23/23

Abbreviations: NP: Not provided. NR: Not required.
Notes: 1. Information not from RTI, but from compliance affidavits procured by IJR team. 2. Expenditure of Rs 9.68 crore incurred. 3. Under process. 4. In East Khasi Hills. 5. As per responses from districts (2,959 on 21.1.2021). 6. Will be ensured.

Figure 18: CCTV in police stations: a compliance report

The grid attempts to show compliance of specific norms laid out by the Supreme Court in the *Paramvir Singh Saini vs Baljit Singh* and others in 2020. It is based on RTIs responses from DGPs and Chief Secretaries of 36 states and Union Territories. In several cases RTI replies were received from districts and those have been indicated as well.

	CCTV information, as per RTI responses					DoPO 2022 data	
	Total CCTV cameras	CCTV cameras with audio and video	CCTV cameras with night vision	Storage capacity by number of cameras	Police stations with at least one CCTV	Total police stations	Police stations with at least one CCTV
A&N Islands	527	527	527	527: 18 months	24	24	24
Andhra Pradesh	NP	NP	NP	NP	NP	1,027	599
Arunachal Pradesh	1,485	1,485	1,485	1,485: 18 months	99	107	99
Assam	299	63	112	103: below 12 months	125	329	329
Bihar	11,081	NP	NP	NP	952	1,056	957
Chandigarh	510[1]	115 (video only)	0	66: 40-45 days; 16: 15-20 , 33: about 30 days	17	18	17
Chhattisgarh	1,772	NP[3]	NP[3]	NP[3]	443	456	443
Delhi	1,941	NP	1,941	1,941: 12 months	197	225	197
DNH & DD	18	NA[6]	NA[6]	DNH: 25 days; Daman: 30 days; Diu: Nil	7	8	8
Goa	259	259	259	236: 18 months; 23: below 12 months	17	44	44
Gujarat	7,354	NP	NP	NP	NP	745	622
Haryana	NP[3]	NP	NP	NP	NP	397	381
Himachal Pradesh	1,530	711	838	525: 18 months; 298: 12 months; 223: below 12 months	NP	151	136
Jammu and Kashmir	306	NP	55	112: below 12 months	112	250	51
Jharkhand	169	4 (video only), 8 (audio only)	69	8: 12 months; 62: below 12 months	113	564	126
Karnataka	4,176[1]	4,176[1]	4,176[1]	4,176: one year[1]	1049*	1,055	1,052
Kerala	1,936	1,936 (video only)	1,936	15-20 days to 45 days	523	564	538
Ladakh	56	56	56	56: 12-18 months	7	7	7
Lakshadweep	NP	NP	NP	NP	NP	16	0
Madhya Pradesh	3,436	3,436	3,436	3,436: below 12 months	NP	1,159	859
Maharashtra	6,363	NP	NP	NP	1113	1,168	663
Manipur	0	NP	NP	NP	NP	84	0
Meghalaya	44[4]	6	27	27: 12 months; 4: below 12 months; 6: 1 month	14	76	25
Mizoram	465	430	430	430: 12 months; 35: below 12 months	40	44	40
Nagaland	70	36 (video only)	58	41: below 12 months; 1: 2 months	66 replied, 43 have CCTVs	86	28
Odisha	NP	NP	NP	NP	NP	643	584
Puducherry	0	NP	NP	NP	0	55	0
Punjab	NP	NP	NP	NP	NP	431	425
Rajasthan	33	NP	NP	NP	NP	917	1
Sikkim	317	23	325	145: 18 months; 75: 12 months; 41: below 12 months; 64: NP	29	30	13
Tamil Nadu	8,748	All cameras in 1,327 PS	All cameras in 1,578 PS	1,578 PS: below 12 months	1,578	2,292	1,578
Telangana	3,849[5]	NP	NP	NP	567	843	842
Tripura	308	308	308	308: above 1 month	72	82	73
Uttar Pradesh	NP	NP	NP	NP	NP	1,783	1,533
Uttarakhand	960	632	632	632: 12 months	160	162	159
West Bengal	2,623	NP	No night vision	12 months	NP	637	637

Abbreviations: NP: Not provided. NR: Not required.
Notes: 1. Information not from RTI, but from compliance affidavits procured by IJR team. 2. Expenditure of Rs 9.68 crore incurred. 3. Under process. 4. In East Khasi Hills. 5. As per responses from districts (2,959 on 21.1.2021). 6. Will be ensured.

Prisons

Prisons Ranking

Color guide

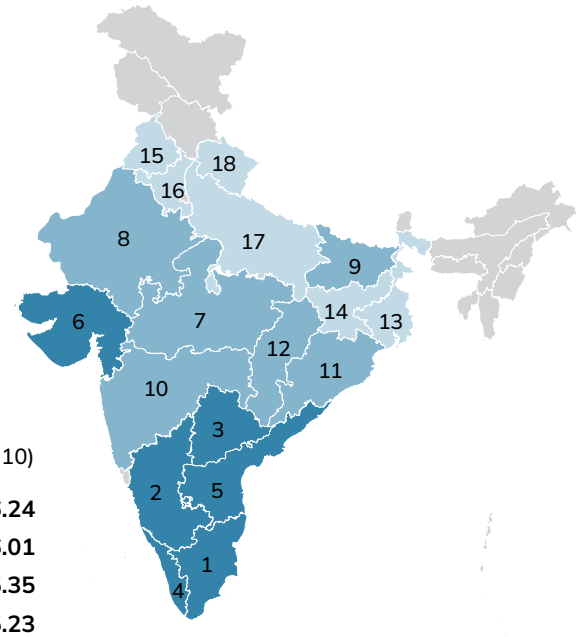
Best | Middle | Worst

Indicators (in IJR 3) **29**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)



Map 11: Large and mid-sized states

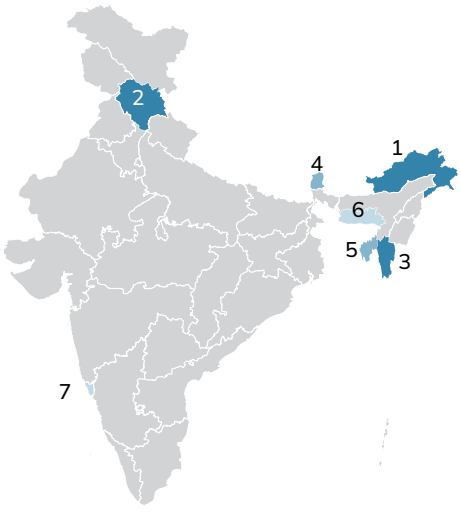
Rank (out of 18)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
10	6	1	Tamil Nadu	6.24
3	14	2	Karnataka	6.01
13	2	3	Telangana	5.35
1	5	4	Kerala	5.23
15	7	5	Andhra Pradesh	5.02
9	10	6	Gujarat	4.93
7	8	7	Madhya Pradesh	4.78
12	1	8	Rajasthan	4.71
6	3	9	Bihar	4.53
2	4	10	Maharashtra	4.32
5	9	11	Odisha	4.13
8	11	12	Chhattisgarh	3.91
4	12	13	West Bengal	3.75
18	15	14	Jharkhand	3.69
16	13	15	Punjab	3.61
11	16	16	Haryana	3.57
14	17	17	Uttar Pradesh	3.55
17	18	18	Uttarakhand	2.05

Map 12: Small states

Rank (out of 7)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
3	3	1	Arunachal Pradesh	5.32
6	1	2	Himachal Pradesh	4.23
4	7	3	Mizoram	3.76
7	6	4	Sikkim	3.73
5	2	5	Tripura	3.67
1	4	6	Meghalaya	3.49
2	5	7	Goa	2.62

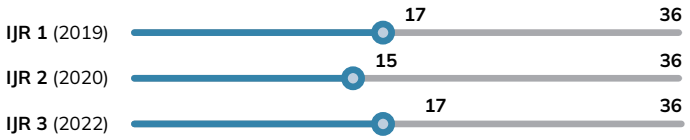


PUSHING EXPECTATIONS

Total states*

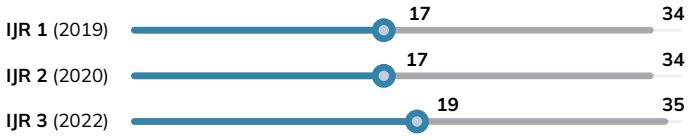
Overcrowding

Number of states/UTs where prison occupancy was below 100%.



Women staff

Number of states/UTs where the share of women in prison staff was above 10%.

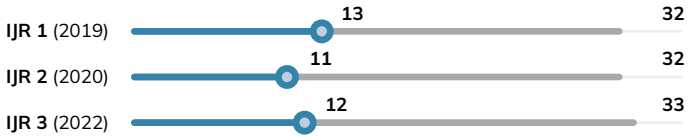


Correctional staff

Number of states/UTs where the correctional staff vacancy was below 20%.

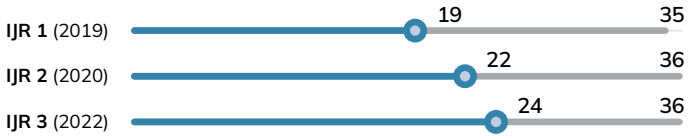
Medical officer

Number of states/UTs where the medical officer vacancy was below 20%.



Spending on inmates

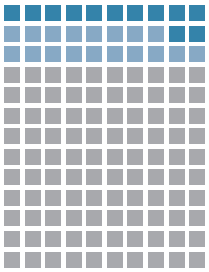
Number of states/UTs that spent, on average, more than ₹30,000 a year— ₹2,500 a month—per inmate on food, clothing, medical, vocational and welfare activities.



* Number of states/UTs (out of 36) for which data was available.

Infrastructure

National prisons occupancy



130%
December 2021

118%
December 2020

Uttarakhand prisons have capacity for 3,741 inmates. As of December 2021, there were 6,921 inmates, or, 185% occupancy.

54% Jails in India are overcrowded.

Medical Officers

Uttarakhand, with 6,921 inmates across 11 jails, records only 1 doctor against 10 sanctioned posts.

11 states/UTs have not sanctioned any post for correctional staff

Video-conferencing in jails

Nationally, the share of jails with a video-conferencing facility has **increased from 60% in December 2019 to 84% in December 2021.**

Chapter 2

Prisons: Dire Straits to Breaking Point

Introduction

In 2021, more than 11.5 million (1.15 crore) people worldwide were estimated to be in prisons—the highest ever and a 24 per cent increase since 2000.[1] India reflects this trend. Between 2010 and 2021, the prison population in India nearly doubled, from 3.7 lakh to 5.5 lakh. National occupancy rates touched 130 per cent in 2021—a 12 percentage point[2] increase from the year before.

Assessing the capacity of prison[3] administrations against various benchmarks, the IJR adds 5 new parameters and finds considerable movement in rankings. Critical levels of overcrowding, stagnant or increasing vacancies, and worsening budget utilisations have contributed to the drop in rankings.

Tamil Nadu ranks first, a consistent rise from the tenth place in 2019, to the sixth in 2020. Karnataka records the highest jump, moving from the fourteenth to second place by performing best in 5 indicators. Rajasthan, which was number one in 2020, fell seven positions down to eighth, while Haryana, Uttar Pradesh and Uttarakhand continued to remain in the bottom three. Maharashtra too fell from the fourth to tenth position owing to its decline in budget utilisation and increased levels of vacancy.

Amongst the seven small states, Goa continued its decline from first in 2019, fourth in 2020, to now seventh place. Mizoram, however, moved from the seventh to third and Arunachal Pradesh from the third to first position in 2019 and 2020.

Infrastructure

- Prison occupancy (%, December 2021)
- Share of jails with 100% & more occupancy (%, 2022) NEW
- Share of jails with 150% & more occupancy (%, 2022) NEW
- Undertrial Prisoners detained for 1-3 years (%, December 2021) NEW
- Jails with V-C facility (%, December 2021)
- Inmates benefitted by educational facilities (%, December 2021) NEW
- Inmates Imparted Training under Vocational Course (%, December 2021) NEW
- Share of undertrial prisoners (pp, CY '17-'21)

Occupancy: Across the country, overcrowding is a universal and persistent condition. The latest data from Prison Statistics India (as of 31 December 2021) pegs the average national occupancy rate at 130 per cent. This increase goes against the trend of earlier years which saw occupancy decline, even if marginally, from 120 per cent in 2019 to 118 per cent in 2020. Increased levels of occupancy are a natural follow-on from increases in prison population. Prison populations have risen steadily from 4.81 lakh (2019) to 4.89 lakh (2020), and 5.54 lakh in 2021: while the number of people admitted to 1,319 prisons during 2021 increased by 10.8 per cent to 18.1 lakh from 16.3 lakh the year before.

1 Penal Reform International's Global Prison Trends, 2022. Available at: https://cdn.penalreform.org/wp-content/uploads/2022/05/GPT2022.pdf
2 The difference between two percentages that highlights an increase or decrease.
3 The terms prison and jail constitute two different concepts. In the US, the fundamental difference between jail and prison is in terms of the length of stay, where jail is a short-term facility and prisons are for longer sentences. IJR uses the term prison and jail interchangeably.

Sixteen states and 3 Union Territories housed more prisoners than their overall capacity.[7] Fifteen states/UTs posted increases over the year before[8] with Bihar recording the highest increase from 113 per cent in 2020 to 140 per cent in 2021. At 185 per cent Uttarakhand had the highest average occupancy rates.

Even taking account of the distortions of the COVID period (2020–2021), the 5-year data from 2017 to 2021 shows a consistent worsening of overcrowding across states. The increase in prison populations, despite the release of prisoners on temporary bail or emergency parole, may be attributed to two factors—an increase in arrests and the courts not functioning (except for urgent bail hearings).

Overcrowding in prisons: Examined against the United Nations Office on Drugs and Crime's (UNODC) definition of 'critical' and 'extreme' overcrowding, this report assesses the share of prisons with more than 150 per cent occupancy rates in each state/UT through data available on the e-Prison portal over a three-month period of July to October 2022.

Nationally, roughly 30 per cent (391 prisons) record occupancy rates of 150 per cent and above, and 54 per cent (709 prisons) run above 100 per cent capacity.[15] More than half of the prisons in 23 states/UTs are overcrowded.[16] Illustratively, among the 18 large and mid-sized states, Haryana has the highest share of overcrowded prisons. Eighteen of its 20 prisons run at over 100 per cent capacity: twelve or 60 per cent record an occupancy rate of more than 150 per cent. In Tamil Nadu, 15 of the total 139 prisons show overcrowding beyond 100 per cent—and 2 show an occupancy beyond 150 per cent.

Among the small states, 4 of Meghalaya's 5 prisons are overcrowded, followed by Himachal Pradesh with 14 of 23 of all its prisons running beyond 100 per cent capacity. Goa's single prison, too, was 33 per cent above capacity.

The Pandemic and Prisons

In March 2020, the Supreme Court directed states/UTs to set up special High-Powered Committees[4] to recommend the release of various categories of prisoners on interim bail and parole. Subsequently, the Supreme Court and various high courts passed further orders aimed at pushing Under Trial Review Committees to undertake measures to decongest prisons.

In the four months between April and June 2020, the overall prison occupancy rate in 20 states and 2 UTs came down to 93.3%.[5] The largest reductions occurred in Punjab, which reduced its average occupancy rate from 91.5% to 74%, and Maharashtra where occupancy came down to 118% from 150%.[6]

Chronic Overcrowding

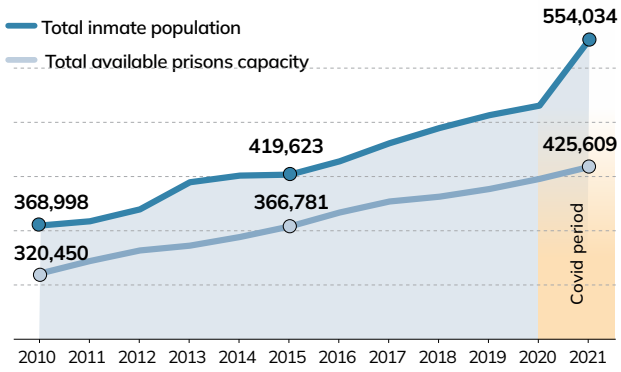
The United Nations Office on Drugs and Crime classifies 120% overcrowding as 'critical' and 150% as 'extreme.'[9] At the end of 2021, the average occupancy rates in thirteen[10] states/UTs were critical. In six[11] it had crossed 150%.[12] Averages, however, disguise the fact that in several prisons, overcrowding crosses 150%. Twenty-two prisons recorded occupancy rates of more than 500%.[13] Individual prisons reflect more dire prison conditions: the district jail in Dantewada, Chhattisgarh has an average of 4,963% occupancy—nearly 50 times more than its capacity. Similarly, the district jail in Nalbari, Assam holds 4,500 inmates on average against the available capacity of 155.[14]

4 In *Re: Contagion of COVID 19 Virus in Prisons (Suo Motu Writ Petition (Civil) No. 1/2020)* vide order dated 23 March 2020.
5 Commonwealth Human Rights Initiative's Responding to the Pandemic: Prisons and Overcrowding, 2020; States' Decongestion Efforts. Available at: https://humanrightsinitiative.org/download/Responding%20to%20the%20Pandemic%20Prisons%20&%20Overcrowding%20Vol%201.pdf
6 *Ibid.*
7 Assam, Bihar, Chhattisgarh, Dadra & Nagar Haveli and Daman & Diu (DNH & DD), Delhi, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Rajasthan, Sikkim, Uttar Pradesh, Uttarakhand and West Bengal.
8 Assam, Bihar, Chhattisgarh, Delhi, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Rajasthan, Uttar Pradesh and Uttarakhand.
9 E/Cn.15/2016/10, United Nations Office on Drugs and Crime, Twenty-fifth Session of the Commission on Crime Prevention and Criminal Justice, 2016. Available at: https://www.unodc.org/unodc/en/commissions/CCPCJ/session/25_Session_2016/session-25-of-the-ccpcj.html
10 Bihar, Chhattisgarh, Delhi, Haryana, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Meghalaya, Sikkim, Uttar Pradesh, Uttarakhand and West Bengal.
11 Delhi, Madhya Pradesh, Meghalaya, Sikkim, Uttar Pradesh and Uttarakhand.
12 Prison Statistics India, 2021
13 The report analysed data on prison capacity and populations across 1,314 prisons recorded on the e-Prison portal over a three-month period (July-October 2022). Available at: https://eprisons.nic.in/public/ePrisonsLiveStatus
14 *Ibid.*
15 For the indicators on overcrowded prisons, the report analysed a total of 1,314 prisons recorded on the e-Prison portal. The portal lists 1,367 prisons out of which 53 prisons were not considered in the total number, as they are not functional or had no information regarding the prisons available with the respective prison departments, or are covered under the Revenue Department.
16 Arunachal Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, DNH & Daman & Diu, Goa, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Mizoram, Odisha, Punjab, Rajasthan, Telangana, Tripura, Uttar Pradesh, Uttar Pradesh, Uttarakhand, Uttarakhand and West Bengal.

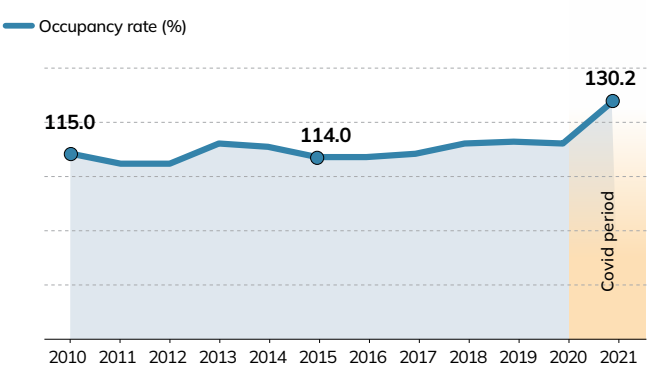
Figure 19: Occupancy rate in Indian prisons

The following graphs shows the rising prison populations across states and the inevitably rising national occupancy rates over the decade.

19a. India: Prisons capacity and population



19b. National prison occupancy



19c. Prison occupancy and undertrials as of December 2021

The United Nations Office on Drugs and Crime (UNODC) classifies 120% overcrowding as 'critical' and 150% as 'extreme.' This table maps the occupancy across prisons in the country. The bars below reflect the high share of undertrials in the the different ranges of occupancy across states.

Within limits	High	Very high	Severe
Up to 100% occupancy	100% to 120% occupancy	120% to 150% occupancy	150% to 185% occupancy
17 States/UTs	7 States/UTs	6 States/UTs	6 States/UTs
A&N Islands	Assam	Bihar	Delhi
Andhra Pradesh	D&N Haveli and D&D	Chhattisgarh	Madhya Pradesh
Arunachal Pradesh	Gujarat	Haryana	Meghalaya
Chandigarh	Himachal Pradesh	Jammu & Kashmir	Sikkim
Goa	Karnataka	Jharkhand	Uttar Pradesh
Kerala	Rajasthan	Maharashtra	Uttarakhand
Ladakh	West Bengal		
Lakshadweep			
Manipur			
Mizoram			
Nagaland			
Odisha			
Puducherry			
Punjab			
Tamil Nadu			
Telangana			
Tripura			

Graphic shows occupancy at the upper end of the band.

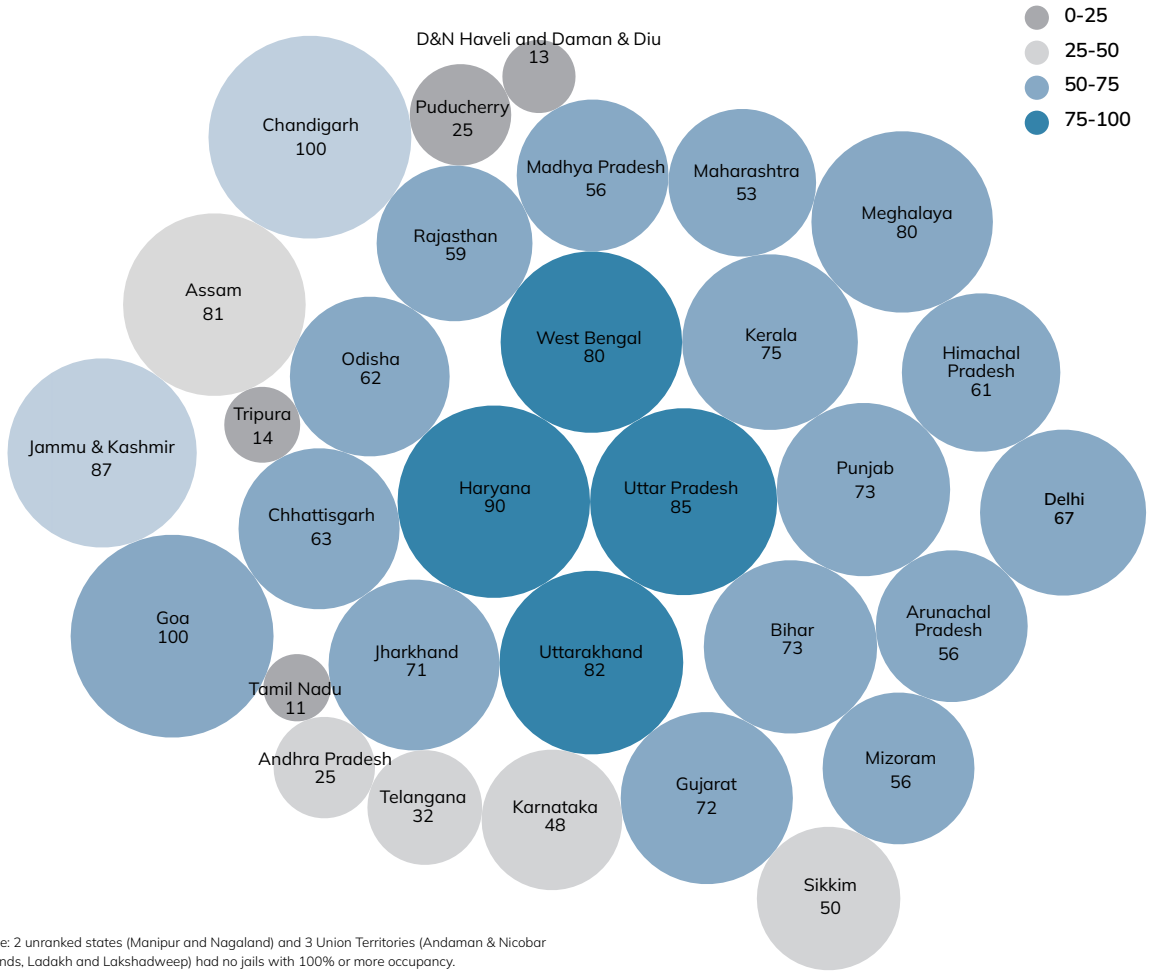
Share of undertrials in inmate population

Note: States/Union Territories arranged in alphabetical order within category.
Source: Prison Statistics India

Figure 20: Overcrowding in jails

More than half jails in the country are overcrowded. The figure below shows the percentage of overcrowded jails across states.

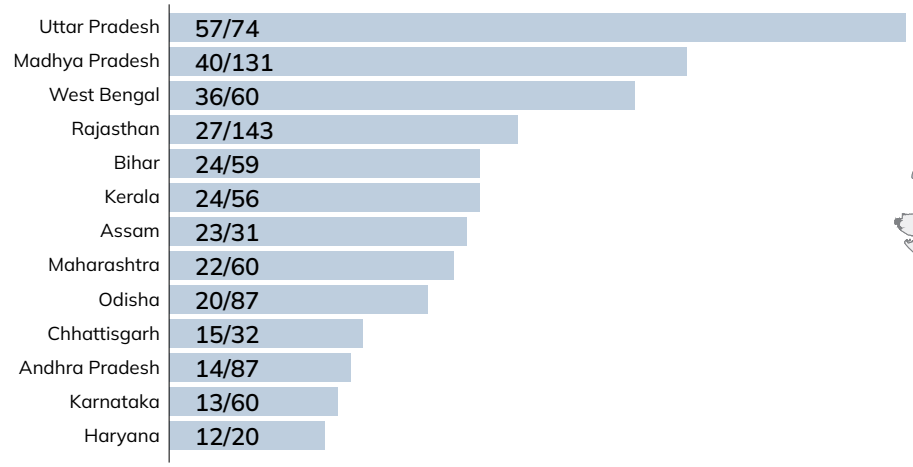
20a. Share of jails in state/UT with 100% or more occupancy (%, 2022)



Note: 2 unranked states (Manipur and Nagaland) and 3 Union Territories (Andaman & Nicobar Islands, Ladakh and Lakshadweep) had no jails with 100% or more occupancy.

20b. Number of prisons with occupancy above 150% in 2022

Of the 1,314 prisons in India, as many as 391 prisons had an occupancy above 150% in 2022. There were 13 states where this number was in double digits. The graph below shows the number of prisons with occupancy above 150% against the total number of jails in the state.



Source: e-prisons portal

Undertrials across the world

Globally, approximately 1 in 3 incarcerated people are being held in pre-trial detention. Since 2000, Asia and Africa continue to have the highest share of people in pre-trial detention.[17] India ranks fourth after China, USA and Brazil.[18] Among its South Asian neighbours, only Bangladesh, with 80% inmates awaiting trial, has more undertrials than India, followed by Pakistan (70%), Sri Lanka (60%) and Nepal (54%). India also houses the highest percentage amongst its BRICS partners—South Africa (32.9%), Brazil (27.2%), Russia (24.6%) and China (12.7%).[19]

Undertrial population: Only 22 per cent of the prison population are convicts while 77 per cent are 'undertrials' or people awaiting the completion of investigation or trial. The number of undertrials is the highest it's been since 2010, having nearly doubled from 2.4 lakh in 2010 to 4.3 lakh in 2021: an increase of 78 per cent. With the exception of Andaman & Nicobar Islands, Arunachal Pradesh, Mizoram, Tripura, and Madhya Pradesh, the undertrial population of all states and Union Territories exceeds 60 per cent.

Between 2017 and 2021, all states/UTs, with the exception of Arunachal Pradesh, Meghalaya, Nagaland and Puducherry, showed an increase in undertrial population. Among the 18 large and mid-sized states, Punjab recorded the highest increase, at 3.75 percentage points, while among the seven small states, Goa showed the highest increase of 5.23 percentage points.

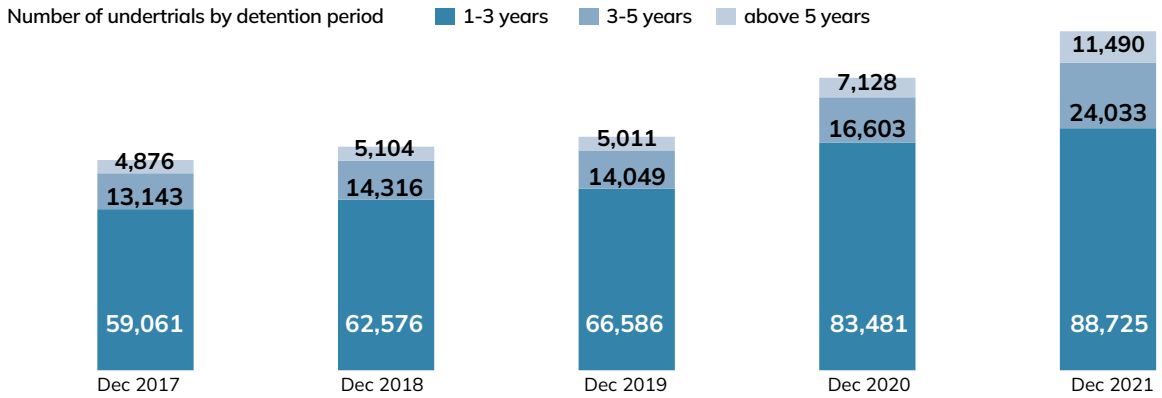
Period of Detention: Prolonged detention of undertrials is an indication that trials are taking a longer time to complete. This increases administrative workload, puts further strain on meagre budgets and impinges on spend per prisoner. IJR's new indicator records the period undertrials are detained for between 1 to 3 years.

PSI, 2021 shows that nationally, 88,725 (20.8 per cent) undertrials spent 1 to 3 years in prison. In ten states/UTs more than 25 per cent had been detained[20] for 1 to 3 years. Among the 18 large and mid-sized states, Rajasthan—with 28 per cent—had the highest share whereas in the small states, Goa at 47 per cent had the highest share. Going by absolute numbers, Uttar Pradesh (21,244 inmates) recorded the highest number, followed by Bihar (8,365), Maharashtra (7,599) and Madhya Pradesh (6,778).

At the end of 2021, a large number (11,490) of prisoners across the country had been incarcerated for more than 5 years, considerably higher than 7,128 in 2020 and 5,011 in 2019. However, of the total undertrials released during the year, 96.7 per cent left prison within one year, either on bail or on acquittal/ discharge, or got converted into convicts on completion of trial.[21]

Figure 21: Undertrials by detention period

Number of undertrial prisoners has consistently increased over the years. In 2021, undertrials accounted for 77% of the entire prison population. The figure below shows the different durations undertrials spent in jails over five years.



Source: Prison Statistics India

17 Penal Reform International's Global Prison Trends, 2022. Available at: https://cdn.penalreform.org/wp-content/uploads/2022/05/GPT2022.pdf
18 World Prison Brief's database on prison systems across the world. Available at: https://www.prisonstudies.org/highest-to-lowest/pre-trial-detainees?field_region_taxonomy_tid=16
19 *Ibid*.
20 Andaman & Nicobar Islands, Chandigarh, Chhattisgarh, DNH & DD, Goa, Himachal Pradesh, Jammu & Kashmir, Meghalaya, Rajasthan and Sikkim.
21 Prison Statistics India, 2021, p 172. Available at: https://ncrb.gov.in/sites/default/files/PSI-2021/PSI_2021_as_on_31-12-2021.pdf

Video-conferencing: The use of video-conferencing (VC) has long been championed as a tool to reduce the cost and human resources expended on escorting prisoners back and forth from court during remand and trial. Its effective utilisation has resulted in reducing delays, particularly at the remand stage, where otherwise courts prefer physical production once trial begins. Despite the considerable increase in this facility, there is little data on the number of hearings held using video-conferencing, or on the production costs saved. Just prior to the onset of the pandemic, in 2019, only 60 per cent of prisons had video-conferencing facilities. Between 2019 and 2021, video-conference facilities increased from 808 prisons to 1,102, or 84 per cent.[22] Thirteen states/UTs recorded 100 per cent coverage,[23] but only 4 states/UTs could cover less than half.[24] None of Lakshadweep's 4 prisons are equipped with this facility. Punjab, Jharkhand, Telangana and Himachal Pradesh recorded a drop in video-conferencing coverage.[25]

Video-conferencing is justified on grounds of administrative efficiency and cost reduction. However, critics point out that, used mainly to extend remand, it has been at the cost of fair trial rights.

Although there are provisions in the prison manuals to facilitate meetings between prisoners and their families, as well as their lawyers, in practice, security concerns and restrictive environments mean that such opportunities are very limited. Lawyers seldom visit prisons to take instructions from clients and the right to effective legal representation suffers. As a result, often undertrials—a majority of whom are socio-economically disadvantaged—are faced with a court whose proceedings are opaque to them and/or are unable to brief their lawyers when they are produced through video-conferencing.

Educational Facilities provided to inmates: In 2011, in an effort to promote literacy among prisoners, the Ministry of Home Affairs advised states to establish special study centres in prisons and organise workshops to popularise educational programmes offered by the National Open School, Distance Education Board and Indira Gandhi National Open University (IGNOU).[26] The Model Prison Manual, 2016 makes education for illiterate young offenders and adult prisoners compulsory and requires every prison to have adequately trained educational staff and basic facilities like classrooms and libraries. It also makes provisions for educational classes for undertrials.[27] The IJR measures the number of prisoners admitted during the year who were provided educational and vocational training.

Given that 65 per cent of the prison population is poorly educated,[28] literacy and up-skilling facilities are an invaluable reformatory and rehabilitative measure. There remains a lack of granular data about education facilities offered by various state prison departments in the annual Prison Statistics India report, as well as what gets categorized as education facilities. The range of educational facilities spans literacy campaigns run with the help of educated prisoners or a skeletal literacy staff, ad-hoc classes run by NGOs, and access to open schooling and open universities through study centres established in some of the central prisons. Similarly, vocational training facilities can include 'learning by doing' in the kitchen, carpentry, textiles, carpet making and other such industries, as well as short-term courses like wiring, plumbing, basic computer skills, etc. which are run with the help of NGOs or government agencies. The absence of clear standards about what constitutes education or vocational training programmes does not allow assessment of their efficacy in equipping inmates to do better in the outside world.

Vocational Training: The Model Prison Manual, 2016 mentions vocational training programmes as an essential feature of correctional programmes that must be imparted in every central and district prison for employable convicts and undertrials who volunteer.[29] The primary aim of vocational training for inmates is to "strengthen their will to work and their sense of economic security."[30]

22 Prison Statistics India, 2021.
23 Arunachal Pradesh, Assam, Chandigarh, DNH & DD, Delhi, Goa, Haryana, Meghalaya, Puducherry, Sikkim, Tripura, Uttarakhand and West Bengal.
24 Andaman & Nicobar Islands, Lakshadweep, Manipur and Nagaland.
25 With the exception of Telangana, Jharkhand, Punjab and Himachal Pradesh recorded a drop in VC coverage due to the increase in number of prisons in these states.
26 Government of India, Ministry of Home Affairs, Advisory No. V-17013/01/2011-PR. Available at: https://www.mha.gov.in/sites/default/files/AdvEducationProg15062011.pdf
27 Ministry of Home Affairs, Government of India, Model Prison Manual, 2016, Chapter XIV. Available at: https://www.mha.gov.in/sites/default/files/PrisonManual2016.pdf
28 Prison Statistics India captures the educational profiles of inmates under Illiterate, Below Class 10th, Class 10th and above but below graduation, Graduates, Postgraduates, Holding tech degrees/diplomas, and Others.
29 *Ibid.*
30 Ministry of Home Affairs, Government of India, Model Prison Manual, 2016, Chapter XV. Available at: https://www.mha.gov.in/sites/default/files/PrisonManual2016.pdf

Figure 22: Educational Profile of Inmates and facilities provided

As of December 2021, about 65% of the 5.5 lakh prisoners were either illiterate or had studied up to Class X. Yet, calculated against the 18 lakh inmates admitted across prisons during 2021, only 89,761 or 5% received some form of education.

Educational profile of inmates

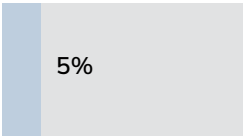
Illiterate or studied up to Class X on 31 December 2021

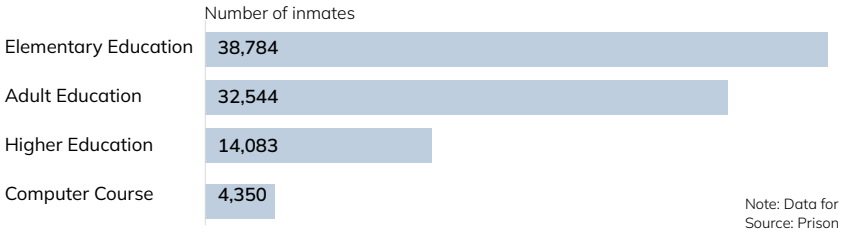
Breakup by educational level (%)

	Illiterate	Below Class X	Class X & above but below Graduation	Graduate	Holding Tech. Degree/ Diploma	Post Graduate
Convicts	25.1	42.8	22.0	6.8	1.3	1.9
Undertrials	25.3	39.4	24.6	7.7	1.2	1.8
Detenues	19.2	39.2	28.8	6.6	3.5	2.7
Other Prisoners	33.6	34.9	24.3	5.7	0.2	1.3

Educational facilities received in prison

Number of inmates who received education against 18 lakh inmates admitted during the year





Note: Data for 2021.
Source: Prison Statistics India

Vocational training is classified into agriculture, carpentry, tailoring, making soap and phenyl, handloom and 'others', and is available to convicts and undertrials who volunteer. No state/UT with the exception of Sikkim (29 per cent) could provide training to more than 20 per cent of inmates during 2021. A majority could not skill up more than 10 per cent. West Bengal could not reach even one percent (0.14 per cent) while Goa, Arunachal Pradesh, Ladakh, Lakshadweep and Daman & Diu provided no training.

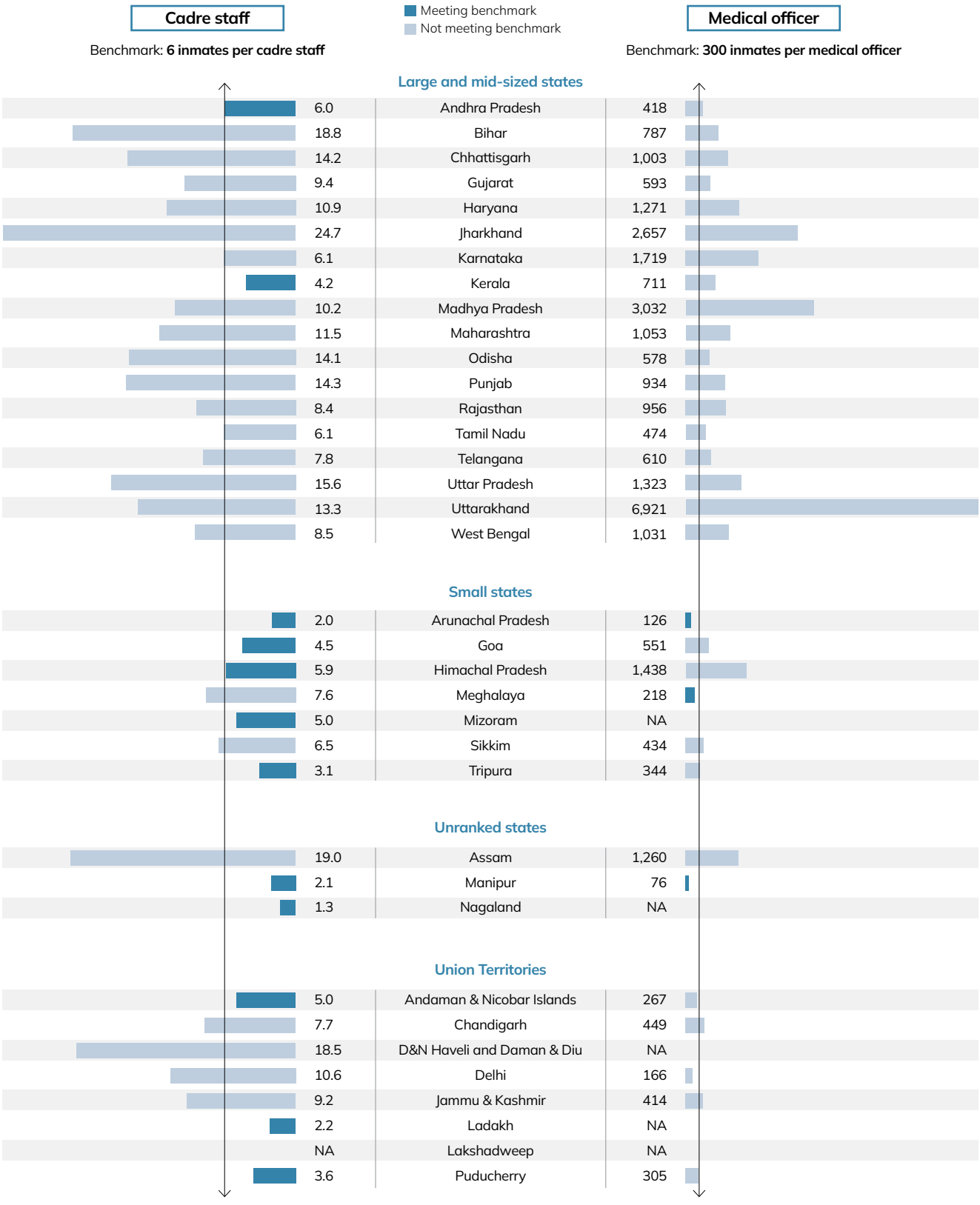
Human Resources & Workload

Prison staff are documented as: officers, cadre staff, correctional staff, medical and ministerial staff. Staff vacancies are measured against sanctioned strength. Historically, sanctioned strength remains static or changes very little over the years and may often lag behind present needs. Looked at across the last decade, overall vacancies hover around 30 per cent. In this situation convicted prisoners earning wages are routinely appointed as convict warders, watchmen, etc. and paid to manage everyday chores. At the end of 2021, the national average vacancies stood at 28 per cent. Half the states/UTs were functioning with one-fourth of their staff

- Medical staff vacancy (%, December 2021)
- Medical officer vacancy (%, December 2021)
- Cadre staff vacancy (%, December 2021)
- Correctional staff vacancy (%, December 2021)
- Officers vacancy (%, December 2021)
- Personnel trained (%, December 2021)
- Inmates per officer (persons, December 2021)
- Inmates per cadre staff (persons, December 2021)
- Inmates per correctional staff (persons, December 2021)
- Inmates per medical officer (persons, December 2021) NEW
- Officer vacancy (pp, CY '17-'21)
- Cadre staff vacancy (pp, CY '17-21)
- Inmates per prison officer (%, CY '17-'21)
- Inmates per cadre staff (%, CY '17-'21)

Figure 23: Meeting benchmarks

The Model Prison Manual, 2016 aims to bring uniformity in the administration of prisons and the management of prisoners. Most states have fallen short of meeting the benchmarks as mandated.



Note: States/Union Territories arranged in alphabetical order within category.
Source: Prison Statistics India

positions lying vacant. Among large states, Jharkhand recorded the highest vacancy level (59.3 per cent) and among small states and UTs, it was Ladakh (83.1 per cent) and Sikkim (52.3 per cent).

Medical Staff: Prison health personnel are categorised as medical officers, meaning qualified doctors, as well as medical staff which includes lab technicians, pharmacists and compounders. The Model Prison Manual, 2016 requires one doctor for every 300 prisoners. Over the years, the chronic unaddressed shortage of qualified doctors has only become more acute. Nationally, vacancies increased sharply from 34 per cent in 2020 to 48.2 per cent in 2021. Against a sanctioned strength of 1,270, the already low number of 797 in service in 2020 decreased further to 658. Against a population of 554,034 inmates this averages to one qualified doctor for 842 inmates, indicating that not every prison has a doctor and must rely on any available district health professional for medical emergencies and general healthcare.

The shortage of medical staff other than doctors is even more acute. With only 2,080 actual medical staff against 3,497 sanctioned nationally, vacancies increased to 40.5 per cent in 2021 from 32.7 per cent in 2020. Fifteen states/UTs show more than 40 per cent vacancies,[31] with Goa (84.6 per cent), West Bengal (66.8 per cent) and Karnataka (61.3 per cent) recording the highest levels. Thirteen states[32] showed an increase in vacancies over the last year and only 3 states/UTs (Nagaland, A&N Islands, Puducherry) showed no vacancy.

Cadre Staff: The Model Prison Manual, 2016 provides that there be 1 guarding/cadre staff for every 6 prisoners.[33]

The everyday management of prisons rests with cadre staff: warders, matrons and security personnel, working directly with inmates in three shifts. Their tasks include guarding and sentry duties, roll calls three times a day, purchasing, accounting and distributing the commissariat, preparing inmates to leave for court, maintaining registers of those who come in or go out, supervising cleanliness, distributing work and household activities.[34]

Simple Division

At the end of 2021, 658 doctors across 1,319 prisons indicates half a doctor per prison. Taken against the incarcerated prison population of 554,034 at the end of the year there was 1 doctor for every 842 inmates and 1 woman doctor for 266 women prisoners.

Nineteen states/UTs have 1 in 4 cadre staff missing.[35] There is a marginal decrease in vacancies from 29 per cent in 2020 to 26 per cent in 2021. Nationally, Ladakh (80 per cent) records the highest vacancies while Nagaland (0.3 per cent) the lowest. Among the 18 large and mid-sized states, Jharkhand (60 per cent) records the highest while Tamil Nadu (9.8 per cent) the lowest vacancies.

Over a three-year period (2019–2021), Jharkhand and Sikkim continued to work with less than 40 per cent and 44 per cent staff respectively. Punjab (47.3 per cent), Bihar (41.4 per cent) and Gujarat (34 per cent) have shown a substantial increase in vacancies since 2019. Only four states—Arunachal Pradesh (3.1 per cent), Manipur (4.8 per cent), Nagaland (0.3 per cent) and Tamil Nadu (9.8 per cent)—record vacancies less than 10 per cent.

Only twelve[36] out of 36 states/UTs have met the benchmark of one cadre staff for every six inmates nationally. Jharkhand—with an inmate population of over 21,000 inmates—has the workload of 25 inmates per cadre staff, which is the highest nationally.

Correctional Staff: The Manual lays down a benchmark of 1 correctional officer for every 200 prisoners and 1 psychologist/counsellor for every 500.

Given that the guiding philosophy of incarceration is being directed into rehabilitation rather than retribution,[37] the absence of correctional staff—a cohort of probation

31 Assam, Bihar, Chhattisgarh, Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Ladakh, Madhya Pradesh, Odisha, Telangana, Uttar Pradesh, Uttarakhand and West Bengal.
32 Assam, Bihar, Chhattisgarh, Himachal Pradesh, Jharkhand, Madhya Pradesh, Meghalaya, Punjab, Rajasthan, Telangana, Tripura, Uttar Pradesh and West Bengal.
33 Ministry of Home Affairs, Government of India, Model Prison Manual, 2016. Available at: https://www.mha.gov.in/sites/default/files/PrisonManual2016.pdf
34 Model Prison Manual, 2016, Chapter IV, op. cit., p 42.
35 Andaman & Nicobar Islands, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, DNH & DD, Goa, Gujarat, Haryana, Jammu and Kashmir, Jharkhand, Ladakh, Meghalaya, Mizoram, Punjab, Sikkim, Tripura and Uttarakhand.
36 Andaman & Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Goa, Himachal Pradesh, Kerala, Ladakh, Manipur, Mizoram, Nagaland, Puducherry and Tripura.
37 "Not all convicts lodged in jail are criminals by nature, and there should be a way to rehabilitate them back into society" in 'Centre to bring Model Prisons Act: Amit Shah', Hindustan Times, 5 September 2022. Available at: https://www.hindustantimes.com/india-news/centre-to-bring-model-prisons-act-amit-shah-101662315982981.html

or welfare officers, psychologists and social workers primarily concerned with the mental and physical well-being of prisoners and their integration into society—is particularly stark. Over the years, vacancies remain severe, the workload excessive and institutional capacities remain nugatory.

To meet the benchmark of 1 correctional officer for every 200 prisoners, there need to be at least 2,770 sanctioned posts of correctional staff across the country. In reality, in 2021, there were only 886 correctional staff against 1,391 sanctioned posts. Nationally, on average, 1 correctional staff member serves 625 inmates; and vacancies stood at 36 per cent, a slight decrease from 40 per cent in 2020 and 42 per cent in 2019.

With the exception of Tamil Nadu and Chandigarh, no other state/UT meets the benchmark of 1 correctional officer for 200 inmates.[38] Rajasthan with 1 staff member for 22,938 inmates and Jharkhand with 1 for 21,257, record the highest workloads. Telangana and Tripura, with inmate populations of 7,316 and 1,033 respectively, have sanctioned only 1 correctional officer across their prisons. Punjab, Haryana and Goa continue to have 100 per cent vacancies since 2017.

Diversity

- Women in prison staff (%, December 2021)
- Share of women in prison staff (pp, CY 2017-2021)

Although the Model Prison Manual doesn't provide a benchmark, policy documents suggest 33 per cent reservation for women. As of 2021, no state fulfilled this quota. Nationally, women accounted for only 13.8 per cent of the total staff, a marginal increase from 13.7 per cent in 2020 and 12.8 per cent in 2019. The glass ceiling remains in place and the gender disparity increases as ranks rise. Nationally, women accounted for only 9.6 per cent among officers.

Karnataka was the only state where women constituted 32 per cent of total prison staff. In seventeen states/UTs the share of women does not cross 10 per cent.[39] Looked at over five years (2017–2021), twenty-one states/UTs[40] made slow but steady changes with Bihar recording the biggest improvement with 3.26 percentage points among the 18 large and mid-sized states while Uttarakhand showed a negative growth.

The Model Prison Manual provides for lady medical officers for the care of women inmates who constitute 4 per cent (22,918) of the total inmate population. Although there is no specific provision for the recruitment of women medical officers, the Manual mandates prison administrations to engage part-time women medical officers from the concerned district government hospitals.[41] Seventeen states/UTs[42] do not record any female medical officers. Uttar Pradesh with the most women prisoners (4,995), for instance, records just 3 female medical officers across all the state's prisons.[43]

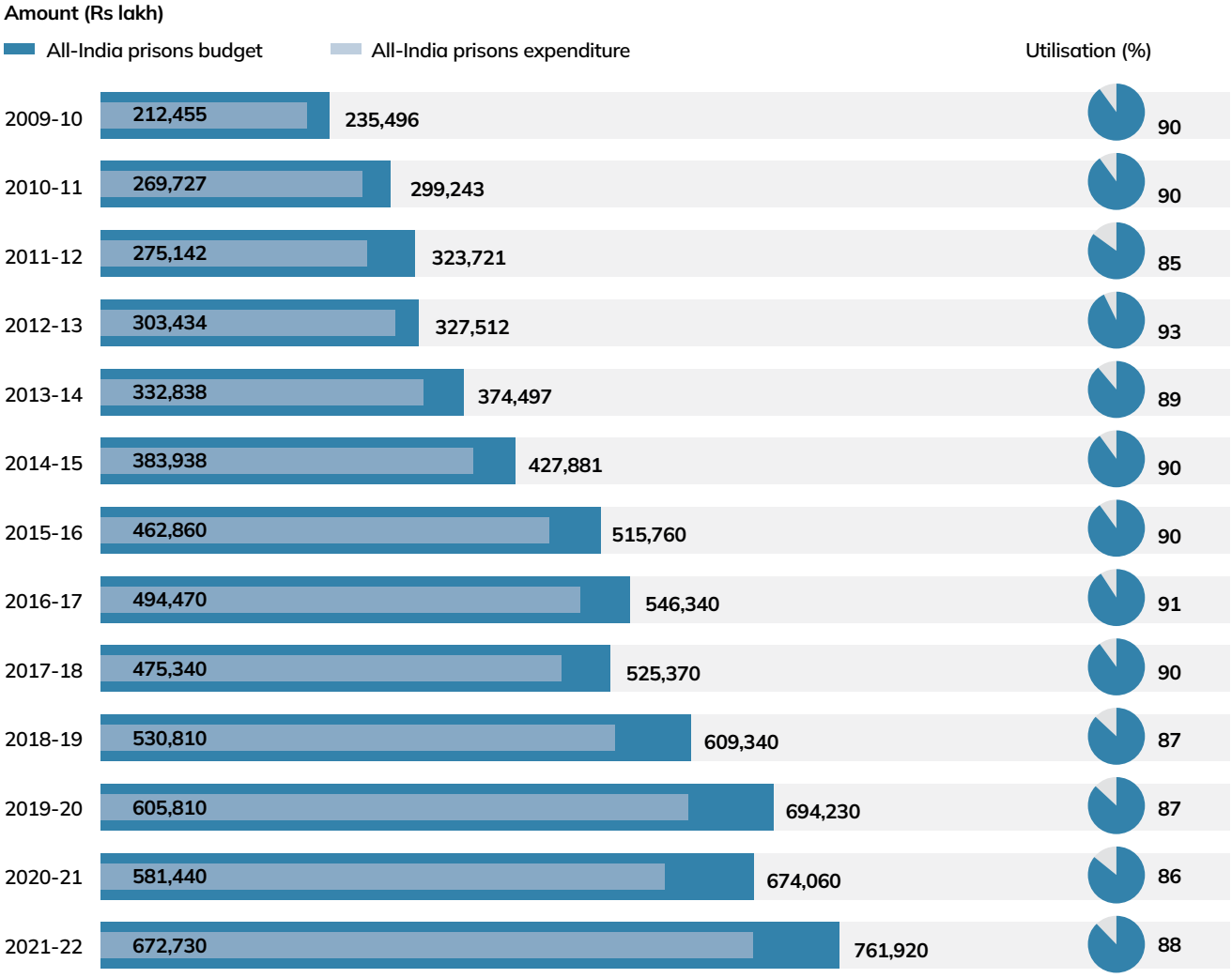
Budget

- Budgets and Expenditure
- Difference in spend: prisons vs state (pp, FY '17-'21)
- Prison budget utilised (%, 2021-22)
- Budget used (pp, FY '18-'22)
- Spend per inmate (Rs, 2021-22)
- Spend per inmate (%, FY '18-'22)

Budgets & spend per prisoner: In 2020–21, the overall sanctioned budget for prisons across the country rose from 6740.6 crore (₹67.4 billion) to 7619.2 crore (₹76.19 billion), a 13.03 per cent increase from the year before.[44] All states/UTs with the exception of seven[45] recorded an

38 The Model Prison Manual, 2016 states that there should be one correctional officer for every 200 prisoners. However, the PSI disaggregates data on correctional staff to include probation officers/welfare officers, psychologists/psychiatrists and social workers. This report has measured inmates per total correctional staff as recorded in PSI against the benchmark laid down in the Model Prison Manual.
39 Andaman & Nicobar Islands, Andhra Pradesh, Chandigarh, DNH & DD, Goa, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Kerala, Ladakh, Puducherry, Punjab, Tripura, Uttar Pradesh and Uttarakhand.
40 Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Odisha, Puducherry, Punjab, Rajasthan, Sikkim, Telangana, Uttar Pradesh and West Bengal.
41 Ministry of Home Affairs, Government of India, Model Prison Manual, 2016; Chapter 26, Rule 26.25, p.243. Available at: https://www.mha.gov.in/sites/default/files/PrisonManual2016.pdf
42 Andaman & Nicobar Islands, Arunachal Pradesh, Assam, DNH & DD, Goa, Haryana, Jharkhand, Madhya Pradesh, Meghalaya, Mizoram, Ladakh, Lakshadweep, Nagaland, Puducherry, Sikkim, Tripura and Uttarakhand.
43 Prison Statistics India, *op. cit.*, p. 261.
44 Prison India Statistics, 2021; Table 12.2, p. 274.
45 Andhra Pradesh, Assam, Chhattisgarh, Puducherry, Telangana, Uttarakhand and West Bengal

Figure 24: National trend of prison budget utilisation over the last decade



Source: Prison Statistics India

increase in their sanctioned budgets. Tripura's sanctioned budget grew by 162 per cent, increasing from 13.7 crore in 2020–21 to 35.9 crore while Uttarakhand plummeted to 4.6 crore from 31.2 crore or by 85 per cent.

Of their overall sanctioned budgets, nationally, on average, states utilized 88 per cent—a marginal increase from 86 per cent in 2020. A majority of states utilised more than 90 per cent. Ladakh (61 per cent), Jammu and Kashmir (71 per cent) and Bihar (74 per cent) record the least utilisation while Lakshadweep reports no utilisation.[46] Only five states/UTs—Andaman & Nicobar Islands, Chandigarh, Dadra & Nagar Haveli and Daman & Diu, Mizoram and Tamil Nadu—utilised their entire budget. Telangana utilised 14 per cent over and above its allocated sum.

Between 2020 and 2021, twenty states/UTs, including ten large and mid-sized states, showed an increase in budget utilisation.[47] Over the five-year period of 2018 to 2022, Telangana (4.43 percentage points), Andhra Pradesh (3.96 percentage points) and Jharkhand (2.33 percentage points) recorded an increase, while Uttar Pradesh (-3.42 percentage points), Bihar (-2.16

46 Prison Statistics India, 2021 records budgets to state prison departments in crores and while Lakshadweep records a sanctioned budget of 0.1 crores, it records no expenditure. This may be due to the expenditure amounting in lakhs.

47 Andaman & Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, DNH & DD, Gujarat, Jharkhand, Karnataka, Kerala, Ladakh, Maharashtra, Meghalaya, Nagaland, Odisha, Puducherry, Sikkim, Telangana, Uttar Pradesh and West Bengal.

percentage points) and Chhattisgarh (-1.16 percentage points) showed a decline in budget utilisation.

Spend per Inmate: Of the 7,619.2 crore budget allocated for prisons in 2021–22, states could utilise 6,727.3 crore (67.27 billion) or 88 per cent. The India Justice Report defines 'spend per inmate' as the expenditure made per inmate on meeting the expenses of food, clothing, medical needs, vocational training, education and welfare activities.

Of this, 31 per cent or 2,106.86 crore was spent on food, clothing, medical needs, vocational training, education and other welfare activities, nationally.

Nationally, 16 states/UTs[48] spent less than Rs. 35,000 on inmates annually or less than Rs. 100 per day. Among the large and mid-sized states, Andhra Pradesh—with 106 prisons and 7,950 inmates—spent the most (nearly Rs. 580 per day), while Uttarakhand (Rs. 6,112), with 11 prisons housing 6,921 inmates, spent the least at Rs. 17 per day. Over five years (2018–22) twenty states/UTs[49] show increased spend per inmate. Haryana with 20 prisons increased its spend per inmate by 117 percentage points between 2018–22, the highest rate, followed by Andhra Pradesh with a 75 percentage points increase. Assam (-7.2 pp), Himachal Pradesh (-7.6 pp), Maharashtra (-5.8 pp), Puducherry (-7.4 pp), Uttarakhand (-10.6 pp) and Goa (-20.6 pp) decreased their average spend per inmate.

The average five-year change in expenditure on prisons indicates the priority each state extends to this subsystem.

In nineteen states/UTs prison expenditure trailed the overall state budget expenditure,[50] over a five-year period between 2015–16 and 2020–21. For instance, Goa's overall state budget grew at 7.33 percentage points on average, while its prison budget recorded a negative growth at 11.87 percentage points; implying that the prison budgets did not grow at the same pace as the overall state budget. Similarly, Telangana's overall state budget showed an average growth rate of 9.74 percentage points, whereas the prison budget recorded a negative growth rate at 2.25 percentage points in the same period.

In 14 states/UTs,[51] including Bihar (1.57 pp), West Bengal (2.12 pp), Gujarat (16.66 pp), Karnataka (6.26 pp), Chhattisgarh (6.08 pp) and Jharkhand (5.79 pp), prison budget utilisation has kept pace with the overall state budget expenditure. Goa (-19.20 percentage points) and Telangana (-11.99 percentage points) record the highest decreases in prison budget utilisation when compared to overall utilisation of state budgets over five years.

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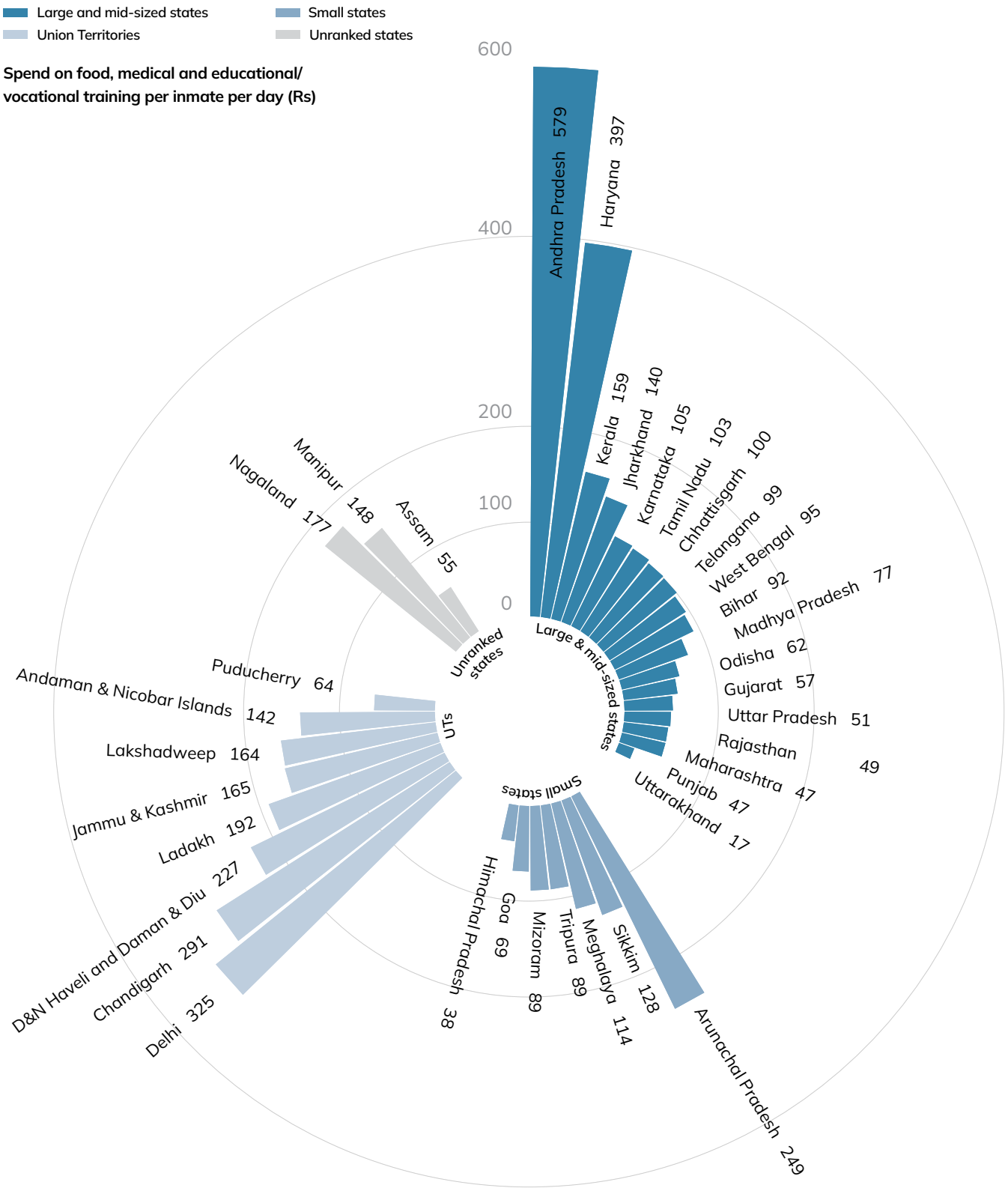
Sugandha Mathur, Commonwealth Human Rights Initiative;
Nayanika Singhal, India Justice Report;
Lakhwinder Kaur, India Justice Report

48 Assam, Bihar, Goa, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Mizoram, Odisha, Puducherry, Punjab, Rajasthan, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.
49 Andaman & Nicobar Islands, Andhra Pradesh, Arunachal Pradesh, Chandigarh, Chhattisgarh, Delhi, DNH & DD, Haryana, Jharkhand, Karnataka, Kerala, Manipur, Meghalaya, Mizoram, Punjab, Rajasthan, Sikkim, Tamil Nadu, Telangana and Tripura.
50 Arunachal Pradesh, Andhra Pradesh, DNH & DD, Goa, Haryana, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Odisha, Punjab, Rajasthan, Tamil Nadu, Telangana, Tripura, Uttar Pradesh and Uttarakhand.
51 Andaman & Nicobar Islands, Assam, Bihar, Chandigarh, Chhattisgarh, Delhi, Gujarat, Himachal Pradesh, Jharkhand, Karnataka, Nagaland, Puducherry, Sikkim and West Bengal.

Figure 25: Daily spend per inmate

Over five years (2018-2022) fifteen states show an increase in the expenditure on food, medical needs, and vocational and educational facilities of inmates. The following figure shows the daily spend per inmate state-wise.



Note: States/Union Territories arranged in descending order of spend within cluster.
Source: Prison Statistics India

Reforming Prisons in Karnataka

CHRI's 2019 study[52] on 51 operational prisons in Karnataka demonstrates that a coordinated effort by the state mechanisms—in this case the prison department, State Legal Services Authority and the Karnataka High Court—can indeed catalyse reform.

Finding	Impact
1. The Karnataka Prison Manual and Rules does not govern revenue prisons. Conditions here are extremely poor and prisoners' rights neglected.	**1.** Inmates in revenue prisons were shifted to nearby facilities. A proposal to transfer all revenue prisons to the Department of Prisons and Correctional Services is pending.
2. After 2000 only 18 of 51 prisons were constructed. Buildings need upgrading and designs that accommodate new requirements, like legal-aid clinics, video-conferencing systems, CCTV cameras and western toilets.	**2.** Karnataka's prison department has undertaken the creation of additional prisoner capacity of 5,500 at a cost of Rs. 450 crore with plans to construct new prisons and renovate the older ones.
3. Non-compliance of the Model Prison Manual 2016 standards limiting access to adequate sanitation facilities. The toilet-prisoner ratio was 1:200 in two sub-prisons.	**3.** By April 2022, Rs. 5.55 crore was sanctioned by the state government to construct 60 additional toilets and 322 bathrooms, at par with the Model Prison Manual, 2016 standards.
4. A dearth of regular doctors, specialists, nurses and lab technicians resulting in one medical personnel, including visiting medical officers, for every 250-300 inmates.	**4.** A proposal to transfer healthcare facilities to the Department of Health and Family is under consideration by the state government.
5. Training for vocations such as weaving and carpentry without any survey of their usefulness limits opportunities for prisoners once released. Further, securing wages was difficult for prisoners with no documents to open bank accounts.	**5.** Karnataka is among the few states in the country to have enacted the Prison Development Board Act in October 2021. Jan Dhan accounts have been opened for all convicts in all prisons and a proposal to increase the wages of prisoners is currently pending with the state government.

52 Commonwealth Human Rights Initiative, Inside Karnataka's Prisons, 2019. Available at: https://kslsa.kar.nic.in/library.html

Table 4: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Best
Middle
Worst

	Rank in cluster			IJR 3 Score (out of 10)	Indicators improved on (out of 14)[1]	Theme	Budgets	
						Indicator	Spend per inmate (Rs, 2021-22)	Prison budget utilized (%, 2021-22)
	IJR 1 2019	IJR 2 2020	IJR 3 2022			Scoring guide	Higher, the better	Higher, the better
National average							38,028	88.3
Large and mid-sized states								
Andhra Pradesh	15	7	5	5.02		9	211,157	97.2
Bihar	6	3	9	4.53		5	33,460	74.0
Chhattisgarh	8	11	12	3.91		4	36,519	80.7
Gujarat	9	10	6	4.93		10	20,962	91.8
Haryana	11	16	16	3.57		7	145,008	89.3
Jharkhand	18	15	14	3.69		4	51,211	95.5
Karnataka	3	14	2	6.01		12	38,454	98.9
Kerala	1	5	4	5.23		11	58,192	98.8
Madhya Pradesh	7	8	7	4.78		4	28,036	90.0
Maharashtra	2	4	10	4.32		6	17,187	89.0
Odisha	5	9	11	4.13		6	22,779	88.9
Punjab	16	13	15	3.91		7	17,115	93.1
Rajasthan	12	1	8	4.71		2	17,735	86.0
Tamil Nadu	10	6	1	6.24		9	37,474	100.0
Telangana	13	2	3	5.35		6	36,249	114.0
Uttar Pradesh	14	17	17	3.55		7	18,550	77.1
Uttarakhand	17	18	18	2.05		5	6,112	95.7
West Bengal	4	12	13	3.75		7	34,813	96.7
Small states								
Arunachal Pradesh	3	3	1	5.32		7	90,837	99.7
Goa	1	4	7	2.62		6	25,045	84.5
Himachal Pradesh	6	1	2	4.23		3	13,978	93.8
Meghalaya	2	5	6	3.49		5	41,690	93.4
Mizoram	4	7	3	3.76		7	32,348	100.0
Sikkim	7	6	4	3.73		3	46,544	94.3
Tripura	5	2	5	3.67		7	32,430	94.4
Unranked states								
Assam	Not ranked					3	20,121	81.0
Manipur	Not ranked					8	54,173	80.0
Nagaland	Not ranked					8	64,600	99.8
Union Territories								
A&N Islands	Not ranked					8	51,685	100.0
Chandigarh	Not ranked					13	106,243	100.0
DNH & DD	Not ranked					NA	82,703	100.0
Delhi	Not ranked					9	118,737	95.8
Jammu & Kashmir	Not ranked					NA	60,201	71.0
Ladakh	Not ranked					NA	70,000	60.9
Lakshadweep	Not ranked					1	60,000	0.0
Puducherry	Not ranked					8	23,279	93.2

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

1. Count of indicators on which a state has improved over IJR 2. Only non-trend indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. D&NH/D&D, J&K and Ladakh values are not comparable with IJR 2, and so have not been considered.

Table 4: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Theme		Human Resources					
Indicator		Officers, vacancy (%, Dec 2021)	Cadre staff, vacancy (%, Dec 2021)	Correctional staff, vacancy (%, Dec 2021)	Medical staff, vacancy (%, Dec 2021)	Medical officers, vacancy (%, Dec 2021)	Personnel trained (%, Dec 2021)
Scoring guide		Lower, the better	Lower, the better	Lower, the better	Lower, the better	Lower, the better	Higher, the better
National average		27.9	25.3	36.3	40.5	48.2	20.0
Large and mid-sized states							
Andhra Pradesh		23.2	26.8	NA[3]	26.7	13.6	12.5
Bihar		25.8	41.4	32.9	49.8	62.4	9.0
Chhattisgarh		64.7	27.7	49.5	51.7	56.5	3.5
Gujarat		30.0	34.0	44.4	14.7	12.5	28.1
Haryana		34.6	28.8	100.0	50.5	47.2	18.5
Jharkhand		67.6	60.3	66.7	59.7	83.7	2.8
Karnataka		14.5	21.3	20.7	61.3	66.7	155.1
Kerala		6.9	11.4	3.6	23.5	16.7	6.7
Madhya Pradesh		41.4	15.4	18.8	47.2	72.4	28.0
Maharashtra		22.0	11.2	46.0	27.0	20.5	4.8
Odisha		23.3	21.3	41.6	46.3	61.7	15.2
Punjab		29.3	47.3	100.0	37.4	33.3	20.2
Rajasthan		37.3	22.8	87.5	22.9	35.1	15.0
Tamil Nadu		11.0	9.8	15.0	7.8	11.6	6.4
Telangana		8.0	13.5	0.0	53.4	45.5	11.1
Uttar Pradesh		36.1	19.4	37.1	52.3	36.0	8.0
Uttarakhand		77.1	37.1	NA[3]	56.3	90.0	0.2
West Bengal		24.3	19.2	31.3	66.8	77.3	14.4
Small states							
Arunachal Pradesh		43.8	3.1	NA[3]	10.0	0.0	0.6
Goa		29.6	31.5	100.0	84.6	83.3	10.5
Himachal Pradesh		36.4	17.1	69.2	52.2	50.0	3.4
Meghalaya		31.6	25.5	NA[3]	10.0	0.0	4.8
Mizoram		45.9	25.5	NA[3]	40.0	100.0	14.9
Sikkim		40.7	56.2	NA[3]	28.6	50.0	0.0
Tripura		65.6	38.4	0.0	29.4	0.0	0.7
Unranked states							
Assam		27.3	39.9	10.5	45.9	74.2	8.1
Manipur		38.8	4.8	NA[3]	22.5	11.1	2.8
Nagaland		0.0	0.3	33.3	0.0	NA[5]	6.4
Union Territories							
A&N Islands		33.3	38.4	0.0	0.0	0.0	9.9
Chandigarh		0.0	25.0	0.0	14.3	0.0	21.0
DNH & DD		-200.0	37.5	NA[3]	NA[4]	NA[5]	0.0
Delhi		29.5	16.6	47.6	12.3	15.4	29.0
Jammu & Kashmir		43.3	41.3	63.5	30.3	40.0	11.1
Ladakh		80.0	80.4	NA[3]	85.7	100.0	0.0
Lakshadweep		NA[2]	NA[2]	NA[3]	NA[4]	NA[5]	NA[6]
Puducherry		16.7	12.5	NA[3]	0.0	0.0	0.0

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

2. PSI shows 0 sanctioned and actual officers and cadre staff. 3. PSI shows 0 sanctioned and actual correctional staff. 4. PSI shows 0 sanctioned and actual medical staff. 5. PSI shows 0 sanctioned and actual medical officers. 6. PSI shows 0 sanctioned and actual total staff.

Table 4: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

	Theme	Diversity	Infrastructure				
	Indicator	Women in prison staff (%, Dec 2021)	Prison occupancy (%, Dec 2021)	NEW Share of jails with 100% and more occupancy (%, 2022)	NEW Share of jails with 150% and more occupancy (%, 2022)	NEW Undertrials detained for 1-3 years (%, Dec 2021)	NEW Inmates (admitted) availed educational course (%, Dec 2021)
	Scoring guide	Higher, the better	Lower, the better	Lower, the better	Lower, the better	Lower, the better	Higher, the better
National average		13.8	130.2	54	30	20.8	4.97
Large and mid-sized states							
Andhra Pradesh		8.4	90.7	25	16	5.2 ●	2.21
Bihar		21.5	140.1	73	41	14.0	6.40
Chhattisgarh		10.4	148.6	63	47	26.9	5.86
Gujarat		7.2	118.6	72	28	23.5	3.84
Haryana		6.2	120.8	90 ●	60	23.4	7.46
Jharkhand		9.3	121.5	71	26	21.9	5.97
Karnataka		32.0 ●	100.6	48	22	20.4	8.07
Kerala		10.0	89.8	75	43	7.2	1.83
Madhya Pradesh		18.6	164.1	56	31	23.3	4.76
Maharashtra		14.8	148.8	53	37	23.9	2.34
Odisha		12.5	99.1	62	23	22.1	2.49
Punjab		9.4	98.5	73	23	20.5	0.48 ●
Rajasthan		19.4	100.2	59	19	27.5 ●	2.08
Tamil Nadu		14.1	76.4 ●	11 ●	1 ●	6.8	7.88
Telangana		10.5	91.5	32	12	6.7	21.52 ●
Uttar Pradesh		9.9	184.8	85	77 ●	23.4	5.18
Uttarakhand		3.6 ●	185.0 ●	82	73	22.9	0.52
West Bengal		10.9	120.0	80	60	24.6	1.46
Small states							
Arunachal Pradesh		18.2	75.4	56	33	19.0	0.00 ●
Goa		1.8 ●	88.3	100 ●	0 ●	47.2 ●	0.78 ●
Himachal Pradesh		8.4	119.0	61	13	30.2	0.11
Meghalaya		14.8	160.1	80	20	27.5	0.00 ●
Mizoram		25.0 ●	78.6	56	56 ●	11.4 ●	0.10
Sikkim		23.2	166.9 ●	50	50	37.1	0.25
Tripura		5.4	46.9 ●	14 ●	7	11.5	0.00 ●
Unranked states							
Assam		12.8	112.8	81	74	4.0	10.04
Manipur		10.7	48.0	0[7]	0[7]	16.8	0.00
Nagaland		22.5	34.5	0	0	14.7	0.00
Union Territories							
A&N Islands		6.9	83.7	0	0	41.8	0.90
Chandigarh		6.4	80.1	100	0	26.6	6.81
DNH & DD		0.0	108.8	67	67	35.0	0.00
Delhi		12.5	182.5	13	7	22.7	6.17
Jammu & Kashmir		8.1	138.6	87	47	27.2	8.68
Ladakh		8.3	12.9	0	0	25.0	0.00
Lakshadweep		NA[6]	7.8	0[8]	0[8]	0.0	0.00
Puducherry		9.5	73.3	25	25	8.6	0.00

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

6. PSI shows 0 sanctioned and actual total staff. 7. The e-prisons website does not provide capacity of the 5 prisons in Manipur. But as per PSI, these 5 prisons are not overcrowded, and hence we have assumed no jail is overcrowded. 8. The e-prisons website does not provide capacity of the 4 prisons in Lakshadweep. But as per PSI, these have an occupancy of 8%, and hence we have assumed no jail is overcrowded.

Table 4: Indicator-wise data, state scores and ranks

Best in cluster / Worst in cluster	Theme	Infrastructure		Workload		
		NEW				
	Indicator	Inmates (admitted) availed vocational training (%, Dec 2021)	Jails with V-C facility (%, Dec 2021)	Inmates per officer (Number, Dec 2021)	Inmates per cadre staff (Number, Dec 2021)	Inmates per correctional staff (Number, Dec 2021)
	Scoring guide	Higher, the better	Higher, the better	Lower, the better	Lower, the better	Lower, the better
National average		2.18	84	105	11.2	625
Large and mid-sized states						
Andhra Pradesh		0.83	74	33	6.0	NA[10]
Bihar		1.09	97	253	18.8	256
Chhattisgarh		2.57	94	264	14.2	436
Gujarat		1.78	94	55	9.4	3,319
Haryana		5.14	100 ●	163	10.9	NA[11]
Jharkhand		7.67 ●	91	443	24.7 ●	21,257
Karnataka		2.88	68	49	6.1	673
Kerala		4.01	96	31	4.2 ●	263
Madhya Pradesh		1.63	94	199	10.2	746
Maharashtra		0.55	75	72	11.5	365
Odisha		1.19	83	83	14.1	221
Punjab		1.42	92	168	14.3	NA[11]
Rajasthan		4.53	64	112	8.4	22,938 ●
Tamil Nadu		1.05	82	21 ●	6.1	198 ●
Telangana		2.26	57 ●	46	7.8	7,316
Uttar Pradesh		2.65	96	287	15.6	2,677
Uttarakhand		2.00	100 ●	532 ●	13.3	NA[10]
West Bengal		0.14 ●	100 ●	134	8.5	560
Small states						
Arunachal Pradesh		0.00 ●	100 ●	28 ●	2.0 ●	NA[10]
Goa		0.00 ●	100 ●	32	4.5	NA[11]
Himachal Pradesh		5.05	94	115 ●	5.9	719 ●
Meghalaya		3.99	100 ●	99	7.6 ●	NA[10]
Mizoram		0.62	70 ●	62	5.0	NA[10]
Sikkim		28.78 ●	100 ●	31	6.5	NA[10]
Tripura		1.13	100 ●	103	3.1	1,033 ●
Unranked states						
Assam		1.53	100	88	19.0	593
Manipur		1.94	40	15	2.1	NA[10]
Nagaland		5.69	45	14	1.3	250
Union Territories						
A&N Islands		13.85	25	53	5.0	267
Chandigarh		19.74	100	90	7.7	64
DNH & DD		0.00	100	46	18.5	NA[10]
Delhi		5.10	100	58	10.6	832
Jammu & Kashmir		5.23	93	155	9.2	262
Ladakh		0.00	50	20	2.2	NA[10]
Lakshadweep		0.00	0	NA[9]	NA[9]	NA[10]
Puducherry		1.14	100	34	3.6	NA[10]

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

9. PSI shows 0 sanctioned and actual officers and cadre staff. 10. PSI shows 0 sanctioned and actual correctional staff. 11. PSI shows 0 correctional staff

Table 4: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme	Workload	Trends			
	NEW				
Indicator	Inmates per medical officer (Number, Dec 2021)	Officer vacancy (pp, CY '17-'21)	Cadre staff vacancy (pp, CY '17-'21)	Share of women in prison staff (pp, CY '17-'21)	Inmates per prison officer (%, CY '17-'21)
Scoring guide	Lower, the better	Lower, the better	Lower, the better	Higher, the better	Lower, the better
National average	842	-2.13	-1.55	0.83	-1.9
Large and mid-sized states					
Andhra Pradesh	418 ●	-0.84	0.53	0.53	-0.8
Bihar	787	-5.38	-4.91	3.26 ●	9.4
Chhattisgarh	1,003	0.53	1.86	0.06	3.4
Gujarat	593	-1.65	0.36	0.34	-10.8
Haryana	1,271	2.30 ●	2.40 ●	0.11	8.4
Jharkhand	2,657	-0.50	-1.72	0.39	7.7
Karnataka	1,719	-2.24	1.35	2.65	-15.0 ●
Kerala	711	1.48	2.05	-0.19	-2.5
Madhya Pradesh	3,032	1.27	-2.91	1.70	7.0
Maharashtra	1,053	0.63	0.39	0.56	4.2
Odisha	578	-2.72	1.87	0.06	8.7
Punjab	934	-2.02	0.74	0.46	-0.8
Rajasthan	956	-4.45	-4.37	1.77	-6.2
Tamil Nadu	474	-7.95 ●	-3.82	-0.16	-12.5
Telangana	610	-1.49	-1.14	1.64	0.0
Uttar Pradesh	1,323	-2.75	-3.82	0.80	-0.9
Uttarakhand	6,921 ●	1.82	-6.91 ●	-0.61 ●	23.0 ●
West Bengal	1,031	1.24	-0.18	0.15	2.7
Small states					
Arunachal Pradesh	126 ●	-1.25 ●	-2.00 ●	0.01	3.0
Goa	551	3.70	3.56	-0.09	10.1
Himachal Pradesh	1,438 ●	-0.73	-1.95	0.09	4.3
Meghalaya	218	3.16	3.35	-0.45 ●	10.8
Mizoram	NA[13]	1.62	-0.10	2.14 ●	4.5
Sikkim	434	1.01	6.08 ●	0.87	-2.7 ●
Tripura	344	3.71 ●	2.02	-0.37	17.0 ●
Unranked states					
Assam	1,260	0.88	4.19	0.00	6.0
Manipur	76	-2.88	-4.97	-0.68	-8.9
Nagaland	NA[12]	-1.00	0.003	-0.06	5.2
Union Territories					
A&N Islands	267	6.67	3.07	-0.42	8.1
Chandigarh	449	0.00	5.00	-0.29	-6.6
DNH & DD	NA[12]	-100.00	5.96	-1.18	17.2
Delhi	166	-5.20	-6.33	-0.54	-4.0
Jammu & Kashmir	414	NA[14]	NA[14]	NA[14]	NA[14]
Ladakh	NA[13]	NA	NA	NA	NA
Lakshadweep	NA[12]	NA[15]	NA[15]	NA[15]	NA[15]
Puducherry	305	-5.00	-3.21	0.77	-1.6

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

12. PSI shows 0 sanctioned and actual medical officer. 13. PSI shows 0 actual medical officer. 14. For trend indicators, Jammu & Kashmir and Ladakh are excluded as their data was not available separately for 5 years. 15. PSI shows 0 sanctioned and actual total staff for all 5 years considered for trend indicators.

Table 4: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Theme			Trends		
Indicator	Inmates per cadre staff (%, CY '17-'21)	Share of undertrial prisoners (pp, CY '17-'21)	Spend per inmate (%, FY '18-'22)	Prison budget used (pp, FY '18-'22)	Difference in spend: prisons vs state (pp, FY '17-'21)
Scoring guide	Lower, the better	Lower, the better	Higher, the better	Higher, the better	Higher, the better
National average	1.3	1.88	5.7	-0.44	-3.82
Large and mid-sized states					
Andhra Pradesh	3.9	1.89	75.0	3.96	-5.48
Bihar	6.1	1.05	-0.3	-2.16	1.57
Chhattisgarh	3.7	1.13	4.1	-1.16	6.08
Gujarat	4.4	1.25	-2.9	-0.56	16.66 ●
Haryana	8.8 ●	3.28	116.9 ●	-0.85	-0.64
Jharkhand	-0.5	0.43 ●	12.0	2.33	5.79
Karnataka	-9.2 ●	0.96	6.8	0.34	6.26
Kerala	0.4	1.74	9.9	0.13	-0.75
Madhya Pradesh	0.7	1.04	-3.2	0.26	-1.97
Maharashtra	3.8	2.80	-5.8	-0.16	-1.59
Odisha	8.8	2.08	-4.6	-0.15	-7.86
Punjab	3.6	3.75 ●	0.8	0.95	-8.61
Rajasthan	-3.5	1.10	4.8	1.80	-4.49
Tamil Nadu	2.4	2.06	6.2	1.00	-3.03
Telangana	4.5	0.49	16.9	4.43 ●	-11.99 ●
Uttar Pradesh	-0.3	1.03	-3.2	-3.42 ●	-11.39
Uttarakhand	-0.9	2.92	-10.6 ●	1.65	-8.43
West Bengal	2.6	3.71	-0.04	-0.39	2.12
Small states					
Arunachal Pradesh	1.1	-3.26 ●	30.9	-0.07	-4.65
Goa	7.3	5.23 ●	-20.6 ●	5.85 ●	-19.20 ●
Himachal Pradesh	-2.3 ●	2.10	-7.6	-1.24 ●	2.04
Meghalaya	7.6	-1.93	37.4 ●	1.15	-10.31
Mizoram	2.6	1.53	4.3	0.26	-7.65
Sikkim	7.8 ●	1.82	3.4	-1.14	12.68 ●
Tripura	6.7	3.74	4.6	3.83	-9.26
Unranked states					
Assam	8.8	3.02	-7.2	-1.08	8,061.98
Manipur	4.1	0.03	9.1	-3.47	-3.01
Nagaland	6.1	-1.29	-0.5	0.07	1.00
Union Territories					
A&N Islands	25.4	3.42	17.0	0.00	30.57
Chandigarh	-0.3	5.88	15.6	0.00	3.76
DNH & DD	19.2	1.15	22.0	11.43	-4.79
Delhi	-2.3	2.65	30.1	0.00	11.81
Jammu & Kashmir	NA[14]	NA[14]	NA[14]	NA[14]	NA[14]
Ladakh	NA	NA	NA	NA	NA
Lakshadweep	NA[15]	NA[15]	NA[15]	0.00	NA[16]
Puducherry	2.8	-0.84	-7.4	0.52	51.25

Data sources: Prison Statistics India (PSI), National Crime Records Bureau (NCRB); Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Union Budget documents; Open Budgets India; e-prisons website.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iv. New indicators in IJR 3 highlighted in yellow. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year.

14. For trend indicators, Jammu & Kashmir and Ladakh are excluded as their data was not available separately for 5 years. 15. PSI shows 0 sanctioned and actual total staff for all 5 years considered for trend indicators. 16. Prison expenditure was shown as 0 for 2 of the 5 years considered.

Judiciary

Judiciary Ranking

Color guide

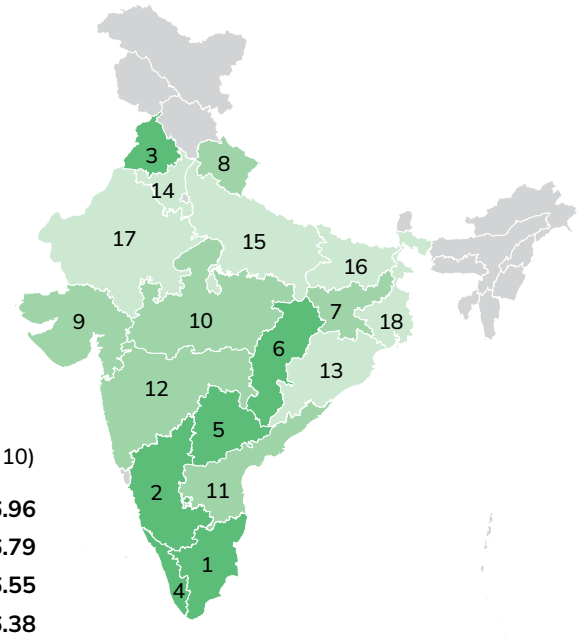
Best | Middle | Worst

Indicators (in IJR 3) **28**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)

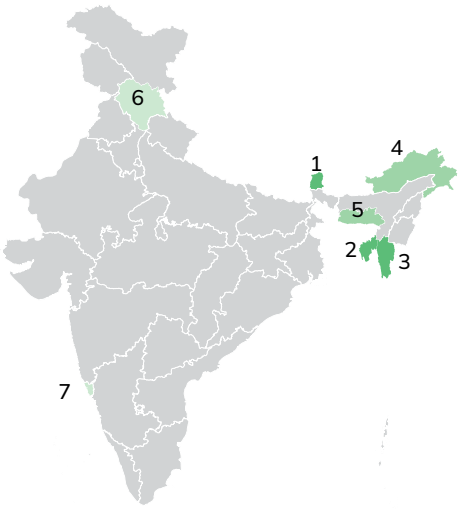


Map 13: Large and mid-sized states

Rank (out of 18) IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
1	1	1	Tamil Nadu	6.96
16	12	2	Karnataka	6.79
2	2	3	Punjab	6.55
5	3	4	Kerala	6.38
11	6	5	Telangana	6.34
12	4	6	Chhattisgarh	6.16
14	9	7	Jharkhand	6.14
15	13	8	Uttarakhand	5.63
7	8	9	Gujarat	5.54
6	11	10	Madhya Pradesh	5.40
13	14	11	Andhra Pradesh	5.21
4	5	12	Maharashtra	5.16
9	15	13	Odisha	5.06
3	7	14	Haryana	4.72
17	17	15	Uttar Pradesh	4.05
18	18	16	Bihar	4.03
8	10	17	Rajasthan	4.01
10	16	18	West Bengal	3.46

Map 14: Small states

Rank (out of 7) IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
1	1	1	Sikkim	6.06
6	6	2	Tripura	5.54
5	3	3	Mizoram	4.29
7	5	4	Arunachal Pradesh	4.21
4	7	5	Meghalaya	3.79
3	2	6	Himachal Pradesh	3.17
2	4	7	Goa	3.03



PUSHING EXPECTATIONS

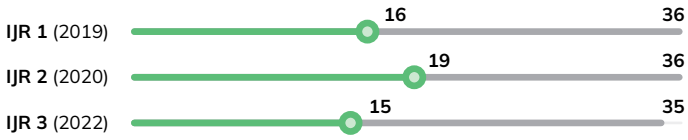
Total states*

Judge vacancy: High Courts

Number of High Courts where judge vacancy is below 20%.

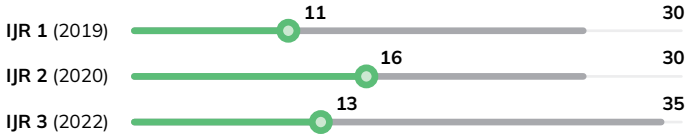
Judge vacancy: Subordinate courts

Number of states and UTs where judge vacancy in subordinate courts is below 20%.



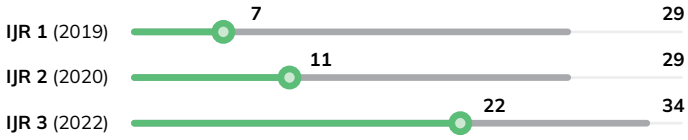
Courthalls

Number of states and UTs where shortage in courthalls against sanctioned judges is below 10%.



Budgets

Number of states and UTs where the increase in spending by the judiciary exceeded the increase in the overall state expenditure.

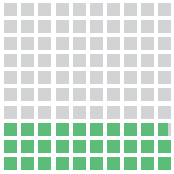


Case clearance rate

Number of states/UTs with case clearance rate above 100% in both High Court and subordinate court levels.

* Number of states/UTs (out of 36) for which data was available.

Vacancy: National Averages



High Court judges
(1st December 2022)
29.8%

Subordinate court judges
(25th July 2022)
21.7%

High Court staff
(2021-22)
25.6%

Caste Diversity

No state/UT has met all three SC, ST and OBC quotas.

Subordinate courts 3/10

High Courts 5/10

About **3 in 10 cases in subordinate courts** and **5 in 10 cases in High Courts** have been pending for over 5 years.

Women

Share of women judges in high courts (December 2022)

13.1%

Five states (Bihar, Tripura, Uttarakhand, Manipur, Meghalaya) have no women judge in their High Courts.

Chapter 3

Judiciary: Judging the Numbers

At the end of 2022, the overall ability of courts to deliver justice remained impeded for want of capacity. On average, across states, judicial vacancies at the high court level stood at 29.8 per cent and high court staff vacancies at 25.6 per cent. In the district courts, 21.7 per cent of judicial positions were not filled. Between 2020 and 2022, the number of pending cases rose from 4.1 to 4.9 crore, of which 69 per cent were criminal cases. In district courts, on average, the case clearance rate[1] slowed by 3.6 percentage points[2]—and measured against the sanctioned number of judges, court halls were short by 14.7 per cent.[3] On the upside, the per capita expenditure on the judiciary improved slightly, high courts improved average case clearance rates by 6.1 percentage points[4] and diversity and inclusiveness showed a welcome if slow uptick.

Rankings

For the third time in a row, Tamil Nadu retained its top position among the large and mid-sized states. Karnataka improved the most, ascending from the twelfth to the second rank. Improvements in the state included reducing high court judge vacancies from 50 per cent to 21 per cent, raising the share of women judges in subordinate courts and improving per capita spend. Rajasthan, on the other hand, went down seven ranks from the tenth to seventeenth place, owing to persisting judge vacancies at the high court and district court levels, compounded by a court hall shortage; while Punjab slipped one place, from the second to third rank, because of an increase in high court staff vacancies.

Among the seven small states, Sikkim too retained its top position. Tripura climbed from sixth to second due to the state's efforts in filling up judge vacancies in district courts and staff vacancies in high courts, a rise in the number of women judges in district courts, and an increasing high court case clearance rate. Meghalaya too improved its rank from seventh to fifth by improving its per capita spend, filling up judge vacancies, and increasing the share of women in district courts.

Contrariwise, increased judge and staff vacancies in the high court along with decreased clearance rates and a shortage of court halls pushed Himachal Pradesh from second to sixth place, while Goa slipped from fourth to seventh place due to an increase in judge vacancies at both the high court and district court level, a decrease in the share of women judges and a decrease in case clearance rate at the high court level.

Budget

Per capita spend on judiciary (Rs. 2020-21)

Difference in spend: judiciary vs state (pp, FY '17-'21)

Ameliorating shortfalls requires money. The lion's share of this financial obligation rests with the states while the Centre contributes just about 10 per cent to state judiciary budgets.[5] Except for two union territories, Delhi and Chandigarh, no state spends more than 1 per cent of its total annual expenditure on the judiciary. The share of expenditure on the judiciary as a percentage of total state expenditure varies considerably across states. For instance, Punjab (0.8 per cent), Uttar Pradesh (0.6 per cent) and Jharkhand (0.6 per cent) spend two or three times what Chhattisgarh spends (0.37 per cent).[6]

1 Case clearance rate is the number of cases disposed in a year, measured against the number filed in that year.
2 93.0 per cent to 89.4 per cent.
3 Nyaya Vikas Portal, ***Statement of State-wise availability of Court Halls*** as on 31.08.2022, 2022. Available at: https://bhuvan-nyayavikas.nrsc.gov.in/assets/files/ch_info.pdf
4 94.76 from 88.5 per cent.
5 Centre for Budget and Governance Accountability and DAKSH, ***Memorandum to the Fifteenth Finance Commission on Budgeting for the Judiciary in India***, 2019. Available at: https://www.dakshindia.org/wp-content/uploads/2019/06/Memorandum-on-Budgeting-for-Judiciary-in-India-from-CBGA-Website.pdf
6 Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India;, ***Expenditure of Administration of Justice to the Total State Expenditure***, 2020-2021.

COVID-19 Impact

"I am deeply distressed by this attitude... All the money which we have spent, they are just disbanding the infrastructure we have created for virtual hearing... You as Chief Justice of a High Court may or may not take interest in technology, you may understand nothing about it, but you are duty bound to spend the public funds made available by the Government of India to foster the mission to access justice... Sorry, technology is not something for the pandemic. Technology is here to stay for the future, forever."

—D.Y. Chandrachud, Chief Justice of India, February 2023

The COVID-19 pandemic and lockdown of 2020 and 2021 caused major disruptions to court systems throughout India. In mid-March 2020, the Supreme Court[7] directed that courts take up only urgent matters. Restricted access to justice at every level resulted in reduced filings, as well as a sharp rise in existing backlogs. Illustratively, the institution of cases in district courts dropped by 32 per cent and disposal by 42 per cent compared to earlier years.[8] Of the 642 district courts analysed only 40 courts did not see a reduction in the number of cases disposed of during the pandemic years.[9] On the upside, the pandemic pushed the judiciary to use technology: model e-filing rules were drafted by the e-courts committee in May 2020 and communicated to High Courts for adoption in June 2020.[10] From 1 March 2020 to 21 May 2021, the number of cases e-filed through district court and high court e-filing applications was 90,190 and 11,810 cases respectively.[11] E-payments, electronic summons and tracking apps like National Service and Tracking of Electronic Processes (NSTEP) show potentially new efficiencies, and urgent hearings were enabled through video conferencing. As with all sudden innovation though, the uptake was uneven. The bar and bench were unfamiliar with new modes of process and representation, and their access relied on internet penetration, connectivity, and regular power supply.

Difference in spend: judiciary vs state: Between FY 2017-2021, in 22 states and UTs[12], the increase in expenditure on the judiciary kept up with the increase in overall state expenditure. Arunachal Pradesh and Tripura show the biggest improvements with increases of 10.57 and 8.8 percentage points respectively. But in 12 states/UTs,[13] the expenditure on the judiciary was found lagging. In newly formed states like Telangana and Andhra Pradesh, the growth in judiciary expenditure lagged by 5.2 and 0.97 percentage points respectively.

In 2022, the overall national spend on judiciary averages Rs. 146 in per capita terms, an increase of Rs. 42 since 2015-16. Eleven states/UTs[14] spent less than the national average. Sikkim, which already had a high per capita spend last year—(Rs. 496)—increased it further (by Rs. 139) to Rs. 635. This is more than eight times what West Bengal spends (Rs. 75). Andhra Pradesh (Rs. 145) and Bihar (Rs. 83) only increased their spend by Rs. 24 and Rs. 16 respectively.

Human Resources

- Population per High Court judge (1 Dec 2022)
- Population per Subordinate Court judge (25 Jul 2022)
- High Court judge vacancy (%, 1 Dec 2022)
- Subordinate Court judge vacancy (%, 25 Jul 2022)
- High Court staff vacancy (%, 2021-22)
- Judge vacancy (High Court) (pp, FY '18-'22)
- Judge vacancy (Sub. Court) (pp, FY '18-'22)

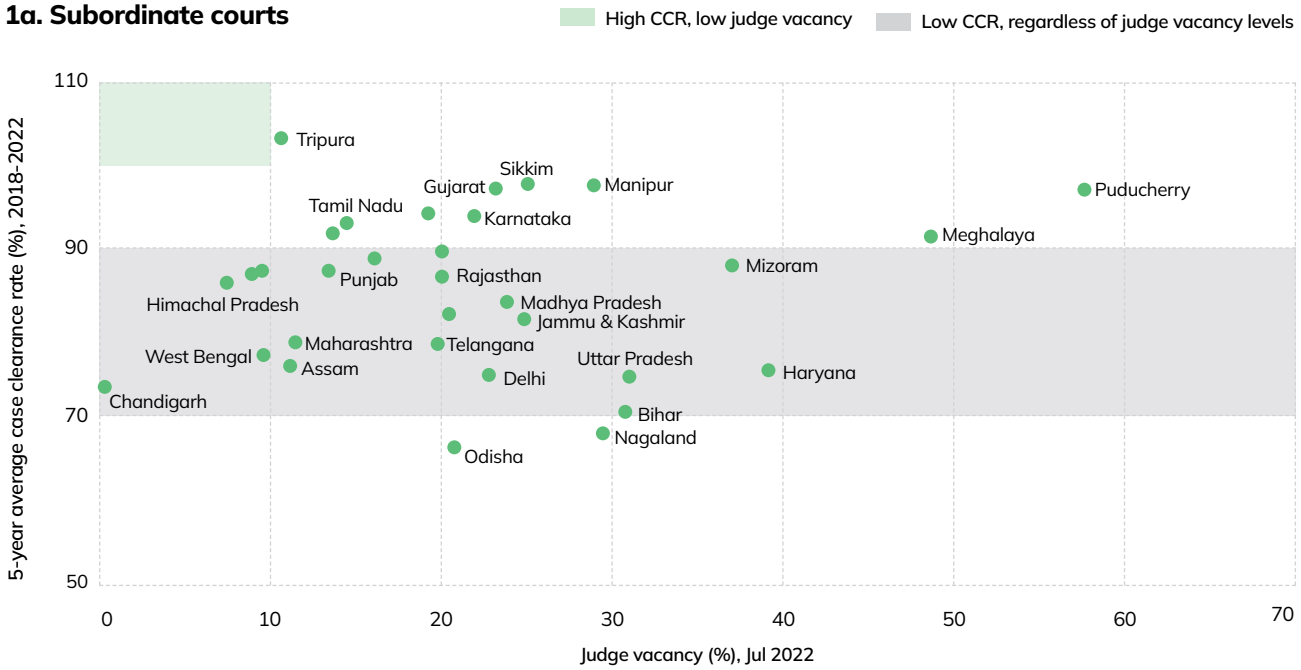
Judge vacancies remain endemic. Looked at over five years, vacancies in 6 high courts[15] and in the district courts of 14 states/UTs[16] have increased. From 2018-2019 to 2022, nationally, high court vacancies decreased 8 percentage points from 37.8 per cent to 29.8 per

7 Supreme Court of India, *Notification dated 13.03.2020*, 2020. Available at: https://main.sci.gov.in/pdf/Notification/13032020_120544.pdf
8 Vidhi Centre for Legal Policy, *Data Speak: A Look at District Courts' Performance During the Pandemic*, 2022. Available at: https://vidhilegalpolicy.in/research/data-speak/
9 *Ibid.*
10 Supreme Court of India, *E-committee Newsletter,* June 2020. Available at: https://cdnbbsr.s3waas.gov.in/s388ef51f0bf911e452e8dbb1d807a81ab/uploads/2020/08/2020081415.pdf
11 Supreme Court of India, *Annual Report 2020-21*. Available at: https://main.sci.gov.in/pdf/AnnualReports/12012022_114003.pdf
12 Manipur, Gujarat, Chhattisgarh, Odisha, Lakshadweep, Uttarakhand, Madhya Pradesh, Haryana, West Bengal, Bihar, Goa, Nagaland, Puducherry, Rajasthan, Uttar Pradesh, Meghalaya, Delhi, Andaman & Nicobar Islands, Karnataka, Tripura, Arunachal Pradesh, DNH&DD
13 Telangana, Kerala, Punjab, Sikkim, Assam, Chandigarh, Tamil Nadu, Andhra Pradesh, Himachal Pradesh, Maharashtra, Jharkhand, Mizoram.
14 Andhra Pradesh, Gujarat, Madhya Pradesh, Odisha, Jharkhand, Uttar Pradesh, Chhattisgarh, Assam, Bihar, West Bengal, DNH & DD.
15 Patna, Gujarat, Madhya Pradesh, Bombay, Uttarakhand, Rajasthan.
16 Kerala, Himachal Pradesh, Telangana, Tamil Nadu, Goa, Sikkim, Puducherry, Maharashtra, Mizoram, Manipur, Rajasthan, Haryana, Andhra Pradesh (3-year trend), DNH & DD

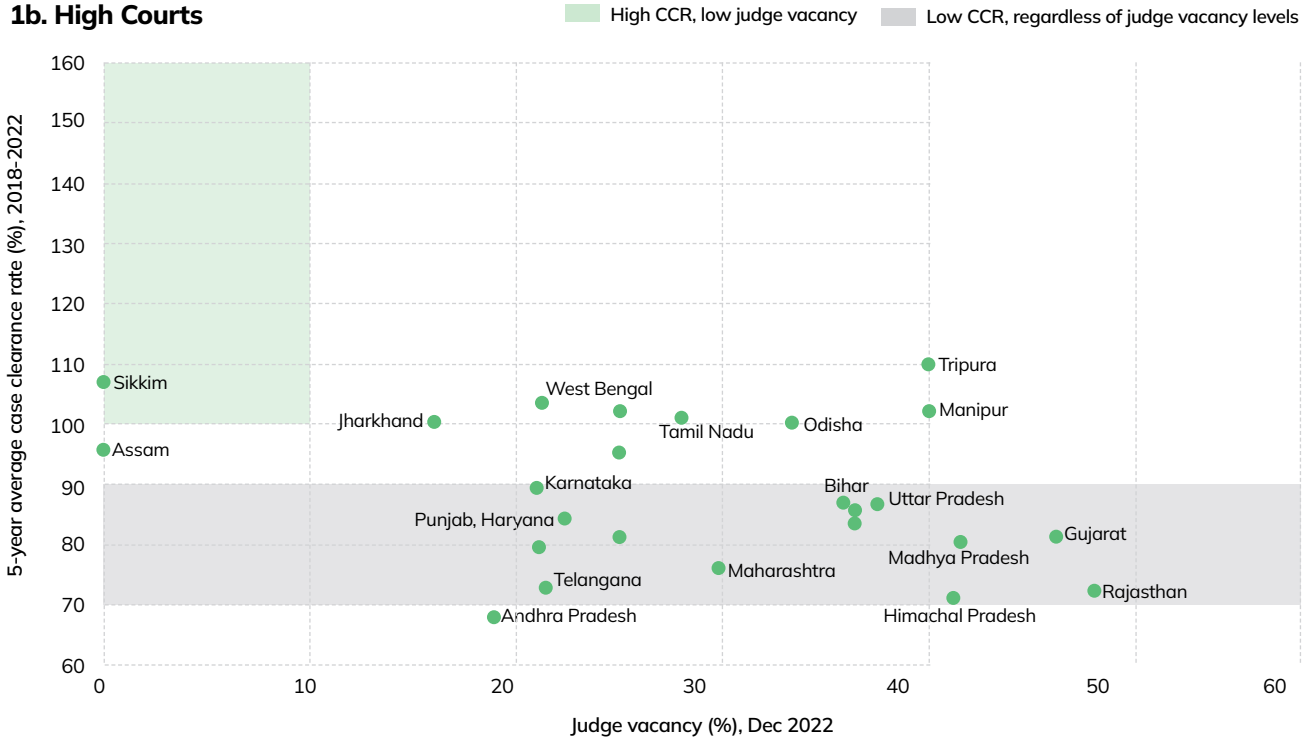
Figure 26: Judge vacancies and case clearance rates

Indian courts are jammed with cases—and are seeing pendency increase by the day. At the same time, they are also functioning with fewer judges than the sanctioned number. Across both subordinate courts and High Courts, courts that are recording increasing pendency are doing so regardless of their vacancy levels.

1a. Subordinate courts



1b. High Courts



States and Union Territories that share a High Court will have the same value. In the graphic, only the principal state is shown. Thus, Assam is shown (but not Arunachal Pradesh, Mizoram and Nagaland), Kerala (Lakshadweep), Maharashtra (Goa, D&N Haveli & Daman & Diu); Punjab and Haryana (Chandigarh); Tamil Nadu (Puducherry); West Bengal (Andaman & Nicobar Islands); Jammu & Kashmir (Ladakh).
Source: Department of Justice and Lok Sabha Unstarred Question No. 2116, dated 29th July, 2022

cent, but still hovered around 30 per cent. District court vacancies reduced only marginally—from 22.3 to 21.7 per cent. State wise, the trend was not uniform. At the high court level Sikkim could fill up all its vacancies while Andhra Pradesh brought down its vacancies from 70.3 per cent to 18.9 per cent. The vacancies in Tripura and Uttarakhand, however, increased by 15 and 11.4 percentage points respectively. In 19 states/UTs[17] high courts were functioning without one-fourth of their sanctioned bench strength, while both Rajasthan and Gujarat— with a shortfall of 48 per cent and 46.2 per cent respectively—functioned with just over half.

Vacancies in district courts, too, remain chronic. In 10 states/UTs, 25 per cent of the sanctioned strength of judges had not been appointed,[18] the highest vacancies being in Puducherry (57.7 per cent), Meghalaya (48.5 per cent) and Haryana (39 per cent).

The Judge Dilemma

The question of how many judges are needed has been extensively debated for decades.

1987: 120th Law Commission Report[19] proposes judge-to-population ratio as a method to calculate judge strength.

2002: 85th Report of the Parliamentary Standing Committee[20] recommends an increase of judges based on the judge-to-population ratio.

2012: In *Imtiyaz Ahmad v. State of UP*,[21] the Supreme Court asks the Law Commission to give recommendations about the basis on which judge strength should be increased to tackle accumulating backlog.

2014: The 245th Report of the Law Commission[22] proposes the rate of disposal method.

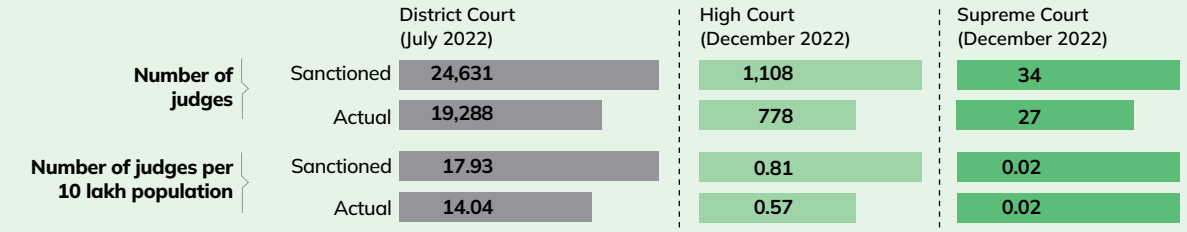
2016: National Court Management Systems (NCMS)[23] proposes an interim model based on the unit system as a method to calculate judge strength.

2017: Supreme Court rejects the 245th Report of the Law Commission and directs the interim implementation of the NCMS unit system-based model.

Since 1987, when the Law Commission of India first proposed[24] population as an essential metric to arrive at adequate judge strength, the 'judge-to-population ratio' has generally been accepted as the norm in determining the number of judges required.

In 1987, the Commission recommended that the 10.5 judges per 10 lakh (1 million) population be increased to 50 judges per 10 lakh population in the next five to ten years.[25] As of December 2022, based on population projections for March 2022[26] India has 15 judges per 10 lakh population against a sanctioned strength of 19 judges per 10 lakh population and a backlog of 4.8 crore cases.

Total Judges, Sanctioned and Actual



Note: Different scales have been used for each court type and metric.
Source: Department of Justice and Lok Sabha Unstarred Question No. 2116, dated 29th July, 2022

17 West Bengal, Andaman & Nicobar Islands, Meghalaya, Delhi, Tamil Nadu, Puducherry, Maharashtra, Goa, Odisha, Bihar, Uttarakhand, Chhattisgarh, Uttar Pradesh, Tripura, Manipur, Himachal Pradesh, Madhya Pradesh, Gujarat, Rajasthan.
18 Puducherry, Meghalaya, Haryana, Mizoram, Lakshadweep, Uttar Pradesh, Bihar, Nagaland, Manipur, Sikkim
19 Law Commission of India, *One Hundred Twentieth Report on Manpower Planning in Judiciary: A Blueprint*, 1987. Available at: https://cdnbbsr.s3waas.gov.in/s3ca0daec69b5adc880fb464895726dbdf/uploads/2022/08/2022080852.pdf
20 Department-Related Parliamentary Standing Committee on Home Affairs, *85th Report on Law's Delays: Arrears in Courts*, 2002. Available at: http://164.100.47.5/rs/book2/reports/home_aff/85threport%20.htm
21 *Imtiyaz Ahmad vs State of UP & Ors.*, Criminal Appeal Nos. 254-262 of 2012 (43, 36).
22 Law Commission of India, Arrears and Backlog: *Creating Additional Judicial (wo)manpower*, 2014, Report Number 245, p. 20. Available at: https://cdnbbsr.s3waas.gov.in/s3ca0daec69b5adc880fb464895726dbdf/uploads/2022/08/2022081643.pdf
23 National Court Management Systems Committee, *Note for Calculating Required Judge Strength for Subordinate Courts*, 2016. Available at:https://districts.ecourts.gov.in/sites/default/files/NCMs_1.pdf
24 Law Commission of India, *120th Report: Manpower Planning in India: A Judicial Blueprint*, 1987. Available at: https://cdnbbsr.s3waas.gov.in/s3ca0daec69b5adc880fb464895726dbdf/uploads/2022/08/2022080852.pdf
25 *Ibid.*
26 Ministry of Health and Family Welfare, Population projection for India and states (2011 to 2036) for July 2020 in *Report of the technical group on population projections*, November 2019. Available at: https://main.mohfw.gov.in/sites/default/files/Population%20Projection%20Report%202011-2036%20-%20upload_compressed_0.pdf

Court staff are indispensable for smooth judicial functioning and vacancies impede judicial capacity significantly. The national average vacancy among court staff across high courts ran at 25.6 per cent—a steady rise from 23.8 per cent in 2018-19 and 22.9 per cent in 2016-17. Andhra Pradesh, which got a new high court in 2019, has a 51.2 per cent vacancy. Bihar's high court staff vacancies have doubled from 26.3 per cent to 52.8 per cent between 2018-19 and 2021-2022.

Infrastructure

Court Hall shortfall (%, 25 Jul 2022, 31 Aug 2022)

Ideally, for each judge there must be a court hall. In August 2022, there were 21,014 court halls for the 24,631 judges' posts sanctioned at the time—a shortfall of 14.7 per cent, albeit an improvement from 2016-17's 18.2 per cent. If every state appointed each of its sanctioned judges, only 4 states[27] and 4 UTs[28] would have enough court halls. In 11 states/UTs[29] there would be a shortfall of more than 25 per cent. In Arunachal Pradesh (21 per cent to 37 per cent), Haryana (16 per cent to 28 per cent) and Tamil Nadu (2 per cent to 9 per cent), the shortages rose mainly due to an increase in the number of sanctioned judges. At 46.5 per cent Meghalaya had the highest shortfall.

Nationally, the number of court halls appears sufficient for the number of actual judges. However, space will become a problem if all the sanctioned posts are filled. In Delhi, West Bengal, and Uttarakhand there were no court halls for the 86, 82, and 35 serving judges respectively.

Mismatches

In January 2020[30] Sikkim had 25 court halls against 23 sanctioned lower court judges but in August 2022 there were 28 sanctioned judges, but the number of court halls reduced to 20.[31] Similarly, in 2020 Himachal Pradesh had 160 court halls for 162 judges. By mid-2022, the number of sanctioned judges rose to 175 but the number of court halls went down to 151.

No court works with a full complement of judges, except the high court of Sikkim and Gauhati and the district courts in Chandigarh. On average, there is one high court judge for 17.7 lakh (1.77 million) people and one subordinate court judge for 71,000 people. While the Punjab and Haryana High Court has one judge for 9.3 lakh population, the Patna High Court has one for 36.7 lakh.

Diversity

SC Judges, actual to reserved (Subordinate Court; 25 Jul 2022) NEW

ST Judges, actual to reserved (Subordinate Court; 25 Jul 2022) NEW

OBC Judges, actual to reserved (Subordinate Court; 25 Jul 2022) NEW

Women judges (High Court) (%, 1 Dec 2022)

Women judges (Subordinate Court) (%, 25 Jul 2022)

Laws and policies across states prescribe reservations in public institutions based on gender and caste and, more recently, for persons with disabilities. Caste-based reservations vary from state to state, and policy prescriptions suggest an incremental inclusion of women to an aspirational minimum of 33 per cent.

State-wise data on caste diversity in high courts remains unavailable. However, a Department of Justice Report to the Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice[32] is reported to have stated that, "from 2018 to December 2022, a total of 537 judges were appointed to the high courts, of whom 1.3 per cent were Scheduled Tribes, 2.8 per cent Scheduled

27 Telangana, Andhra Pradesh, Goa, Maharashtra.
28 Chandigarh, DNH & DD, Lakshadweep, Puducherry.
29 Uttar Pradesh, Haryana, Sikkim, Delhi, Tripura, Manipur, Mizoram, Arunachal Pradesh, Meghalaya, Jammu & Kashmir, Ladakh
30 Lok Sabha Replies, *Budget Session –Third Session of 17th Lok Sabha*, 2020. Available at: https://cdnbbsr.s3waas.gov.in/s35d6646aad9bcc0be55b2c82f69750387/uploads/2022/09/2022090116.pdf
31 Nyaya Vikas Portal, Statement of State-wise Availability of Court Halls as on 31.08.2022, 2022. Available at: https://bhuvan-nyayavikas.nrsc.gov.in/assets/files/ch_info.pdf
32 Press Trust of India, 'Only 15 pc judges appointed to HCs in last 5 years from backward communities: Dept of Justice to Par Panel', *Economic Times*, 2023. Available at: https://economictimes.indiatimes.com/news/india/only-15-pc-judges-appointed-to-hcs-in-last-5-yrs-from-backward-communities-dept-of-justice-to-par-panel/articleshow/96661214.cms?utm_source

Figure 27: SC, ST and OBC judges vacancy in subordinate courts

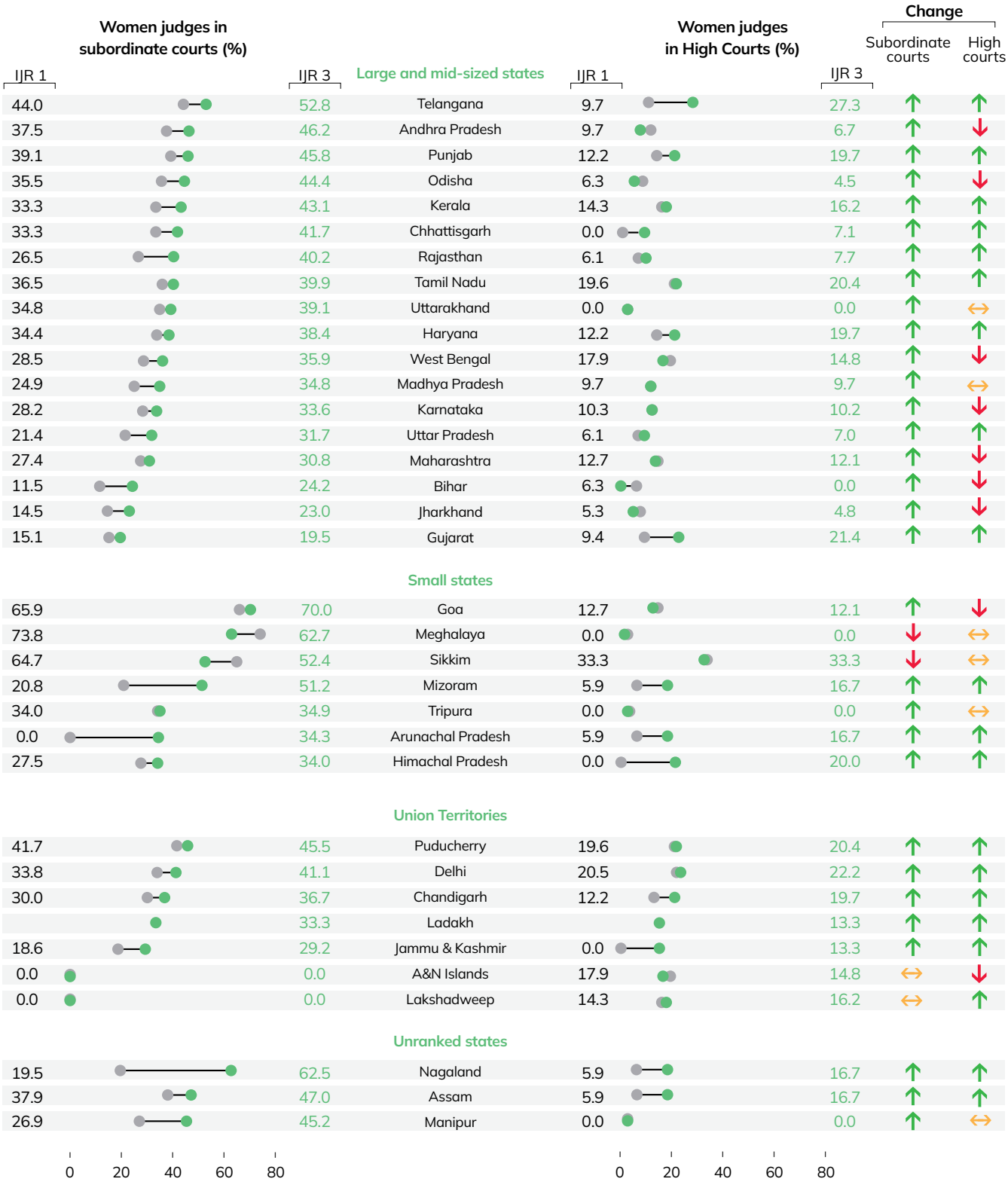
Vacancy (%) 0% and below (meets standard) | Up to 25% | 25% to 50% | 50% to 100%

	Vacancy (%)			No. of sanctioned judges			Reservation in subordinate courts (%)		
Large and mid-sized states	SC	ST	OBC	SC	ST	OBC	SC	ST	OBC
Andhra Pradesh	9	31	-19	91	36	152	15	6	25
Bihar	32	23	49	313	20	645	16	1	33
Chhattisgarh	-28	21	-23	58	154	67	12	32	14
Gujarat	-8	98	45	107	228	411	7	15	27
Haryana	44	NA	67	154	0	208	20	0	27
Jharkhand	61	65	64	68	182	95	10	27	14
Karnataka	15	34	25	205	41	436	15	3	32
Kerala	21	91	-6	46	11	228	8	2	40
Madhya Pradesh	27	44	10	323	404	283	16	20	14
Maharashtra	20	95	-20	285	153	416	13	7	19
Odisha	89	100	52	156	225	107	16	23	11
Punjab	17	100	0	173	173	83	25	25	12
Rajasthan	37	42	6	253	189	332	16	12	21
Tamil Nadu	7	32	-22	239	13	665	18	1	50
Telangana	18	-17	-25	77	31	148	15	6	29
Uttar Pradesh	36	55	17	763	73	981	21	2	27
Uttarakhand	17	-25	4	57	12	42	19	4	14
West Bengal	100	100	100	223	61	172	22	6	17
Small states									
Arunachal Pradesh	NA	-4	NA	0	33	0	0	80	0
Goa	100	67	85	1	6	14	2	12	27
Himachal Pradesh	43	9	62	39	9	32	22	5	18
Meghalaya	NA	43	NA	NA	84	NA	NA	85	NA
Mizoram	NA	NA	NA	0	0	0	0	0	0
Sikkim	100	34	-16	1	11	12	4	38	43
Tripura	37	39	NA	21	38	0	17	31	0
Unranked states									
Assam	35	48	100	34	73	131	7	15	27
Manipur	-154	29	30	1	18	10	2	31	17
Nagaland	NA	24	100	0	34	34	0	100	100
Union Territories									
A&N Islands	NA	NA	NA	NA	0	0	NA	8	38
Chandigarh	26	NA	75	5	0	8	18	0	27
DNH and DD	100	100	-144	0	2	1	NA	NA	NA
Delhi	46	88	100	133	66	239	15	7.5	27
Jammu & Kashmir	33	40	NA	31	25	NA	10	8	NA
Ladakh	-488	22	NA	0	8	0	1	45	0
Lakshadweep	NA	26	NA	0	1	0	0	45	0
Puducherry	100	100	7	4	0	9	16	1	33

Notes:
SC judges: 1. Reservation data not available for A&N Islands. 2. No reservation and no SC judges in Arunachal Pradesh, Nagaland, Lakshadweep and Mizoram. 3. No specific reservation approved for SCs in Meghalaya.
ST judges: 1. No ST Judges in A&N Islands. 2. No ST reservation in Mizoram. 3. No reservation and no ST Judges in Chandigarh and Haryana. 4. ST judges data taken from Department of Justice website for Nagaland.
OBC judges: 1. No OBC reservation in Arunachal Pradesh. 2. No reservation and no OBC judges in Mizoram, Ladakh, Lakshadweep and Tripura. 3. No OBC judges in A&N Islands. 4. In Jammu & Kashmir, no such category is available. 4. No specific reservation approved for OBCs in Meghalaya.
DNH and DD: Reservation for SC, ST, OBC in Dadra and Nagar Haveli is 2%, 43% and 5%, respectively. Reservation for SC, ST, OBC in Daman and Diu is 3%, 9% and 27%, respectively.
Source: Lok Sabha Unstarred Question No. 2116, dated 29th July, 2022

Figure 28: Women judges

Representation of women judges is steadly rising in subordinate courts. In High Courts, the share of women judges remains low. The highest is in Sikkim at 33.3%.



Notes: 1. Data for IJR 1 for June 2018 for High Court judges and July 2017 for subordinate court judges. Data for IJR 3 for December 2022 for High Court judges and July 2022 for subordinate court judges. 2. States arranged within respective cluster in descending value of share in subordinate courts. 3. Dadra & Nagar Haveli and Daman & Diu not shown.
Source: Department of Justice and Lok Sabha Unstarred Question No. 2116, dated 29th July, 2022

Castes, 11 per cent were from the Other Backward Classes category and 2.6 per cent were from minority communities."[33]

At the district-court level no state/UT could fully meet all its Scheduled Castes, Scheduled Tribes and Other Backward Classes quotas. Nine states/UTs[34] met their Other Backward Classes quotas. At 50 per cent, Tamil Nadu has the second highest percentage of reservation in this category, fulfilling its quota completely. Chhattisgarh fulfilled its quotas for Scheduled Castes and Other Backward Classes and Telangana fully met its quota for Scheduled Tribes and Other Backward Classes. Ladakh, Manipur, Chhattisgarh and Gujarat exceeded their Scheduled Castes quota.

Uttarakhand, Telangana and Arunachal Pradesh filled their Scheduled Tribes quotas. Himachal Pradesh (91 per cent) is closest to fulfilling its Scheduled Tribes quota requirements, while Gujarat could only fill 2 per cent of its Scheduled Tribes quota. Eight states/UTs[35] have less than 10 per cent Scheduled Tribe judges and 3 states/UTs[36] have no reservations for Scheduled Tribes.

Between 2020 and 2022 the high courts' saw a little less than 2 percentage points increase in women's representation, with Telangana increasing from 7.1 to 27.3 per cent. However, in some states, the percentage of women in the high courts dropped: Andhra Pradesh went from 19 to 6.7 per cent followed by Chhattisgarh that slumped from 14.3 to 7.1 per cent). Bihar, Tripura, Manipur, Meghalaya and Uttarakhand continued to have no women judges in their high courts.

Emblematic of the glass ceiling, there are more women judges at the district court level than at the high court level. Nationally, women account for 35 per cent of the total number of judges at this level. But distribution across states is uneven. Among the small states Goa, with 70 per cent, has the highest percentage, followed by Meghalaya (63 per cent) and Nagaland (63 per cent). Among 18 large and mid-sized states, Gujarat (19.5 per cent) has the least and Telangana (52.8 per cent) the largest share of women judges. In other large states like Jharkhand and Bihar, women judges accounted for 23 per cent and 24 per cent of all judges respectively.

Workload

- Cases pending (5-10 years, High Court, %, Jan 2023) NEW
- Cases pending (10+ years, High Court, %, Jan 2023) NEW
- Cases pending (5-10 years, Sub. court, %, Jan 2023)
- Cases pending (10+ years, Sub. court, %, Jan 2023)
- Cases pending (per High Court judge) (%, FY '18-'22)
- Cases pending (per Sub. Court judge) (%, FY '18-'22)
- Total cases pending (High Court) (%, FY '18-'22)
- Total cases pending (Sub. Court) (%, FY '18-'22)
- Case clearance rate (High Court) (%, 2022)
- Case clearance rate (Sub. Court) (%, 2022)
- Average High Court pendency (February 2022)
- Case clearance rate (High Court) (pp, FY '18-'22)
- Case clearance rate (Sub. Court) (pp, FY ''18-'22)

For decades, numerous attempts have been made to tackle issues of pendency which the Law Commission's 245th Report defines as "all cases instituted but not disposed of, regardless of when the case was instituted."[37] In 2018, the Supreme Court-led conference on 'National initiative to reduce pendency and delay in judicial system'[38] deliberated solutions like better case and court management systems, alternative dispute resolution mechanisms and the use of technology. Half a decade later, some efforts such as e-filing[39] and schemes like Nyaya Bandhu,[40] tele-law[41] have been initiated, yet positive outcomes remain elusive.

33 The six communities notified as minority communities under Section 2(c) of the National Commission for Minorities (NCM) Act, 1992 are Christians, Sikhs, Muslims, Buddhists, Parsis and Jains.
34 DNH & DD, Telangana, Chhattisgarh, Tamil Nadu, Maharashtra, Andhra Pradesh, Sikkim, Kerala, Punjab.
35 Nagaland, Odisha, Punjab, West Bengal, Gujarat, Maharashtra, Kerala, D&NH & DD
36 Chandigarh, Haryana, Mizoram.
37 Law Commission of India, *245th Law Commission Report*, 2014. Available at: https://satyamevajayate.info/wp-content/uploads/2017/08/Law-Commission-report-245.pdf
38 Supreme Court of India, *Conference Proceedings of National Initiative to Reduce Pendency and Delay in Judicial System*, 2018. Available at: https://districts.ecourts.gov.in/sites/default/files/Proceeding_Book_SupremeCourt1.pdf
39 An e-filing system rolled out by the Department of Justice is for the electronic filing of legal papers. This allows the lawyers to access and upload documents related to the cases from any location 24x7.
40 Under Nyaya Bandhu, practising advocates interested in volunteering their time and services are connected (via mobile technology) with eligible marginalised beneficiaries.
41 Tele-Law is an e-interface system for seeking legal advice and consultation at the pre-litigation stage. It connects needy and marginalised people with panel lawyers for legal aid through video conferencing / telephonic facilities.

Data Disabled

The Right of Persons with Disabilities Act 2016 creates a new 4 per cent reservation[42] in government jobs. The statute covers specific disabilities, including physical (like locomotive, visual, or hearing impairment, speech and language disabilities), intellectual disability and mental behaviour. The Department of Justice has made state-wise data in district courts available.[43] The accuracy of this data, however, remains debatable. Two data sets collected between August and December 2022 show significant discrepancies.

Curiously, the number of specially abled judges increased more than a hundred times within five months from 60 in August 2022 to 6,690 in December 2022. In August 2022, no state/UT except Assam met the benchmark of 4 per cent, and 31 states/UTs[44] had less than 1 per cent of specially abled judges and 20 states[45] had not appointed any. In contrast, as per the data in December 2022, 30 states/UTs[46] fulfil the 4 per cent quota, only 6 states/UTs[47] have less than 1 per cent and Arunachal Pradesh, Sikkim, Ladakh and Mizoram have none.

The data also brings forth several inconsistencies—perhaps due to wrong data entry. Illustratively, Puducherry has a total sanctioned strength of 26 judges and a working strength of 11, but reports 244 specially abled judges. In August 2022, no state had more than 10 specially abled judges while in December 2022, Maharashtra and West Bengal reported as many as 848 and 678. Gujarat which had zero in August increased the number to 599.

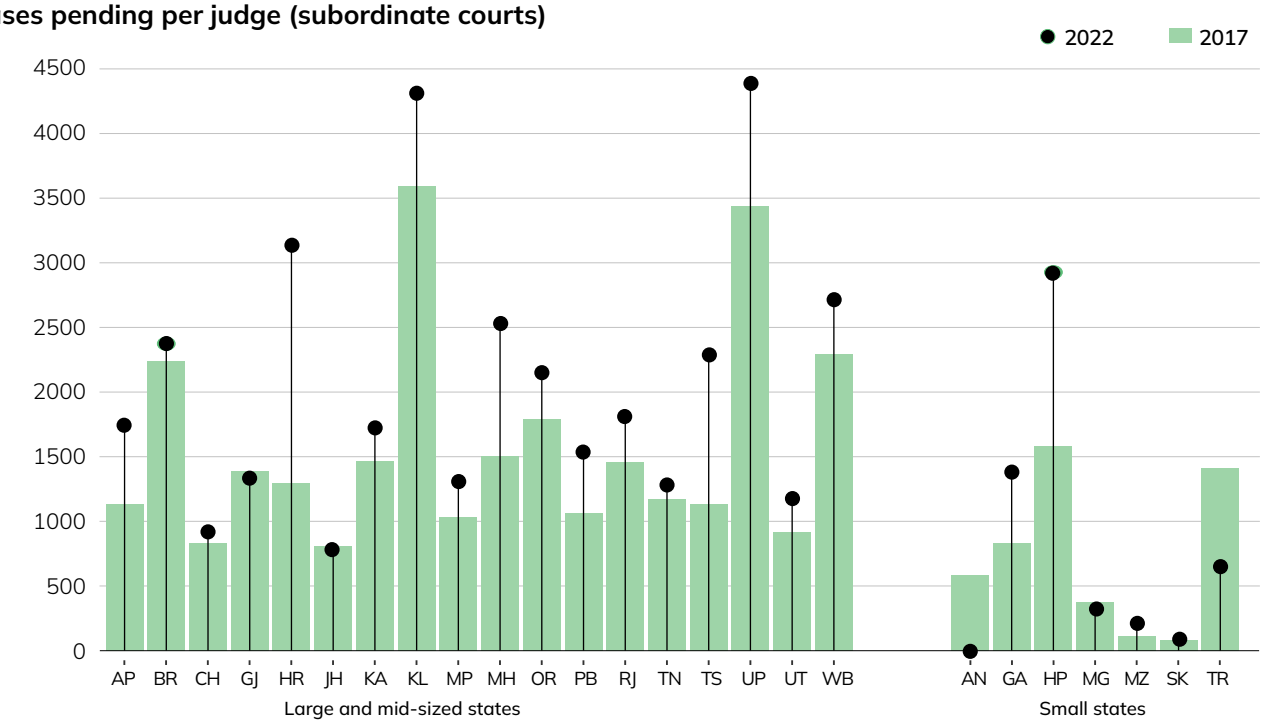
42 Ministry of Social Justice and Empowerment, *The Rights of Persons with Disabilities Act*, 2016. Available at: https://disabilityaffairs.gov.in/content/page/acts.php
43 https://dashboard.doj.gov.in/sanctiondata/working_strength
44 Andaman & Nicobar Islands, Ladakh, Meghalaya, Jammu & Kashmir, Arunachal Pradesh, Manipur, Tripura, Sikkim, Uttarakhand, West Bengal, Nagaland, Tamil Nadu, Kerala, Gujarat, Lakshadweep, Chandigarh, Goa, Maharashtra, DNH & DD, Puducherry, Uttar Pradesh, Karnataka, Andhra Pradesh, Haryana, Odisha, Telangana, Bihar, Madhya Pradesh, Jharkhand, Chhattisgarh, Rajasthan.
45 Andaman & Nicobar Islands, Ladakh, Meghalaya, Jammu & Kashmir, Arunachal Pradesh, Manipur, Tripura, Sikkim, Uttarakhand, West Bengal, Nagaland, Tamil Nadu, Kerala, Gujarat, Lakshadweep, Chandigarh, Goa, Maharashtra, DNH & DD, Puducherry.
46 Puducherry, DNH & DD , West Bengal, Lakshadweep, Assam, Chandigarh, Jammu and Kashmir, Himachal Pradesh, Gujarat, Maharashtra, Tripura, Nagaland, Uttarakhand, Jharkhand, Punjab, Goa, Delhi, Karnataka, Telangana, Odisha, Andhra Pradesh, Haryana, Bihar, Madhya Pradesh, Rajasthan, Chhattisgarh, Kerala, Uttar Pradesh, Meghalaya, Manipur.
47 Arunachal Pradesh, Sikkim, Ladakh, Mizoram, Tamil Nadu, Manipur.

As of December 2022, a total of 4.9 crore cases remained pending across high courts and district courts in the country. As many as 1.9 lakh cases have been pending for over 30 years and 56 lakh cases for more than 10 years. On average, 49 per cent and 29 per cent of these cases are pending for more than 5 years[48] in the high courts and lower courts respectively. In addition, there are around 70,000 cases pending in the Supreme Court.

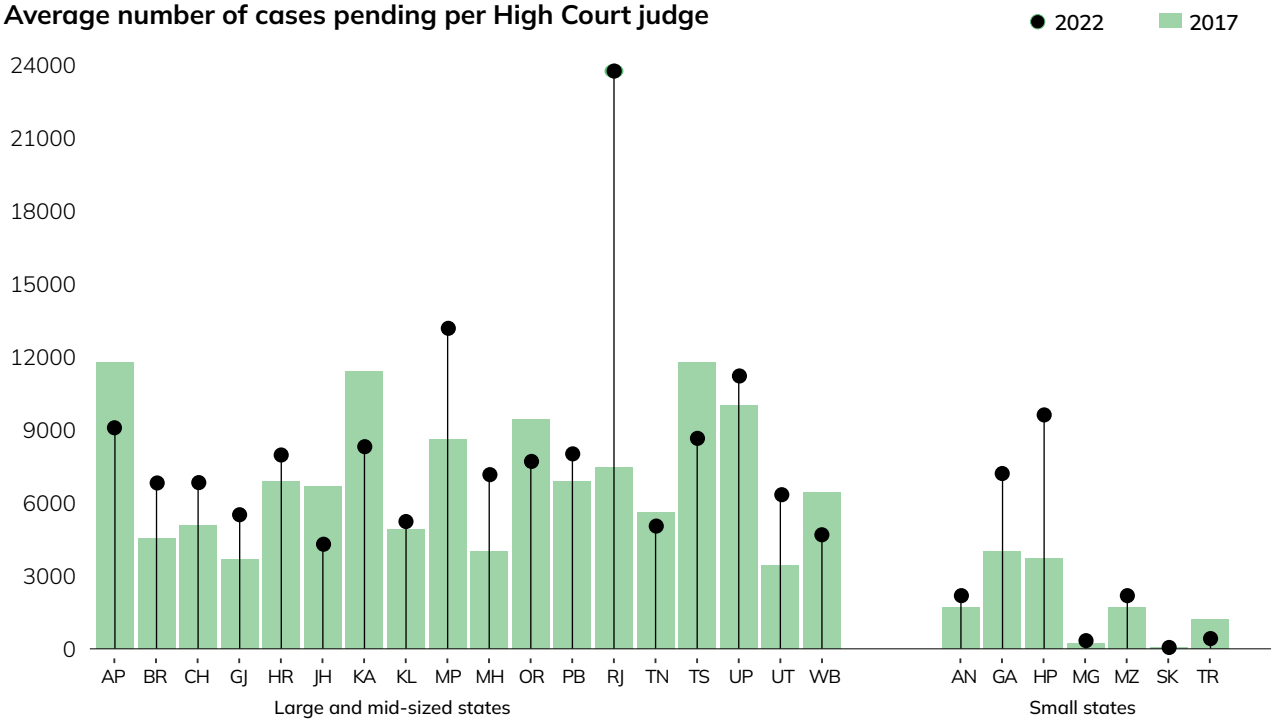
Figure 29: Cases pending per judge

Number of cases pending per judge is rising in most states over last 5 years while the sanctioned strength has remained more or less the same.

Cases pending per judge (subordinate courts)



5b. Average number of cases pending per High Court judge



Note: States that share a High Court have been assigned the same value.
Source: National Judicial Data Grid

At high court level, Uttar Pradesh has the highest average pendency; cases remain pending for an average of 11.34 years, and in West Bengal for 9.9 years. The lowest average high court pendency is in Tripura (1 years), Sikkim (1.9 years) and Meghalaya (2.1 years).

In 30 states/UTs[49] one in every four high court cases is pending for more than 5 years: Allahabad High Court being the highest (with 63.3 per cent) and Tripura (0.6 per cent) the lowest in this category. The number of cases a judge has to deal with has also steadily increased. Between 2018 and 2022, the caseload per judge increased in 22 states/UTs.[50]

In the district courts of 11 states/UTs[51] one in every four cases is pending for more than 5 years. The highest share of such cases in the country is in remote Andaman & Nicobar Islands (53 per cent), and the lowest in Sikkim (0.8 per cent). Among the large and mid-sized states, West Bengal has 48.4 per cent of such cases and Bihar 47.7 per cent.[52] Over five years (2018-2022), barring a very few jurisdictions,[53] judge caseloads have increased in all subordinate courts.[54]

The case clearance rate (CCR), or the number of cases disposed of in a year, measured against the number filed in that year is a common metric used to determine the rate at which cases are disposed of.[55] A CCR of more than 100% indicates that the number of pending cases is reducing. Between 2018-19 and 2022, the national average improved by six percentage points (88.5 per cent to 94.6 per cent) in high courts, but declined by 3.6 points in lower courts (93 per cent to 89.4 per cent).

Between 2018 and 2022, Tripura is the only state where the CCR in district courts remained above 100 per cent; with the exception of 2020, the year of the pandemic, when it dropped to 40 per cent. In Tripura High Court too, CCRs remained above 100 since 2019.

High courts increasingly appear to clear more cases annually than subordinate courts. In 2018-19 only 4 high courts[56] had a CCR of 100 per cent or more. In 2022 this more than doubled to 12 high courts.[57] The high courts of Kerala and Odisha have higher case clearance rates—156 per cent and 131 per cent respectively—while the high courts of Rajasthan (65 per cent) and Bombay (72 per cent) have the lowest case clearance rates. Over five years, the case clearance rate increased in 16 high courts[58] and decreased in 9.[59]

In 2022, only 9 states/UTs[60] could achieve a CCR rate of 100 per cent or more in their subordinate courts, compared to 10 states/UTs in 2018-19.[61] Uttar Pradesh has the lowest CCR, at 72 per cent, and Gujarat the highest at 117 per cent, among the large and mid-sized states. Over five years, 9 states/UTs[62] improved their case clearance rates, with the highest increase in Kerala which saw a jump of 5.12 percentage points. The case clearance rate decreased in 23 states/UTs,[63] with the highest decrease being in West Bengal at 13.67 percentage points.

Among the large and mid-sized states, Kerala & Punjab are the only states where courts at both levels could achieve case clearance rates of 100 per cent and more.

Over five years 9 high courts[64] showed an increase in clearance rates as well as pendency of cases. A similar trend was also seen in the subordinate courts of 9 states/UTs[65] where, irrespective of an increase in CCR, the number of cases pending have also increased.

49 Uttar Pradesh, West Bengal, A&N Islands, Madhya Pradesh, Kerala, Lakshadweep, Chandigarh, Punjab, Haryana, Telangana, Goa, Maharashtra, Andhra Pradesh, Odisha, Jharkhand, Bihar, Karnataka, Tamil Nadu, Puducherry, Gujarat, Rajasthan, Delhi, Chhattisgarh, Uttarakhand, Mizoram, Assam, Nagaland, Arunachal Pradesh, DNH & DD,Jammu & Kashmir, Ladakh.
50 Rajasthan, Himachal Pradesh, Uttarakhand, Goa, Maharashtra, Bihar, Madhya Pradesh, Gujarat, Delhi, Meghalaya, Chhattisgarh, Nagaland, Arunachal Pradesh, Mizoram, Assam, Chandigarh, Haryana, Punjab, Uttar Pradesh, Kerala, Lakshadweep, DNH & DD.
51 Andaman & Nicobar Islands,West Bengal, Bihar, Odisha,Meghalaya, Uttar Pradesh, Jharkhand, Maharashtra, Rajasthan, Puducherry, Nagaland.
52 The total pending cases in these states is 24 lakh and 32 lakh cases respectively.
53 Tripura, Meghalaya, Andaman & Nicobar Island and Jharkhand.
54 No data available for Lakshadweep and Arunachal Pradesh' subordinate courts.
55 DAKSH, *Deconstructing delay: Analysis of Delays in High courts and Subordinate Courts*. Available at: https://www.dakshindia.org/Daksh_Justice_in_India/19_chapter_01.xhtml
56 Jharkhand, Madras, Orissa , Manipur.
57 Sikkim, Madras, Jharkhand, Patna, Calcutta, Tripura, Orissa, Meghalaya, Jammu & Kashmir and Ladakh, Kerala, Punjab & Haryana, Telangana.
58 Gujarat, Madras, Tripura, Karnataka, Andhra Pradesh, Calcutta, Sikkim, Patna, Jharkhand, Manipur, Orissa, Meghalaya, Jammu & Kashmir and Ladakh, Telangana, Kerala, Punjab & Haryana.
59 Rajasthan, Uttarakhand, Bombay, Himachal Pradesh, Chhattisgarh, Allahabad, Gauhati, Delhi, Madhya Pradesh.
60 Punjab, Meghalaya, Manipur, Tripura, Mizoram, Goa, Kerala, Puducherry, Gujarat.
61 Chhattisgarh, Jharkhand, Lakshadweep, Meghalaya, Sikkim, Gujarat, Manipur, Arunachal Pradesh, Nagaland, Tripura.
62 Karnataka, Goa, Puducherry, Punjab, Odisha, Mizoram, Bihar, Telangana (3-year trend), Kerala.
63 West Bengal, Tripura, Nagaland, Assam, Chandigarh, Andaman & Nicobar Islands, Chhattisgarh, Uttar Pradesh, Delhi, Gujarat, Uttarakhand, Jharkhand, Himachal Pradesh, Maharashtra, Sikkim, Haryana, Tamil Nadu, Madhya Pradesh, Meghalaya, Andhra Pradesh (3-year trend), Manipur, Rajasthan, DNH&DD
64 Kerala, Telangana, Odisha, Andhra Pradesh, Meghalaya, Punjab & Haryana, Patna , Karnataka and Gujarat
65 Karnataka, Goa, Puducherry, Punjab, Odisha, Mizoram , Bihar, Telangana, Kerala

Figure 30: Case Clearance Rate

Of every 100 cases the courts receive in India in a year, how many do they dispose of? That, simply put, is the case clearance rate (CCR). If the courts clear less than 100 of every 100 cases received, the shortfall gets added to the backlog—and correspondingly adds to their pendency. In the last five years, most courts at the level of both subordinate courts and High Courts, have registered a CCR of less than 100%, especially during the Covid-19 pandemic, and thus added to their pendency.

Case clearance rate (%) Below 70% 70% to 100% Above 100%

		Case clearance rate (High Court)					Case clearance rate (Subordinate courts)				
	States/Union Territories	2018	2019	2020	2021	2022	2018	2019	2020	2021	2022
1	A&N Islands	85	110	83	111	121	88	91	117	317	76
2	Andhra Pradesh	69	54	74	69	73	96	90	68	66	90
3	Arunachal Pradesh	142	83	79	84	90	108	NA	NA	NA	NA
4	Assam	142	83	79	84	90	95	96	48	68	72
5	Bihar	90	86	88	57	113	73	73	47	67	93
6	Chandigarh	85	87	73	73	103	90	91	50	60	76
7	Chhattisgarh	90	87	78	86	77	105	95	66	81	89
8	D&N Haveli and Daman & Diu	87	83	69	69	72	96	106	69	96	97
9	Delhi	91	87	66	73	88	90	77	68	70	71
10	Goa	87	83	69	69	72	91	86	59	99	113
11	Gujarat	75	82	75	82	92	114	105	55	96	117
12	Haryana	85	87	73	73	103	88	83	52	72	82
13	Himachal Pradesh	83	61	53	79	80	94	92	58	90	95
14	Jammu & Kashmir and Ladakh	88	76	287	194	127	NA	NA	NA	NA	NA
15	Jammu & Kashmir	NA	NA	NA	NA	NA	99	87	64	85	74
16	Jharkhand	102	110	88	100	101	106	100	78	77	96
17	Karnataka	75	94	89	107	82	95	98	84	96	95
18	Kerala	85	94	76	107	156	97	95	39	100	113
19	Ladakh	NA	NA	NA	NA	NA	NA	85	77	90	81
20	Lakshadweep	85	94	76	107	156	96	NA	NA	NA	NA
21	Madhya Pradesh	82	81	75	80	84	98	89	62	78	91
22	Maharashtra	87	83	69	69	72	92	84	48	79	92
23	Manipur	132	130	66	83	99	115	98	89	82	103
24	Meghalaya	90	100	69	90	128	116	85	62	92	103
25	Mizoram	142	83	79	84	90	93	74	76	88	111
26	Nagaland	142	83	79	84	90	96	97	28	56	63
27	Odisha	101	114	73	82	131	64	69	42	67	90
28	Puducherry	106	99	93	98	107	98	91	80	102	114
29	Punjab	85	87	73	73	103	96	94	60	87	100
30	Rajasthan	82	86	59	71	65	94	93	70	81	96
31	Sikkim	78	111	96	138	111	109	99	92	92	97
32	Tamil Nadu	106	99	93	98	107	98	96	84	94	98
33	Telangana	69	64	58	70	103	96	81	49	71	95
34	Tripura	92	113	111	127	107	163	101	40	107	104
35	Uttar Pradesh	91	94	72	82	96	85	81	66	69	72
36	Uttarakhand	83	93	88	83	81	93	120	60	80	86
37	West Bengal	85	110	83	111	121	87	89	66	63	80
38	**All India**	**88**	**108**	**77**	**83**	**95**	**93**	**89**	**62**	**80**	**89**

Note: States that share a High Court have been assigned the same value.
Source: National Judicial Data Grid

Gram Nyayalayas: An Unrealised Vision

As early as 1986,[66] Gram Nyayalayas were envisaged to make justice delivery more accessible and affordable for communities where they lived. The Gram Nyayalaya Act came into effect in 2009. However, after more than a decade, Gram Nyayalayas are yet to take off as a useful localised forum for dispute resolution. Only 15 states have notified them. As of 24 January 2023, there are 476 notified Gram Nyayalayas, of which only 264 are operational.[67] Reviewing the causes for the slow growth of these institutions, the Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice[68] mentioned the main challenges as being: the non-obligatory nature of setting them up by state governments, lack of basic infrastructure, vacancies of independent 'nyayadhikaris' or adjudicators, a lack of mobile courts, and the general reluctance of police and other functionaries to appear before them.

Setting up a Gram Nyayalaya is the primary responsibility of a state government in consultation with the state's high court. As a hand holding exercise, the central government provides Rs. 27.60 lakh[69] per Gram Nyayalaya and up to Rs. 3.2 lakh per year for three years after its operationalisation, after which state governments must bear the cost of provisioning these institutions. A total of Rs 8,340 lakh has been released by the Department of Justice for Gram Nayayalas since the inception of the scheme, of which Madhya Pradesh has received the maximum amount or Rs. 2,456 lakh, and Karnataka, Goa, Punjab and Haryana have only received Rs. 25 lakh each. In 2021-22, Odisha, with 19 operational Gram Nyayalayas received Rs. 107 lakh and Telangana with zero operational Gram Nayalayas (55 notified) received Rs. 693 lakh.

As of 24 January 2023, of the total 2.16 lakh cases received (civil and criminal), just 6289 had been disposed of. A natural progression of this trend suggests that without much more manpower, finances, and regular functioning, these institutions will soon be overwhelmed and unable to fulfil their purpose as a means of doorstep justice to reduce the burden on subordinate and high courts.

Leah Verghese, DAKSH
Sandhya R, DAKSH
Smita Mutt, DAKSH;
Dr. Rehana Manzoor, India Justice Report;
Lakhwinder Kaur, India Justice Report;
Apoorva, Vidhi Centre for Legal Policy;
Deepika Kinhal, Vidhi Centre for Legal Policy

66 Law Commission of India, *One hundred and fourteenth report, 1986*. Available at: :https://cdnbbsr.s3waas.gov.in/s3ca0daec69b5adc880fb464895726dbdf/uploads/2022/08/2022080883.pdf
67 Department of Justice, Dashboard. Available at: https://dashboard.doj.gov.in/gn/operational_gram_nyayalaya
68 Ministry of Law and Justice, *123rd Report by Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice*, 2022. Available at: https://rajyasabha.nic.in/rsnew/Committee_site/Committee_File/ReportFile/18/171/123_2022_12_14.pdf
69 Rs. 18 lakh (Rs. 10 lakh for office building + Rs. 5 lakh for vehicle + Rs. 3 lakh for furnishing the office).

Table 5: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Best
Middle
Worst

	Rank in cluster			IJR 3 Score (out of 10)	Indicators improved on (out of 13)[1]	Theme	Budgets	Human Resources
						Indicator	Per capita spend on judiciary (Rs, 2020-21)	Population per High Court judge (Number, Dec 2022)[2]
	IJR 1 2019	IJR 2 2020	IJR 3 2022			Scoring guide	Higher, the better	Lower, the better
National average							146	1,765,760
Large and mid-sized states								
Andhra Pradesh	13	14	11	5.21	7		145	1,765,733
Bihar	18	18	16	4.03	8		83	3,674,088
Chhattisgarh	12	4	6	6.16	5		99	2,131,143
Gujarat	7	8	9	5.54	8		139	2,523,143
Haryana	3	7	14	4.72	6		270	933,333
Jharkhand	14	9	7	6.14	9		115	1,855,667
Karnataka	16	12	2	6.79	5		193	1,372,816
Kerala	5	3	4	6.38	8		233	964,892
Madhya Pradesh	6	11	10	5.40	6		129	2,759,613
Maharashtra	4	5	12	5.16	4		172	1,941,636
Odisha	9	15	13	5.06	9		118	2,007,364
Punjab	2	2	3	6.55	10		251	933,333
Rajasthan	8	10	17	4.01	4		147	3,082,808
Tamil Nadu	1	1	1	6.96	8		165	1,448,870
Telangana	11	6	5	6.34	9		157	1,148,697
Uttar Pradesh	17	17	15	4.05	9		104	2,332,970
Uttarakhand	15	13	8	5.63	6		193	1,645,429
West Bengal	10	16	18	3.46	6		75	1,833,444
Small states								
Arunachal Pradesh	7	5	4	4.21	6		199	1,681,917
Goa	2	4	7	3.03	4		498	1,941,636
Himachal Pradesh	3	2	6	3.17	7		278	743,100
Meghalaya	4	7	5	3.79	9		192	1,106,000
Mizoram	5	3	3	4.29	6		298	1,681,917
Sikkim	1	1	1	6.06	5		635	227,667
Tripura	6	6	2	5.54	7		238	1,369,667
Unranked states								
Assam	Not ranked				8		99	1,681,917
Manipur	Not ranked				4		150	1,064,667
Nagaland	Not ranked				4		187	1,681,917
Union Territories								
A&N Islands	Not ranked				7		337	1,833,444
Chandigarh	Not ranked				7		517	933,333
DNH & DD	Not ranked				NA		50	1,941,636
Delhi	Not ranked				7		581	465,889
Jammu & Kashmir	Not ranked				NA		190	920,267
Ladakh	Not ranked				NA		313	920,267
Lakshadweep	Not ranked				6		302	964,892
Puducherry	Not ranked				6		152	1,448,870

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. Sub. court: subordinate court. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year. viii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. ix. States and UTs that share a High Court have been assigned identical values for High Court indicators. These are Assam, Arunachal Pradesh Mizoram and Nagaland; Kerala and Lakshadweep; Maharashtra, Goa, D&N Haveli & Daman & Diu; Punjab, Haryana and Chandigarh; Tamil Nadu and Puducherry; West Bengal and Andaman & Nicobar Islands; Jammu & Kashmir and Ladakh.

1. Count of indicators on which a state has improved over IJR 2. Only non-trend indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. D&NH/D&D, J&K and Ladakh values are not comparable with IJR 2, and so have not been considered. 2. Population of states and UTs that share a High Court has been combined. Hence, they show an identical value.

Table 5: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme		Human Resources				Diversity	
Indicator		Population per sub. court judge (Number, Jul 2022)	High Court judge vacancy (%, Dec 2022)	Sub. court judge vacancy (%, Jul 2022)	High Court staff vacancy (%, 2021-22)	Women judges (High Court) (%, Dec 2022)	Women judges (sub. court) (%, Jul 2022)
Scoring guide		Lower, the better	Lower, the better	Lower, the better	Lower, the better	Higher, the better	Higher, the better
National average		71,224	29.8	21.7	25.6	13.1	35.1
Large and mid-sized states							
Andhra Pradesh		109,673 ●	18.9	20.4	51.2	6.7	46.2
Bihar		92,259	35.8	30.7	52.8 ●	0.0 ●	24.2
Chhattisgarh		67,964	36.4	8.9 ●	32.6	7.1	41.7
Gujarat		60,280	46.2	23.0	24.3	21.4	19.5 ●
Haryana		63,367	22.4	39.0 ●	23.1	19.7	38.4
Jharkhand		66,842	16.0 ●	13.6	16.9	4.8	23.0
Karnataka		63,162	21.0	21.9	26.0	10.2	33.6
Kerala		74,546	21.3	16.0	17.3	16.2	43.1
Madhya Pradesh		55,587	41.5	23.8	14.6	9.7	34.8
Maharashtra		64,645	29.8	11.4	11.3 ●	12.1	30.8
Odisha		56,983	33.3	20.7	28.5	4.5	44.4
Punjab		50,892	22.4	13.3	23.1	19.7	45.8
Rajasthan		63,513	48.0 ●	20.1	37.0	7.7	40.2
Tamil Nadu		71,351	28.0	19.2	13.7	20.4	39.9
Telangana		92,231	21.4	19.7	33.8	27.3 ●	52.8 ●
Uttar Pradesh		93,021	37.5	31.0	21.1	7.0	31.7
Uttarakhand		42,502 ●	36.4	9.4	21.1	0.0 ●	39.1
West Bengal		107,412	25.0	9.5	31.5	14.8	35.9
Small states							
Arunachal Pradesh		44,229	0.0 ●	14.6	7.9	16.7	34.3
Goa		39,175	29.8	20.0	11.3	12.1	70.0 ●
Himachal Pradesh		45,870	41.2 ●	7.4 ●	15.0 ●	20.0	34.0 ●
Meghalaya		65,059 ●	25.0	48.5 ●	13.2	0.0 ●	62.7
Mizoram		29,927 ●	0.0 ●	36.9	7.9	16.7	51.2
Sikkim		32,524	0.0 ●	25.0	11.5	33.3 ●	52.4[4]
Tripura		37,697	40.0	10.7	5.3 ●	0.0 ●	34.9
Unranked states							
Assam		82,274	0.0	11.2	7.0	16.7	47.0
Manipur		76,048	40.0	28.8	20.2	0.0	45.2
Nagaland		92,208	0.0	29.4	7.0	16.7	62.5
Union Territories							
A&N Islands		30,923	25.0	NA[3]	31.5	14.8	0.0
Chandigarh		40,633	22.4	0.0	23.1	19.7	36.7
DNH & DD		195,000	29.8	14.3	11.3	12.1	0.0
Delhi		30,695	25.0	22.7	37.1	22.2	41.1
Jammu & Kashmir		57,225	11.8	24.8	17.4	13.3	29.2
Ladakh		33,222	11.8	47.1	17.4	13.3	33.3
Lakshadweep		34,000	21.3	33.3	17.3	16.2	0.0
Puducherry		146,182	28.0	57.7	13.7	20.4	45.5

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

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3. Parliament question shows 0 sanctioned and 13 actual subordinate court judges. 4. Data taken from Department of Justice website.

Table 5: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme		Diversity			Infrastructure	Workload
		NEW	NEW	NEW		NEW
Indicator		SC judges, actual to reserved (sub. court) (%, Jul 2022)	ST judges, actual to reserved (sub. court) (%, Jul 2022)	OBC judges, actual to reserved (sub. court) (%, Jul 2022)	Courthall shortfall (%, Aug 2022)	Cases pending (5-10 years) (High Court) (%, Jan 2023)
Scoring guide		Higher, the better	Higher, the better	Higher, the better	Lower, the better	Lower, the better
National average		NA	NA	NA	14.7	24.18
Large and mid-sized states						
Andhra Pradesh		91	69	119	-4.0	28.40
Bihar		68	77	51	20.2	25.04
Chhattisgarh		128 ●	79	123	2.7	26.79
Gujarat		108	2	55	1.1	25.09
Haryana		56	NA[8]	33	27.7 ●	26.48
Jharkhand		39	35	36	4.6	21.90
Karnataka		85	66	75	14.3	21.81
Kerala		79	9	106	5.8	36.90 ●
Madhya Pradesh		73	56	90	24.0	28.87
Maharashtra		80	5	120	-7.3 ●	23.14
Odisha		11	0 ●	48	16.9	25.25
Punjab		83	0 ●	99.95	14.9	26.48
Rajasthan		63	58	94	15.9	19.97
Tamil Nadu		93	68	122	9.3	18.62 ●
Telangana		82	117	125 ●	-3.1	32.28
Uttar Pradesh		64	45	83	25.4	23.20
Uttarakhand		83	125 ●	96	21.1	24.18
West Bengal		0 ●	0 ●	0 ●	17.6	23.59
Small states						
Arunachal Pradesh		NA[5]	104 ●	NA[12]	36.6	23.55 ●
Goa		0 ●	33 ●	15 ●	-6.0 ●	23.14
Himachal Pradesh		57	91	38	13.7	16.60
Meghalaya		NA[6]	57	NA[13]	46.5 ●	9.23
Mizoram		NA[5]	NA[9]	NA[14]	35.4	23.55 ●
Sikkim		0 ●	66	116 ●	28.6	7.36
Tripura		63 ●	61	NA[14]	32.8	0.56 ●
Unranked states						
Assam		65	52	0	13.4	23.55
Manipur		254	71	70	33.9	11.59
Nagaland		NA[5]	76[10]	0	11.8	23.55
Union Territories						
A&N Islands		NA[7]	NA[11]	NA[15]	NA[3]	23.59
Chandigarh		74	NA[8]	25	-3.3	26.48
DNH & DD		0	0	244	-14.3	23.14
Delhi		54	12	0	32.5	21.66
Jammu & Kashmir		67	60	NA[16]	38.2	28.34
Ladakh		588	78	NA[14]	47.1	28.34
Lakshadweep		NA[5]	74	NA[14]	0.0	36.90
Puducherry		0	0	93	-38.5	18.62

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. Sub. court: subordinate court. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year. viii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. ix. States and UTs that share a High Court have been assigned identical values for High Court indicators. These are Assam, Arunachal Pradesh Mizoram and Nagaland; Kerala and Lakshadweep; Maharashtra, Goa, D&N Haveli & Daman & Diu; Punjab, Haryana and Chandigarh; Tamil Nadu and Puducherry; West Bengal and Andaman & Nicobar Islands; Jammu & Kashmir and Ladakh.

3. Parliament question shows 0 sanctioned and 13 actual subordinate court judges. 5. No SC reservation and no SC Judges. 6. No specific reservation approved for SCs. 7. SC reservation data not available. 8. No ST reservation and no ST Judges. 9. No ST reservation. 10. ST judges data from Department of Justice website. 11. No ST judges. 12. No OBC reservation. 13. No specific reservation approved for OBCs. 14. No OBC reservation and no OBC Judges. 15. No OBC judges. 16. No OBC category given.

Table 5: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme			Workload			
Indicator	NEW Cases pending (10+ years) (High Court) (%, Jan 2023)	Cases pending (5-10 years) (sub. court) (%, Jan 2023)	Cases pending (10+ years) (sub. court) (%, Jan 2023)	Average High Court pendency (Years, Feb 2022)	Case clearance rate (High Court) (%, 2022)
Scoring guide	Lower, the better	Lower, the better	Lower, the better	Lower, the better	Higher, the better
National average	24.07	19.09	9.73	NA	95
Large and mid-sized states					
Andhra Pradesh	20.47	11.65	1.33	7.48	73
Bihar	15.77	28.45	19.29	4.96	113
Chhattisgarh	6.46 ●	10.12	0.36	4.08	77
Gujarat	13.60	13.43	7.54	4.90	92
Haryana	24.80	6.84	0.24 ●	6.75	103
Jharkhand	20.00	23.66	6.02	6.60	101
Karnataka	18.95	16.51	3.09	5.23	82
Kerala	15.21	18.47	1.03	6.50	156 ●
Madhya Pradesh	27.08	16.84	1.01	NA[18]	84
Maharashtra	25.76	20.64	8.41	NA[18]	72
Odisha	21.75	25.83	16.51	6.05	131
Punjab	24.80	5.78 ●	0.31	6.75	103
Rajasthan	17.22	22.10	4.87	5.46	65 ●
Tamil Nadu	21.95	16.80	4.32	6.38	107
Telangana	18.01	13.72	1.48	6.85	103
Uttar Pradesh	40.07 ●	19.16	16.35	11.34 ●	96
Uttarakhand	6.72	11.07	1.97	3.58 ●	81
West Bengal	39.46	28.64 ●	19.73 ●	9.89	121
Small states					
Arunachal Pradesh	4.27	NA[17]	NA[17]	3.61 ●	90
Goa	25.76 ●	18.54	5.38	NA[18]	72 ●
Himachal Pradesh	4.37	12.44	1.16	3.10	80
Meghalaya	0.09	26.85 ●	10.49 ●	2.09	128 ●
Mizoram	4.27	9.94	2.24	3.61 ●	90
Sikkim	0.61	0.65 ●	0.16 ●	1.85	111
Tripura	0.00 ●	7.52	3.73	0.99 ●	107
Unranked states					
Assam	4.27	12.69	1.61	3.61	90
Manipur	10.40	16.90	2.75	3.38	99
Nagaland	4.27	20.97	5.70	3.61	90
Union Territories					
A&N Islands	39.46	39.69	13.23	9.89	121
Chandigarh	24.80	5.72	0.26	6.75	103
DNH & DD	25.76	18.03	3.91	NA[18]	72
Delhi	13.83	14.17	1.35	NA[18]	88
Jammu & Kashmir	15.52	18.14	4.31	5.71	127
Ladakh	15.52	6.76	0.35	5.71	127
Lakshadweep	15.21	NA[17]	NA[17]	6.50	156
Puducherry	21.95	20.54	6.34	6.38	107

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. Sub. court: subordinate court. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year. viii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. ix. States and UTs that share a High Court have been assigned identical values for High Court indicators. These are Assam, Arunachal Pradesh Mizoram and Nagaland; Kerala and Lakshadweep; Maharashtra, Goa, D&N Haveli & Daman & Diu; Punjab, Haryana and Chandigarh; Tamil Nadu and Puducherry; West Bengal and Andaman & Nicobar Islands; Jammu & Kashmir and Ladakh.

17. Data not available on National Judicial Data Grid. 18. Data could not be computed.

Table 5: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme	Workload	Trends			
Indicator	Case clearance rate (sub. court) (%, 2022)	Cases pending (per High Court judge) (%, CY '18-'22)	Cases pending (per sub. court judge) (%, CY '18-'22)[20]	Total cases pending (High Court) (%, CY '18-'22)	Total cases pending (sub. court) (%, CY '18-'22)[20]
Scoring guide	Higher, the better	Lower, the better	Lower, the better	Lower, the better	Lower, the better
National average	89	1.7	5.8	3.6	8.4
Large and mid-sized states					
Andhra Pradesh[19]	90	-14.0	17.5	7.2	14.0
Bihar	93	12.2	1.6	8.4	7.7
Chhattisgarh	89	6.6	2.9	8.9	8.1
Gujarat	117 ●	8.6	0.4	7.6	0.9 ●
Haryana	82	3.6	19.4 ●	4.4	18.3 ●
Jharkhand	96	-7.3	-0.01 ●	-0.6	6.5
Karnataka	95	-5.4	3.6	3.3	5.2
Kerala	113	1.4	4.3	2.3	5.6
Madhya Pradesh	91	9.4	5.5	6.9	8.8
Maharashtra	92	12.6	11.2	9.4	8.2
Odisha	90	-1.1	3.8	0.2	7.2
Punjab	100	3.6	8.2	4.4	10.6
Rajasthan	96	31.3 ●	4.6	20.8 ●	7.1
Tamil Nadu	98	-1.5	2.4	-0.7	5.5
Telangana[19]	95	-15.5 ●	9.0	5.0	16.1
Uttar Pradesh	72 ●	2.5	5.7	3.2	11.5
Uttarakhand	86	14.4	5.8	7.8	9.7
West Bengal	80	-4.7	7.4	-1.0 ●	3.3
Small states					
Arunachal Pradesh	NA[17]	4.8	NA[17]	10.0	NA[17]
Goa	113 ●	12.6	11.5	9.4	7.5
Himachal Pradesh	95 ●	21.3 ●	13.5 ●	24.7 ●	15.8 ●
Meghalaya	103	7.5	-2.4	6.7	2.7
Mizoram	111	4.8	12.8	10.0	10.3
Sikkim	97	-7.2	3.4	-4.2	6.4
Tripura	104	-21.4 ●	-10.5 ●	-10.2 ●	-4.6 ●
Unranked states					
Assam	72	4.8	8.5	10.0	12.4
Manipur	103	-3.0	5.6	-0.1	6.7
Nagaland	63	4.8	4.2	10.0	5.8
Union Territories					
A&N Islands	76	-4.7	-1.3	-1.0	2.4
Chandigarh	76	3.6	17.7	4.4	17.4
DNH & DD	97	12.6	7.7	9.4	4.3
Delhi	71	8.3	6.2	8.6	13.4
Jammu & Kashmir	74	-13.2	NA[21]	-8.8	NA[21]
Ladakh	81	-13.2	NA[21]	-8.8	NA[21]
Lakshadweep	NA[17]	1.4	NA[17]	2.3	NA[17]
Puducherry	114	-1.5	3.8	-0.7	1.8

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. Sub. court: subordinate court. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year. viii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. ix. States and UTs that share a High Court have been assigned identical values for High Court indicators. These are Assam, Arunachal Pradesh Mizoram and Nagaland; Kerala and Lakshadweep; Maharashtra, Goa, D&N Haveli & Daman & Diu; Punjab, Haryana and Chandigarh; Tamil Nadu and Puducherry; West Bengal and Andaman & Nicobar Islands; Jammu & Kashmir and Ladakh.

17. Data not available on National Judicial Data Grid. 19. Separate data for Andhra Pradesh and Telangana was not available for all 5 years considered for trend indicators. Hence, a 3-year trend has been computed for them. 20. Separate data for judges not available for Andaman & Nicobar Islands and West Bengal for all 5 years considered. Hence, a 3-year trend has been computed. 21. Jammu & Kashmir and Ladakh are not included in this indicator as their 5-year data was not available separately.

Table 5: Indicator-wise data, state scores and ranks

Trends

Best in cluster / Worst in cluster	Theme					
	Indicator	Judge vacancy (High Court) (pp, CY '18-'22)	Judge vacancy (sub. court) (pp, CY '18-'22)[20]	Case clearance rate (High Court) (pp, CY '18-'22)	Case clearance rate (sub. court) (pp, CY '18-'22)	Difference in spend: judiciary vs state (pp, FY '17-'21)
	Scoring guide	Lower, the better	Lower, the better	Higher, the better	Higher, the better	Higher, the better
National average		-0.99	-0.66	1.03	-1.65	0.94
Large and mid-sized states						
Andhra Pradesh		-12.01 ●	3.01	6.23	-0.23	-0.97
Bihar		0.35	-2.99	4.48	2.98	1.83
Chhattisgarh		-1.44	-1.38	-2.53	-3.46	0.30
Gujarat		0.51	-0.40	1.08	-1.43	0.16
Haryana		-0.75	3.18 ●	4.93	-0.68	1.40
Jharkhand		-5.47	-4.80 ●	3.02	-1.12	-0.55
Karnataka		-5.65	-0.64	2.72	0.18	8.24 ●
Kerala		-0.71	0.10	13.56 ●	5.12 ●	-3.59
Madhya Pradesh		1.19	-2.43	-0.52	-0.61	1.25
Maharashtra		1.83	1.72	-3.20	-0.85	-0.57
Odisha		-0.22	-0.60	6.34	2.35	0.65
Punjab		-0.75	-1.38	4.93	1.79	-3.32
Rajasthan		3.37 ●	2.33	-5.78 ●	-0.07	4.19
Tamil Nadu		-0.82	0.23	1.67	-0.62	-1.08
Telangana		-4.53	0.20	13.03	4.85	-5.20 ●
Uttar Pradesh		-0.53	-2.22	-1.38	-3.30	4.96
Uttarakhand		3.33	-2.32	-5.69	-1.39	1.20
West Bengal		-2.92	0.00	5.20	-13.67 ●	1.40
Small states						
Arunachal Pradesh		-4.24	-4.93 ●	-1.37	NA[17]	10.57 ●
Goa		1.83 ●	0.49	-3.20 ●	0.76	1.97
Himachal Pradesh		-0.15	0.10	-2.71	-1.06	-0.79
Meghalaya		-0.42	-2.26	5.53	-0.26	5.30
Mizoram		-4.24	1.99 ●	-1.37	2.87 ●	-0.36
Sikkim		-2.78	0.65	5.73 ●	-0.77	-2.83 ●
Tripura		-6.42 ●	-3.66	0.25	-5.53 ●	8.81
Unranked states						
Assam		-4.24	-1.32	-1.37	-4.41	-1.69
Manipur		-4.00	2.09	4.32	-0.17	0.13
Nagaland		-4.24	-1.18	-1.37	-5.39	2.01
Union Territories						
A&N Islands		-2.92	NA[22]	5.20	-3.61	8.17
Chandigarh		-0.75	0.00	4.93	-4.32	-1.15
DNH & DD		1.83	6.67	-3.20	-1.89	12.62
Delhi		-1.06	-3.39	-1.34	-3.11	6.32
Jammu & Kashmir		-5.20	NA[21]	8.11	NA[21]	NA[21]
Ladakh		-5.20	NA[21]	8.11	NA[21]	NA[21]
Lakshadweep		-0.71	NA[17]	13.56	NA[17]	0.91
Puducherry		-0.82	0.77	1.67	1.15	3.58

Data sources: Court News, Supreme Court of India; National Judicial Data Grid; eCourts Services; Websites of High Courts; Approaches to Justice in India: A Report by DAKSH; Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Open Budgets India; Department of Justice.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. Sub. court: subordinate court. v. pp: percentage points (the difference between two percentages). vi. NA: Not available. vii. CY: Calendar year; FY: Financial year. viii. SC: Scheduled castes; ST: Scheduled tribes; OBC: Other backward classes. ix. States and UTs that share a High Court have been assigned identical values for High Court indicators. These are Assam, Arunachal Pradesh Mizoram and Nagaland; Kerala and Lakshadweep; Maharashtra, Goa, D&N Haveli & Daman & Diu; Punjab, Haryana and Chandigarh; Tamil Nadu and Puducherry; West Bengal and Andaman & Nicobar Islands; Jammu & Kashmir and Ladakh.

17. Data not available on National Judicial Data Grid. 20. Separate data for judges not available for Andaman & Nicobar Islands and West Bengal for all 5 years considered. Hence, a 3-year trend has been computed. 21. Jammu & Kashmir and Ladakh are not included in this indicator as their 5-year data was not available separately. 22. Data shows 0 sanctioned subordinate court judges for last 4 years.

Legal Aid

Legal Aid Ranking

Color guide

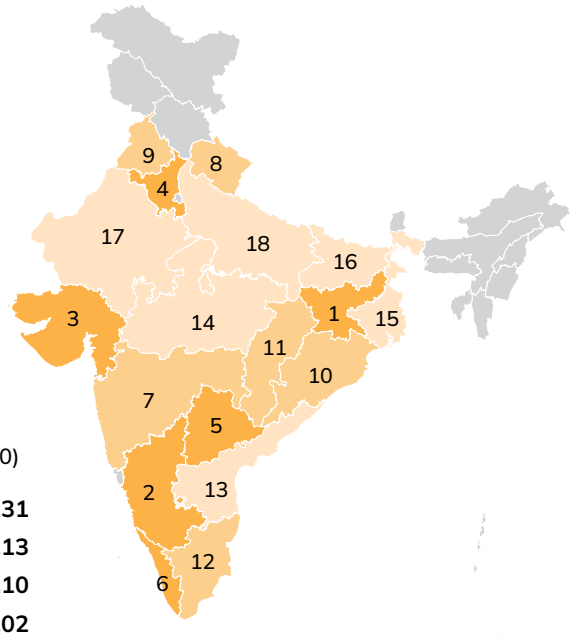
Best | Middle | Worst

Indicators (in IJR 3) **15**

Clusters

I. 18 large and mid-sized states (population above 10 million)

II. 7 small-sized states (population up to 10 million)



Map 15: Large and mid-sized states

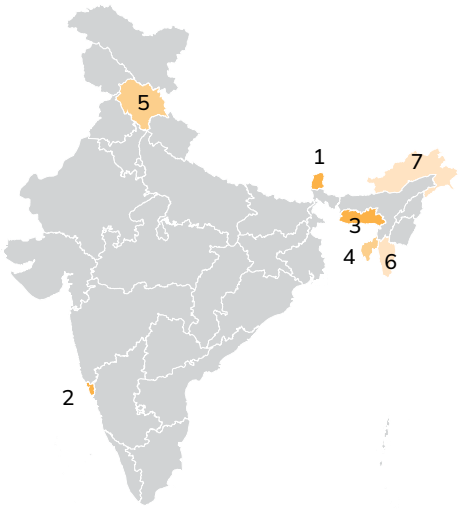
Rank (out of 18)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
14	4	1	Jharkhand	6.31
7	16	2	Karnataka	6.13
6	9	3	Gujarat	6.10
2	5	4	Haryana	6.02
4	6	5	Telangana	5.92
1	7	6	Kerala	5.85
5	1	7	Maharashtra	5.73
17	10	8	Uttarakhand	5.63
3	3	9	Punjab	5.59
15	8	10	Odisha	5.44
8	15	11	Chhattisgarh	5.33
12	11	12	Tamil Nadu	5.32
10	14	13	Andhra Pradesh	5.27
9	12	14	Madhya Pradesh	5.01
13	17	15	West Bengal	4.88
16	2	16	Bihar	4.41
11	13	17	Rajasthan	4.36
18	18	18	Uttar Pradesh	3.24

Map 16: Small states

Rank (out of 7)

IJR 1 2019	IJR 2 2020	NEW IJR 3 2022	State	Score (out of 10)
1	1	1	Sikkim	4.96
6	6	2	Goa	4.41
5	3	3	Meghalaya	4.15
7	5	4	Tripura	3.70
4	7	5	Himachal Pradesh	3.62
3	2	6	Mizoram	3.33
2	4	7	Arunachal Pradesh	3.10

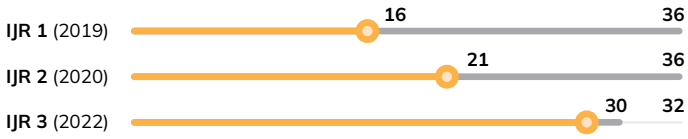


PUSHING EXPECTATIONS

Total states*

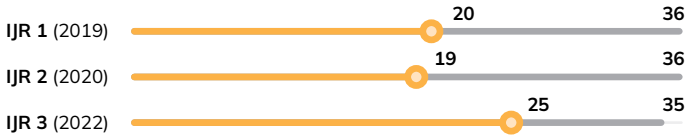
State budgets

Number of states/UTs contributing above 50% to their legal aid budget.



Women

Number of states/UTs where the share of women among panel lawyers is above 20%.

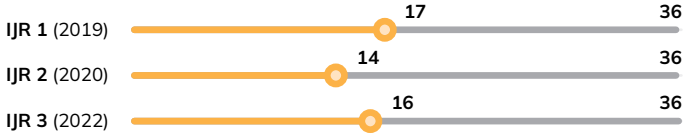


Rural coverage

Number of states/UTs where the average number of villages covered by a legal aid clinic is less than 150.

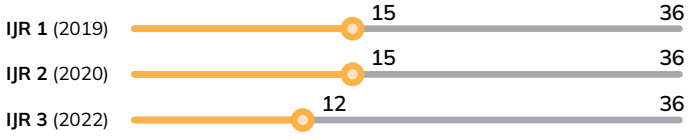
Infrastructure

Number of states/UTs where at least one legal service clinic serves one jail.



Dispute resolution

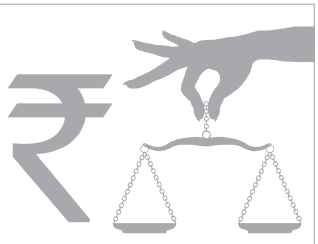
Number of states/UTs where Lok Adalats settled more than 50% of the pre-litigation cases they took up.



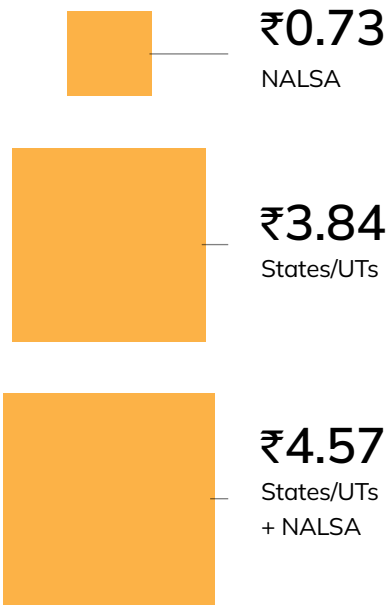
* Number of states/UTs (out of 36) for which data was available.

Budgets

No state/UT used up its entire state budget allocation for legal aid.



Per capita spend on legal aid



Budget data for 2020-21, population data for March 2021

Rural coverage

The average number of villages serviced by a legal service clinic **increased from 42 to 127.**

Undertrial review committee

Of the **42,486 inmates** recommended by UTRCs for bail in 2021, **only 39% were released.**

Chapter 4

Legal Aid: Justice for All, a Distant Dream

Nearly 5.1 billion people across the world lack meaningful access to justice.[1]

Introduction

It is widely acknowledged that free legal aid is an essential element of a functioning criminal justice system based on the rule of law.[2] Free and easily accessed legal aid—whether it is representation, counselling, mediation, raising awareness or referrals—enables the ideal of equal access to justice for all to become a reality.

The third IJR adds two new indicators on budgets and the presence of front offices in District Legal Services Authorities (DLSAs) and finds major shifts in positions in both large and small states since 2020, due mainly to improvements in budget utilisation, case disposals by Lok Adalats, and gender diversity.

Jharkhand, demonstrated consistent improvements, from fourteenth in 2019 and fourth in 2020, ranks first this year. Improving on allocation of budgets by the state and representation of women among panel lawyers and paralegal volunteers, Karnataka climbed 14 places, the highest jump among the large and mid-sized states, to rank second. Gujarat ranked sixth in 2019 and ninth in 2020, and came in third this year. Elsewhere, Maharashtra fell six spots from first in 2020 to seventh, primarily due to a decline in the number of legal aid clinics and poor utilisation of funds. Bihar that had ranked second fell to the sixteenth position and Uttar Pradesh remained at eighteenth between 2019 and 2022.

Among small states, Sikkim rose from third in 2020 to first

Helping Hand

At a time of acute disarray (March to June 2020), legal aid institutions augmented their traditional canvas of work beyond the legal to play a crucial role in providing both legal and humanitarian assistance, impacting more than 71 lakh beneficiaries, in this four-month period.[3] DLSAs also coordinated with prisons and the judiciary to release 42,772 undertrials and 16,391 convicts on interim bail and parole. They also facilitated food, medicine and the transit of the flood of migrants travelling homewards.[4]

COVID-19 and Undertrial Review Committees (UTRCs)

The Commonwealth Human Rights Initiative's study on the functioning of UTRCs in 18 State Legal Aid Authorities between April and June 2020 shows that UTRCs were formed in only 231 of 284 districts. Only 78% of them met weekly. Four states—Manipur, Meghalaya, Mizoram and Nagaland—held less than half of the mandated meetings.[5]

1 Pathfinders for Peaceful, Just and Inclusive Societies, Justice for All - The Report of the Task Force on Justice; April 2019. Available at: https://www.hiil.org/wp-content/uploads/2019/06/Justice-for-All-report-1.pdf
2 Principle 1, UN Principles and Guidelines for Access to Legal Aid in Criminal Justice Systems, 2012.
3 Commonwealth Human Rights Initiative, Responding to the Pandemic: Documenting Services by Legal Services Institutions, 2021. Available at: https://www.humanrightsinitiative.org/download/CHRI%20Responding%20to%20the%20Pandemic%20Vol%20I.pdf
4 NALSA's Statistical Snapshot, 2020. Available at: https://nalsa.gov.in/library/statistical-snapshot/statistical-snapshot-2020
5 Commonwealth Human Rights Initiative, Study on Functioning of Undertrial Review Committees (from April to June 2020). Available at: https://www.humanrightsinitiative.org/publication/study-on-functioning-of-undertrial-review-committees

in 2022 while Goa came in second after being in top spot in 2019 and 2020. Showing consistent improvements, Meghalaya moved from sixth in 2019, fifth in 2020 to third place this year, while Mizoram fell from second in 2019, fourth in 2020 to come in sixth this year. Arunachal Pradesh remained at the seventh position.

Human Resources

DLSA secretary vacancy (%, 31 Mar, 2022)

PLVs per lakh population (number, 30 Jun, 2022)

Sanctioned secretaries as % of DLSAs (%, 31 Mar, 2022)

'Legal aid providers' include lawyers (panel, retainer, remand), jail-visiting lawyers and, more recently, full-time offices of legal aid defence counsels. Paralegal volunteers deployed across the country act as a bridge between the community and legal service institutions. Their functions include spreading legal literacy, giving legal advice, and facilitating basic dispute resolution at the source itself.[6]

Vacancies among full-time secretaries: The availability of a full complement of staff remains a continuing challenge to the optimal delivery of legal aid and assistance. Each District Legal Aid Authority is required to be chaired by the district and sessions judge, with a judicial officer assigned as secretary, in addition to a cohort of support staff. In addition to administrative officers, each DLSA is also required to have empanelled lawyers and paralegal volunteers.

To ensure its smooth functioning, the need for the secretary to be full-time has been emphasised since 2012.[7] Sanctioning posts and deputing legal officers to legal aid authorities is the prerogative of the state government. By March 2022, the number of DLSAs increased from 669 in 2020 to 676.[8] But the number of sanctioned posts for full-time secretaries stood at 603—a deficit of 73. Against this sanctioned strength, only 533 full-time secretaries were appointed—a vacancy of 143 against the number of existing DLSAs.

Vacancies in 6 states/UTs saw an increase.[9] Eighteen states/UTs, including Bihar, Himachal Pradesh, Jharkhand, Maharashtra and Odisha, could boast full-time secretaries in all their districts.[10] But others fell short. Meghalaya (73 per cent), Tripura (60 per cent), Jammu & Kashmir (41 per cent), Madhya Pradesh (31 per cent), Uttar Pradesh (28 per cent) and Telangana (18 per cent) recorded the highest vacancies. Nine states/UTs had not sanctioned or appointed even a single full-time secretary.[11] Uttar Pradesh (71/74) sanctioned fewer DLSAs than its judicial districts, while Telangana (11/10), Arunachal Pradesh (25/7) and Mizoram (8/2) had more DLSAs than there are judicial districts.[12]

Lawyers and Paralegal Volunteers: Legal aid and assistance is delivered mainly through empanelled lawyers who may be asked to represent clients, render legal advice, visit prisons, or assist with Lok Adalats. As of June 2022, there are 50,316 lawyers across 36 states/UTs to provide free legal aid to those who might need it. This is a reduction from 59,591 in 2020[13] which is a drop of 16 per cent.

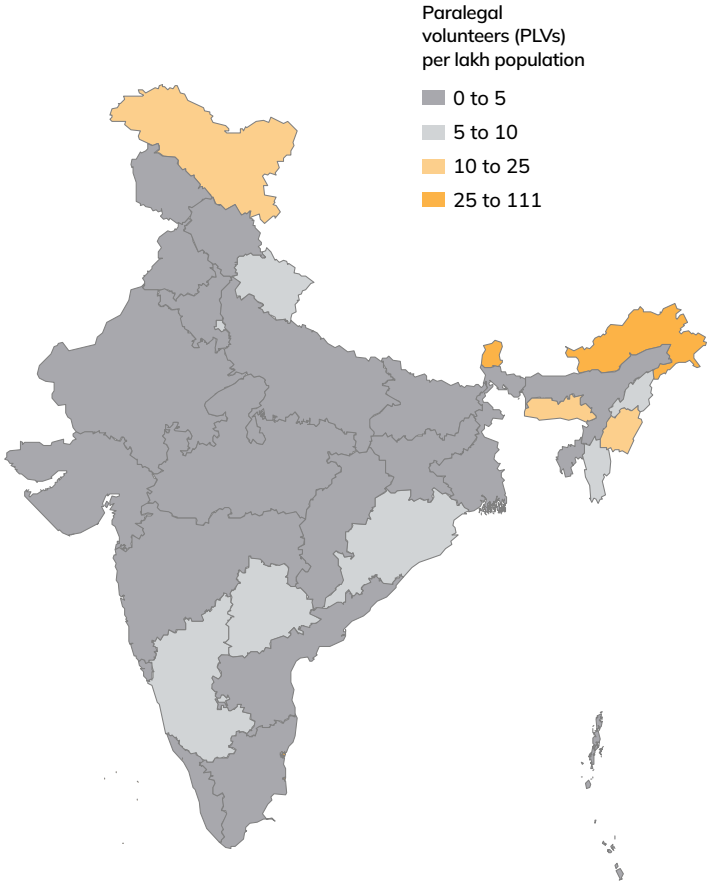
Although NALSA regulations[14] outline the process of empanelment, there exists no uniform policy that stipulates the number of lawyers to be appointed. However, some states/UTs have very large cohorts while others much fewer. Illustratively, Tamil Nadu with 32 districts had 4,438 lawyers empanelled across all legal service institutions, while Bihar with 37 districts and a larger population had only 2,129. Maharashtra has 5,461 empanelled lawyers, the highest in the country, while Uttar Pradesh, a much larger jurisdiction has only

6 NALSA (Free and Competent Legal Services) Regulations 2010, NALSA SOP on Representation of Persons in Custody 2011 and NALSA's Scheme for Paralegal Volunteers, 2009 which provide guidance on the appointment and functioning of these legal-aid providers.
7 Guidelines issued by the National Legal Services Authority for the State Legal Services Authorities, District Legal Services Authorities, Taluk Legal Services Committees and High Court Legal Services Committees. (In light of the working groups' discussions held at the National Judicial Academy on 17–19 December 2011).
8 Data on the number of District Legal Services Authority is from NALSA's State Profiles: Detailed representation of Data (up to 31 March 2022). Available at: https://nalsa.gov.in/library/state-profiles-2021-22
9 Madhya Pradesh, Manipur, Meghalaya, Tamil Nadu, Tripura and Uttar Pradesh.
10 Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Delhi, Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Maharashtra, Odisha, Punjab, Rajasthan, Uttarakhand and West Bengal.
11 Andaman & Nicobar Islands, Arunachal Pradesh, DNH & DD, Ladakh, Lakshadweep, Mizoram, Nagaland, Puducherry and Sikkim.
12 Data on the number of judicial districts in each state is from NALSA's State Profiles: Detailed representation of Data (up to 31 March 2022). Available at: https://nalsa.gov.in/library/state-profiles-2021-22
13 Figures for Andaman & Nicobar Islands and Lakshadweep are as of January 2019.
14 NALSA (Free and Competent Legal Services) Regulations, 2010.

Figure 31: Paralegal volunteers: mapping the numbers

Paralegal volunteers (PLVs) serve as the bridge between people and the legal aid system. Despite the NALSA benchmark of 50 active PLVs per DLSA, the distribution remains scattered. 26 of 36 states and Union Territories reduced the number of PLVs between 2020 and 2022.

	Paralegal volunteers (PLVs) per lakh population			Change between IJR 1 and IJR 3
	IJR 1 Jan 2019	IJR 2 Mar 2020	IJR 3 June 2022	
A&N Islands	25.2	25.2	0.0	↓
Andhra Pradesh	4.7	4.1	3.5	↓
Arunachal Pradesh	77.0	79.8	110.8	↑
Assam	2.6	3.2	2.8	↑
Bihar	4.2	3.2	3.6	↓
Chandigarh	2.9	2.7	3.1	↑
Chhattisgarh	13.8	8.4	4.9	↓
DNH & DD	NA	NA	3.4	
Delhi	7.6	4.2	5.3	↓
Goa	13.6	5.2	3.8	↓
Gujarat	4.8	4.8	4.0	↓
Haryana	6.1	4.9	4.4	↓
Himachal Pradesh	84.3	3.7	5.0	↓
Jammu & Kashmir	4.5	4.2	4.1	↓
Jharkhand	4.1	7.3	4.7	↑
Karnataka	4.9	3.2	6.3	↑
Kerala	7.4	7.4	4.9	↓
Ladakh	NA	NA	11.4	
Lakshadweep	69.8	69.8	82.4	↑
Madhya Pradesh	8.7	5.6	2.9	↓
Maharashtra	4.5	4.6	2.8	↓
Manipur	31.6	23.7	11.7	↓
Meghalaya	14.3	8.5	10.8	↓
Mizoram	28.7	18.1	7.3	↓
Nagaland	8.3	7.3	8.5	↑
Odisha	11.9	5.3	6.0	↓
Puducherry	21.3	26.8	25.2	↑
Punjab	7.2	5.4	3.8	↓
Rajasthan	6.1	1.8	1.8	↓
Sikkim	70.3	29.6	28.7	↓
Tamil Nadu	5.4	3.7	1.4	↓
Telangana	7.5	8.0	5.3	↓
Tripura	13.4	12.0	4.6	↓
Uttar Pradesh	1.6	1.0	1.2	↓
Uttarakhand	9.4	7.3	6.2	↓
West Bengal	2.0	2.0	1.3	↓



Source: National Legal Services Authority (NALSA)

2,405. Fourteen states/UTs[15] record a fall in the numbers of lawyers.

The issue of appropriate numbers is also reflected in the paralegal volunteer scheme. NALSA suggests 50 active paralegals in each DLSA.[16] However, in 2022 states/UTs like Bihar (4,446/1,850), Delhi (1,104/550), Gujarat (2,812/1,600) appointed more PLVs than required, while others like Goa (59/100), Himachal Pradesh (368/550), Rajasthan (1,449/1,800) and Uttar Pradesh (2,863/3,550) appointed fewer than the required numbers. Paralegals are intended to be embedded community legal resources responsible for spreading awareness, counselling, and bridging the distance between community and the formal legal system. Thirteen years into the PLV scheme, their potential as agents of legal empowerment remains only partially realised. Twenty states/UTs reduced their numbers.[17] Nationally, the number of PLVs has dropped 15 per cent,[18] from 53,679 in 2020 to 45,636 in 2022.

Diversity

Share of women in panel lawyers (%, 30 Jun 2022)

Women PLVs (%, 30 Jun 2022)

Women panel lawyers: Government services at all tiers are required to be representative of the population they serve. Though there continues to be a dearth of publicly available data in terms of caste composition of stakeholders across the legal aid system, gender diversity is captured. Between 2020 and 2022, a majority of states/UTs increased the share of women panel lawyers. Nationally, their share increased by 6 percentage points from 18 per cent[19] to 25 per cent. Meghalaya had the highest share at 60.4 per cent followed by Nagaland (51.4 per cent), Goa (45.3 per cent), Sikkim (44.7 per cent) and Kerala (42.4 per cent). Rajasthan (8.6 per cent) followed by Uttar Pradesh (10.5 per cent) had the lowest share of women among panel lawyers.

Women Paralegal Volunteers: Nationally, the share of women paralegals increased from 35 per cent[20] in March 2020 to 40 per cent as of June 2022. Four states/UTs including Karnataka, Goa, Kerala, and Delhi, among others, recorded more than 50 per cent women PLVs. Ladakh at 82 per cent had the highest share, followed by Sikkim at 76 per cent. Nagaland (23 per cent), Tripura (25 per cent), Uttar Pradesh (25 per cent) and Bihar (27 per cent) recorded the lowest.

Transgenders: A long way to go

In 2014, the Supreme Court recognised transgenders as a legal identity.[21] As of 2022, only 587 paralegals are transgender. Maharashtra employs the most at 183 followed by Karnataka (137) while seventeen states/UTs[22] employ none. Data on their presence among legal aid lawyers and secretaries is not publicly available.

Budgets

NALSA Fund utilised (%, 2021-22)

State's share in legal aid budget (%, 2021-22)

State legal-aid budget utilised (%, 2020-21) NEW

Both NALSA (a central body) and states contribute finances towards providing free legal aid. NALSA's funds are typically for activities that include conducting Lok Adalats, mediation, training programs and honorariums to lawyers, paralegals, mediators and judges presiding over Lok Adalats, while state contributions primarily go towards infrastructure, personnel and administrative expenses. States also contribute to the Victim Compensation Fund as mandated under Section 357-A CrPC.

15 Arunachal Pradesh, Bihar, Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Lakshadweep, Madhya Pradesh, Punjab, Rajasthan, Tamil Nadu, Tripura, West Bengal.
16 NALSA's Paralegal Volunteer Scheme. Available at: https://nalsa.gov.in/acts-rules/preventive-strategic-legal-services-schemes/scheme-for-para-legal-volunteers
17 Andaman & Nicobar Islands, Andhra Pradesh, Assam, Chhattisgarh, Goa, Gujarat, Haryana, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Punjab, Sikkim, Tamil Nadu, Telangana, Tripura, Uttarakhand and West Bengal.
18 Figures for Andaman & Nicobar Islands, Kerala and Lakshadweep as of January 2019.
19 This figure is from the India Justice Report, 2020 and does not include data from Kerala, West Bengal, Andaman & Nicobar Islands (not ranked), Lakshadweep (not ranked) as the report repeated figures from March 2017 due to unavailability of data from these states.
20 Ibid.
21 National Legal Services Authority v. Union of India [Writ Petition (Civil) No. 400 of 2012].
22 Andaman & Nicobar Islands, Arunachal Pradesh, DNH & DD, Delhi, Goa, Haryana, Jharkhand, Lakshadweep, Ladakh, Meghalaya, Mizoram, Nagaland, Puducherry, Rajasthan, Sikkim, Tripura and Uttarakhand.

Over the last two years, the overall allocation for legal services has increased substantially. NALSA's disbursement to states increased by 46 per cent to 144.3 crore in 2021–22[23] (from Rs. 99 crore in 2020–21).[24] For the most part, state contributions to the legal aid budgets also increased. For example, in 2019–20, the Haryana government contributed 68 per cent to the total legal aid budget and the remaining 32 per cent came from NALSA. In 2021–22, Haryana's state share shot up to 83 per cent, with only Rs. 6.5 crore (65 million) being provided by NALSA to the total legal aid budget of Rs. 38.6 crore (386 million).

Historically, state spend on legal aid has been uneven and low. In 2017–18, 6 states/UTs[25] had not contributed towards legal services at all.[26] As of 2021–22[27] all states/UTs contributed towards their legal aid budgets. The increased willingness to contribute suggests two things: growing awareness of and demand for legal aid, which must be met, and an increasing recognition of the value of providing better and more widely spread legal services. With the exception of Nagaland and Chandigarh, all states/UTs contributed more than 60 per cent to their legal aid budgets. Four states—Goa, Madhya Pradesh, Sikkim and Uttar Pradesh—contributed more than 90 per cent. Allocations by Assam, Andhra Pradesh, Rajasthan and Telangana reduced marginally.

Curiously, the overall utilisation of NALSA funds reduced in 2021–22, and of the Rs. 183 crore (1.83 billion) allotted to states, Rs. 138 crore (1.38 billion) remained unutilised.[28] Only Jharkhand and Manipur utilised 100 per cent, followed by Arunachal Pradesh and Mizoram (97 per cent each), while Odisha and Andhra Pradesh could manage only 50 per cent. Goa with 49 per cent utilised the least.[29]

State Legal Aid Budget Utilisation (2020–21): Of their respective allocated budgets, a majority utilised more than 50 per cent,[30] although others like Chandigarh (38.5 per cent), Meghalaya (49 per cent) and Uttar Pradesh (35 per cent) fell short. For UP this meant that of its allocation of Rs. 133 crore (1.33 billion) the state

Figure 32: Budget utilisation

A state's legal aid spend comprises what it gets from the Centre (via NALSA) and what it provides. The following figure depicts how well states are utilising the two respective funds.

Utilisation (%)

Below 60 | 60 to 75 | 75 to 90 | Above 90

Large & mid-sized states	NALSA fund utilised (%, 2021-22)	State legal aid budget utilised (%, 2020-21)
Andhra Pradesh	50	100
Bihar	61	70
Chhattisgarh	75	54
Gujarat	77	93
Haryana	82	78
Jharkhand	100	51
Karnataka	69	100
Kerala	70	69
Madhya Pradesh	65	94
Maharashtra	87	83
Odisha	50	81
Punjab	74	96
Rajasthan	76	99
Tamil Nadu	81	57
Telangana	68	86
Uttar Pradesh	57	35
Uttarakhand	73	72
West Bengal	67	89
Small states		
Arunachal Pradesh	97	NA
Goa	49	81
Himachal Pradesh	77	99
Meghalaya	63	49
Mizoram	97	92
Sikkim	125	75
Tripura	59	96

National Legal Services Authority (NALSA), States' budget documents

23 Grants to State Legal Services Authorities in 2021–22. Available at:https://nalsa.gov.in/grants-and-accounts/grands/grants-2021-2022
24 Grants to State Legal Services Authorities in 2020–21. Available at: https://nalsa.gov.in/grants-and-accounts/grands/grants-2020-2021
25 Jharkhand, Assam, Andaman & Nicobar Islands, DNH & DD and Lakshadweep.
26 India Justice Report, 2019, p. 85. Available at: https://www.tatatrusts.org/upload/pdf/overall-report-single.pdf
27 Data for Andaman & Nicobar Islands, Arunachal Pradesh, DNH & DD, Lakshadweep was unavailable.
28 This report includes the pending balance from the previous year in the total allocation of NALSA funds to states/UTs. Data on allocation by NALSA to states/UTs is from NALSA's state profile document. Available at: https://nalsa.gov.in/library/state-profiles-2021-22
29 This indicator excludes Sikkim from the ranking as it recorded more utilisation than was allotted to the state in 2021-22. Among unranked states, Delhi and Nagaland recorded more utilisation than allotted.
30 Andhra Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Goa, Gujarat.

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could not utilise Rs. 87 crore (0.87 billion). Karnataka and Andhra Pradesh used their entire amounts while only twelve states utilised more than 80 per cent.[31]

Infrastructure

DLSAs as % of state judicial districts (%, 31 Mar 2022)

Villages per legal services clinic (number, 2021-22)

Legal services clinic per jail (number, 2021-22)

Presence of front offices in DLSAs (%, 30 Jun 2022) NEW

Set up in 1995 under the Legal Services Authorities Act, 1987, the National Legal Services Authority (NALSA) helms a network of legal service institutions at state (37), district (676) and sub-divisional or taluk (2,361) levels, as well as in appellate courts i.e., the Supreme Court and high courts.

Between March 2020 and 2022, a time encompassing the disruptions of the pandemic, the network of legal services institutions (LSIs) grew considerably; adding 7 new District Legal Services Authorities (DLSAs) and 82 more Taluka Legal Service Committees (TLSCs), bringing the total to 676 and 2,361 respectively.

Front Offices: To enable easy access, every legal service institution including DLSAs is required to have a "front office."[32] Manned by a retainer lawyer and/ or paralegal volunteers, [33] front offices render services that include not only legal assistance and advice but also liaise between lawyers and clients about case status.[34]

For the third edition of this report, the authors requested NALSA for information on the number of front offices set up with LSIs in states. NALSA could provide data only for front offices at DLSAs and hence the report captures the front offices at the district level only. A majority of states/UTs had front offices set up in all the DLSAs. Chhattisgarh had 25 front offices across 23 DLSAs; Delhi had 12 across 11 DLSAs; Sikkim had 8 across 4 DLSAs and Puducherry had 2 front offices at 1 DLSA. All states recorded a presence of front offices at all DLSAs with the exception of Meghalaya, which had 9 front offices across 11 DLSAs, and Arunachal Pradesh, with 15 front offices across 25 DLSAs.

Legal aid clinics: Access to justice for all requires legal services to be present within the communities they serve. Legal aid clinics are supposed to provide legal counselling, referral, and representational and awareness services in areas where people face "geographical, social and other barriers".[35] While the number and location of clinics is not stipulated, NALSA regulations require a legal aid clinic to "serve a village or a cluster of villages."[36]

Between March 2020 and March 2022, legal aid clinics across India's nearly 6 lakh villages reduced by 66.6 per cent—from 14,159 to 4,723. This means that the national average for villages per legal aid clinic went up from 42 to 127. Most states and Union Territories recorded a decline in the number of legal service clinics across villages. According to legal aid functionaries the dramatic drop in numbers of legal aid clinics is part of optimization efforts.

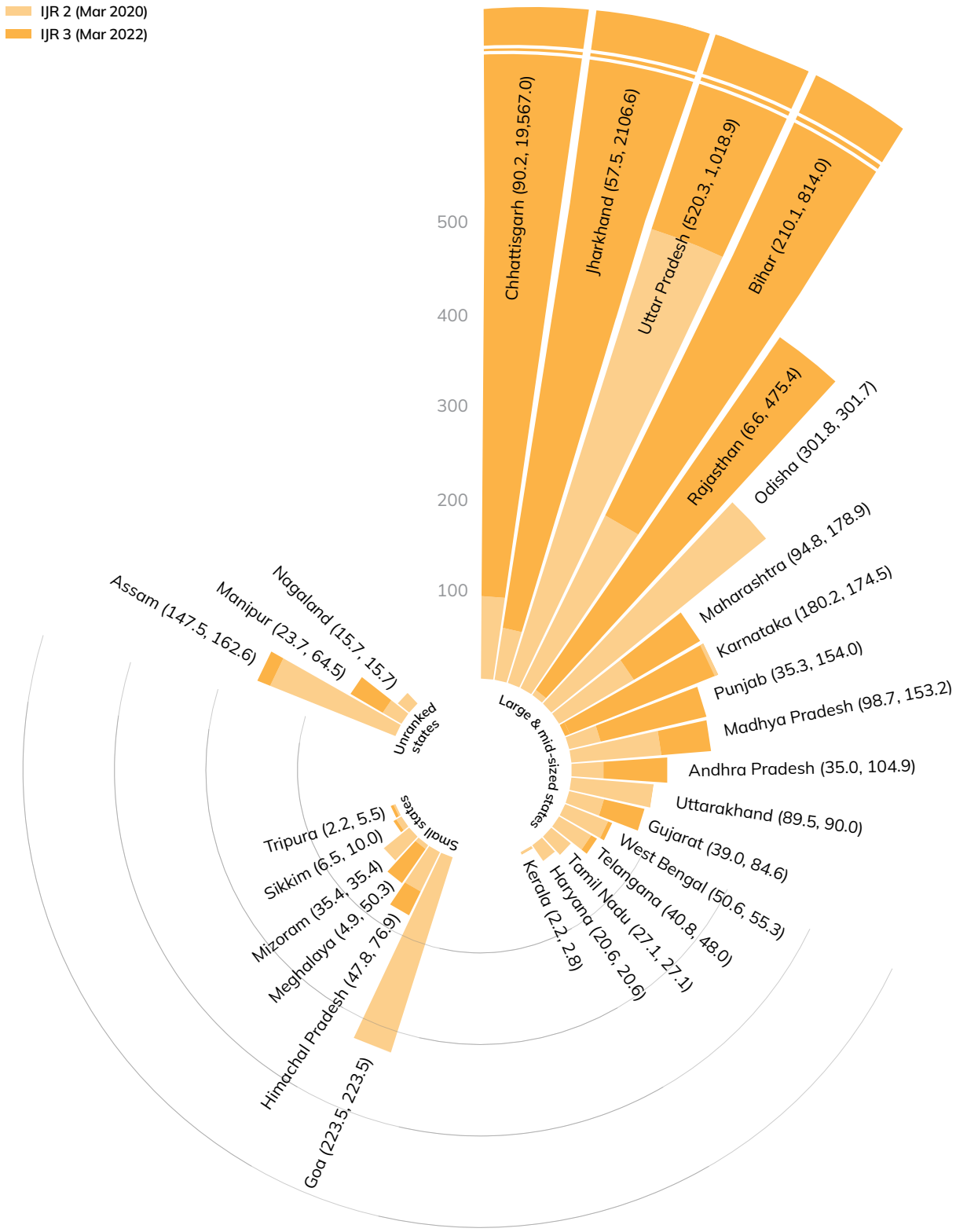
However, in the absence of thorough performance audits it is difficult to assess the usefulness of legal aid clinics. According to NALSA, between April 2021 and March 2022, the number of persons who visited such clinics was 11.9 lakh, of which 7.3 lakh were provided some form of assistance. This has been the highest number of visits by people to these clinics since 2017–18, when only 6.9 lakh people visited and 5.6 lakh were provided with some sort of assistance.[37]

Only Kerala and Tripua have 1 clinic covering less than 10 villages and among Union Territories—Chandigarh, Dadra & Nagar Haveli and Daman & Diu, and Puducherry have 1 clinic, on average, covering less than 10 villages. Among the rest of the large and mid-sized states, the coverage is poor. Jharkhand had 1 clinic for 2,107 villages followed by Uttar Pradesh with 1 clinic for 1,019 villages; Bihar had 1 for 814 villages and Rajasthan 1 for 475 villages. Chhattisgarh's sole legal service clinic covered all villages (19,567) in the state.

31 Goa, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Mizoram, Odisha, Punjab, Rajasthan, Telangana, Tripura and West Bengal.
32 NALSA (Free and Competent Legal Services) Regulations, 2010
33 NALSA Competent Legal Services Regulations, 2010
34 NALSA Guidelines on Front Offices.
35 NALSA (Legal Services Clinics) Regulations, 2011.
36 Ibid.
37 NALSA's Statistical Information with respect to Legal Service Clinics between April 2017 and March 2018. Available at: https://nalsa.gov.in/statistics/legal-service-clinics-april-2017-to-march-2018

Figure 33: Villages per legal aid clinic

NALSA regulations require a clinic to "serve a village or a cluster of villages". However, the national average of villages per legal service clinic has increased from 42 in 2020 to 127 in 2022 due to the drastic fall in the number of legal service clinics across the country.



Note: 1. States arranged within cluster in descending order of number of villages in IJR 3. 2. Arunachal Pradesh (small state) has villages but no legal service clinics in villages.
Source: National Legal Services Authority (NALSA)

Legal aid clinics in jails: NALSA (Legal Services Clinics) Regulations, 2011 mandate legal aid clinics in jails. The guidelines for representation for persons in custody[38] state that some of the empanelled lawyers must be designated 'jail-visiting lawyers' and must visit at least twice a week.[39] Ideally, every jail should have a legal aid clinic of its own. However, 20 states/UTs[40] are yet to meet this criterion.[41] Six states/UTs,[42] including Gujarat and West Bengal, have more clinics than the number of jails.[43] Gujarat, with 58 clinics in 32 jails, has the most jail legal services clinics, followed by West Bengal with 72 clinics in 60 jails; Punjab with 27 clinics in 26 jails; and Chhattisgarh with 34 clinics in 33 jails. Among the small states, Arunachal Pradesh has more clinics than prisons—5 clinics for 2 prisons while Meghalaya, Goa and Sikkim have clinics in every jail. Tripura, Himachal Pradesh and Mizoram are yet to have clinics in all jails.

Workload

PLA cases: settled as % of received (%, 2021-22)

SLSA LAs: Pre-litigation cases disposed as % of total cases taken up (%, 2021-22)

Total LAs NLAs + SLSA LAs: Share of pre-litigation cases in disposed cases (%, 2021-22)

Lok Adalats: Alternative dispute resolution mechanisms have their fair share of critics, however, with increasing pendency in courts, they have the potential to ameliorate an overburdened judicial system and provide a low cost and time efficient way of resolving disputes amicably. Lok Adalats, or 'Peoples' Courts', are the principal mode of alternative dispute resolution. They are held both under the aegis of state legal service institutions and by NALSA and deal with two kinds of cases:

- Any case pending before any court.
- Any dispute which has not been brought before any court and is likely to be filed before the court, or a case at the pre-litigative stage.[44]

Permanent Lok Adalats[45] have also been established to provide compulsory pre-litigation conciliation and settlement to disputes with public utility services like transport services, postal services, telephone services etc. The Legal Services Authority Act, 1987 mandates every state authority to establish Permanent Lok Adalats exercising jurisdiction over one or more public utility services and in other areas as deemed necessary.[46] As of March 2022, 12 states/UTs did not have a functioning permanent Lok Adalat.[47] In 2021–22, they disposed of 118,136 cases across 29,153 sittings, with the total value of settlement being about 466 crore (4.66 billion).[48] This is an increase from 2018-19, when the Lok Adalats disposed of 102,625 cases across 26,615 sittings.[49] Only 7 states/UTs cleared more than 50 per cent cases as received.[50] Gujarat cleared all the cases it received. Maharashtra's clearances dropped from 83 per cent in 2019–20 to 36 per cent in 2021–22. Kerala cleared just 4 per cent, followed by Uttar Pradesh (8 per cent) and Bihar (11 per cent).

Pre-litigation cases

Pre-litigation cases disposed of by National Lok Adalats: The efficiency with which Lok Adalats dispose of pre-litigation cases assumes importance in the larger canvas of judicial functioning. While the process itself is not free from criticism, it does offer some relief to an overburdened judicial system and litigants. In this context, the percentage of pre-litigation cases disposed of, and the total cases disposed of and taken up is an important measure.[51]

38 NALSA's Standard Operating Procedure (SOP) for Representation of Persons in Custody, 2016. Available at: https://nalsa.gov.in/acts-rules/guidelines/standard-operating-procedure-for-representation-of-persons-in-custody. NALSA has revised this scheme in 2022 mandating DLSAs in every district to establish a Prison Legal Aid Clinic (PLAC) within the premises of every prison in furtherance of the NALSA (Legal Services Clinics) Regulations, 2011 and SOP for Representation of Persons in Custody, 2016.
39 NALSA's Standard Operating Procedure (SOP) for Representation of Persons in Custody, 2016.
40 Andaman & Nicobar Islands, Andhra Pradesh, Bihar, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Ladakh, Lakshadweep, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Odisha, Rajasthan, Tamil Nadu, Telangana, Tripura, Uttar Pradesh and Uttarakhand.
41 Andaman & Nicobar Islands, Andhra Pradesh, Bihar, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Ladakh, Lakshadweep, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Odisha, Rajasthan, Tamil Nadu, Telangana, Tripura, Uttar Pradesh and Uttarakhand.
42 Arunachal Pradesh, Chhattisgarh, Delhi, Gujarat, Punjab and West Bengal.
43 In some cases, prisons serve more than one judicial district. In such cases, each DLSA sets up a clinic in the same jail.
44 Section 10, NALSA Lok Adalat Regulations, 2009. Available at: https://nalsa.gov.in/acts-rules/regulations/national-legal-services-authority-lok-adalat-regulations-2009
45 Section 22B–22E of the Legal Services Authorities Act, 1987: 'State Authority shall, by notification, establish Permanent Lok Adalats at such places and for exercising such jurisdiction in respect of one or more public utility services and for such areas as may be specified in the notification'.
46 Section 22-B of the Legal Services Authority Act, 1987. Available at: https://nalsa.gov.in/acts-rules/the-legal-services-authorities-act-1987
47 Andaman & Nicobar Islands, Arunachal Pradesh, DNH & DD, Jammu & Kashmir, Ladakh, Lakshadweep, Manipur, Meghalaya, Nagaland, Puducherry, Sikkim and West Bengal.
48 NALSA Statistics on Permanent Lok Adalats from April 2021 to March 2022. Available at: https://nalsa.gov.in/statistics/permanent-lok-adalat-april-2021-to-march-2022
49 NALSA Statistics on Permanent Lok Adalats from April 2018 to March 2019. Available at: https://nalsa.gov.in/statistics/permanent-lok-adalat-april-2018-to-march-2019
50 Chhattisgarh, Delhi, Gujarat, Haryana, Himachal Pradesh, Jharkhand and Punjab.
51 India Justice Report, 2019, op. cit., p. 86.

Figure 34: Performance of lok adalats

The following table shows the state-wise number of pre-litigation cases disposed by National Lok Adalats and those organised by State Legal Service Authorities.

	National Lok Adalats (2021-22)		SLSA Lok Adalats (2021-22)			Total LAs: Pre-litigation cases disposed (%)[1]	SLSA LAs: Pre-litigation in cases taken up (%)[2]
	Pre-litigation cases taken up	Pre-litigation cases disposed	Pre-litigation cases taken up	Pre-litigation cases disposed	Total Case: Taken Up		
Large and mid-sized states							
Andhra Pradesh	100,828	63,271	7,395	1,657	19,558	25.1	8.5
Bihar	1,619,511	173,734	1,241	6	1,260	74.0	0.5
Chhattisgarh	481,462	256,225	10	10	1,511	70.7	0.7
Gujarat	684,495	92,563	19,456	255	50,840	9.1	0.5
Haryana	115,349	45,945	0	0	183,542	13.1	0.0
Jharkhand	540,222	366,866	20,741	19,289	25,336	78.9	76.1
Karnataka	286,268	108,199	175	23	5,221	6.6	0.4
Kerala	120,363	25,422	27,738	4,858	184,575	16.8	2.6
Madhya Pradesh	1,970,848	343,195	3,925	47	17,282	71.7	0.3
Maharashtra	18,072,798	3,908,090	15	1	45	93.2	2.2
Odisha	257,100	10,733	0	0	1,770	22.0	0.0
Punjab	219,112	25,264	374	18	6,294	11.4	0.3
Rajasthan	654,802	146,809	985	84	17,182	29.7	0.5
Tamil Nadu	127,932	31,159	57,398	7,517	76,747	11.9	9.8
Telengana	102,418	95,270	2,803	1,605	9,043	14.0	17.7
Uttar Pradesh	11,842,568	6,571,895	46,978	24,010	65,708	74.6	36.5
Uttarakhand	27,511	5,927	12	12	19,190	15.8	0.1
West Bengal	164,907	33,245	58,340	42,179	93,743	20.6	45.0
Small states							
Arunachal Pradesh	6,775	531	211	91	211	44.8	43.1
Goa	4,506	264	312	47	1,857	5.4	2.5
Himachal Pradesh	63,405	22,047	0	0	73,822	29.3	0.0
Meghalaya	3,445	628	316	34	619	57.0	5.5
Mizoram	6,976	1,589	464	169	551	88.4	30.7
Sikkim	172	109	1,157	492	1,590	75.4	30.9
Tripura	11,367	1,690	7,908	1,280	29,317	21.7	4.4
Union Territories							
A&N Islands	1,490	404	0	0	35,117	8.8	0.0
Chandigarh	25,846	145	681	37	0	1.0	4.5
DNH & DD	1,784	82	0	0	0	20.4	0.0
Delhi	104,453	87,776	9,127	8,769	0	22.8	5.9
Jammu & Kashmir	147,288	109,019	999	547	822	45.2	10.5
Ladakh	674	478	1	0	0	25.8	0.0
Lakshadweep	106	59	0	0	149,500	92.2	0.0
Puducherry	4,200	184	4,512	190	5,191	5.6	4.0
Unranked states							
Assam	391,148	34,920	2,033	1,051	43	47.9	3.0
Manipur	1,280	940	0	0	0	88.3	0.0
Nagaland	3,144	1,098	0	0	4,728	92.3	0.0
All India	**38,166,553**	**12,565,775**	**275,307**	**114,278**	**1,082,215**	**60.0**	**10.6**

Notes: 1. NLAs + SLSA LAs: Share of pre-litigation cases in disposed cases. 2. SLSA LAs: Pre-litigation cases disposed as % of total cases taken up
Source: National Legal Services Authority (NALSA)

The five National Lok Adalats that were organised between April 2021 and March 2022, disposed of 2.06 crore (20,583,396) cases of which 1.26 crore (12,565,775) were pre-litigation cases with the total value of settlement amounting to 7,322 crore. This is an increase from 2018-19 where the same number of national Lok Adalats were held and disposed of total 0.59 crore (5,908,612) cases of which 0.33 crore (3,294,463) were pre-litigation cases. Uttar Pradesh (65.7 lakh cases) disposed of the most pre-litigation cases, followed by Maharashtra (39.1 lakh) and Jharkhand (3.7 lakh). When compared with the number of pre-litigation cases taken up, 11 states/UTs cleared more than 50 per cent of the cases it received. [52] Telangana (93 per cent) cleared the most cases against the number taken up while Odisha (4 per cent) and Goa (6 per cent) cleared the least. Seven states/UTs cleared less than 10 per cent cases it received at the pre-litigation stage.[53]

Pre-litigation cases taken up by Lok Adalats organised by States: Of the 74,480 Lok Adalats held by SLSAs over 2021–22, Haryana (54,762) conducted the most followed by Gujarat (5,157). Nationally, these Lok Adalats took up a total of 10 lakh cases, of which they disposed of only 11 per cent at the pre-litigation stage. Jharkhand is the notable exception as the only state that cleared more than 50 per cent pre-litigation cases that it received. A majority of states cleared less than 10 per cent cases received at the pre-litigation stage and 4 states/UTs—Himachal Pradesh, Haryana, Ladakh and Odisha cleared no cases.

Pre-litigation cases taken up by National and State Lok Adalats: Taken together, the National Lok Adalats and those by SLSAs, disposed of 1.27 crore cases at the pre litigation stage. Nationally, 12 states/UTs[54] disposed of more than 50 per cent cases at the pre-litigation stage while 6 states/UTs cleared less than 10 per cent cases.[55] Among large and mid-sized states, the highest number of cases disposed of at pre-litigation stages was in Maharashtra (93 per cent) followed by Jharkhand at 79 per cent. The lowest disposal was seen in Karnataka at 6.6 per cent, followed by Gujarat (9.1 per cent). Among the small states, Mizoram (88 per cent) cleared the most pre-litigation cases while Goa (5 per cent) cleared the least.

Victim Compensation Schemes: One of the core priorities of the legal aid system is victim compensation schemes that provide financial support to victims or dependents who have suffered loss or injury as a result of a crime and who require rehabilitation. Despite comprehensive guidelines, the implementation of various victim compensation schemes remains sub-par. Between 2016–17 and 2021–22, State Legal Aid Service Authorities altogether received 97,037 applications seeking compensation. Of these, they disposed of only 64,333 (66 per cent) applications across all states.

In 2021–22, Delhi (2,421), Chhattisgarh (2,195), Odisha (1,898), Rajasthan (1,517) and Gujarat (1,188) received the most number of applications. With Rs. 123 crore (1.23 billion) disbursed over a total of 8,363 applications that were decided, these states accounted for 55 per cent of all awarded compensation. Nationally, all states and UTs awarded approximately Rs. 222 crore (2.22 billion) over 15,173 applications that were decided. Among the large and mid-sized states, Andhra Pradesh, Telangana and Uttarakhand awarded the least compensation. Andhra Pradesh awarded Rs 86.4 lakh with 62 cases decided, Telangana Rs. 87.7 lakh over 69 cases and Uttarakhand Rs 1.05 crore to 46 applications decided. Compensation amounts are decided by the court taking into account multiple factors such as the gravity of crime, and the socio-economic background of the victim.

Nationally, Goa awarded the least amount of compensation, only Rs. 2,50,000 against 34 applications that were decided.

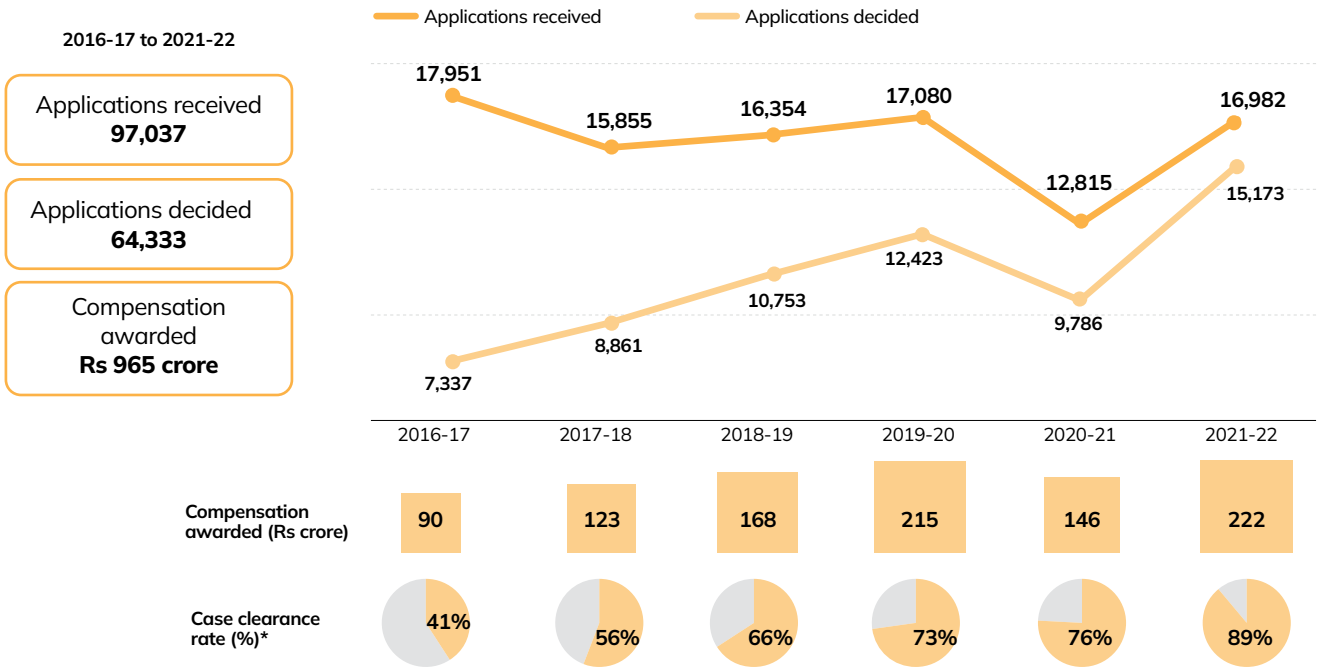
Across the country, 89 per cent of cases received were disposed of by legal service institutions. Twelve states/UTs[56] disposed of less than 60 per cent of the cases they received. Arunachal Pradesh and Kerala disposed of only 10 per cent and 25 per cent of cases received. Among the small states, Mizoram disposed of the least—only 5 per cent of the cases it received; and Sikkim resolved all the cases they received.

Additionally, the lack of awareness surrounding compensation as a mode of restitution is evident from data. In its 2018 order, the Supreme Court had directed all states to adhere to NALSA's guidelines on victim

52 Andhra Pradesh, Chhattisgarh, Delhi, Jammu & Kashmir, Jharkhand, Ladakh, Lakshadweep, Manipur, Sikkim, Telangana and Uttar Pradesh.
53 Assam, Arunachal Pradesh, DNH & DD, Chandigarh, Goa, Puducherry and Odisha.
54 Bihar, Chhattisgarh, Jharkhand, Lakshadweep, Madhya Pradesh, Maharashtra, Meghalaya, Manipur, Mizoram, Nagaland, Sikkim, Uttar Pradesh.
55 Andaman & Nicobar Islands, Chandigarh, Goa, Gujarat, Karnataka and Puducherry.
56 Andaman & Nicobar Islands, Arunachal Pradesh, Chhattisgarh, Goa, Jammu & Kashmir, Kerala, Manipur, Meghalaya, Mizoram, Puducherry, Tamil Nadu and Uttarakhand.

Figure 35: Victim Compensation

Despite comprehensive guidelines, nationally, the implementation of various victim compensation schemes remains subpar.



* Applications decided of every 100 applications received.
Source: National Legal Services Authority (NALSA)

compensation[57] specifically for victims of sexual assault. However, compared with 121,161 sexual assault cases[58] registered across the country in 2021; the number of applications received (12,815) for compensation in 2020–21 accounted for only 10.5 per cent.

Looked at over five years (2016-17 to 2021-22), the number of cases received by the courts and directly by the legal services authority was yet to touch 20,000 nationally. Since 2016, nationally, a total of 97,037 applications have been received, of which only 66 per cent (64,333) were decided. Not all applications that are 'decided' are necessarily awarded compensation.

Legal Aid Defence Counsel System

The need to improve and expand the reach of free and quality representation for 80% of the population who are entitled to it has spurred the system to innovate to find new and more accountable efficient legal representation in criminal cases.

In 2019, NALSA piloted the Legal Aid Defence Counsel Scheme in 13 districts.[59] It hires full-time lawyers dedicated to providing legal representation advice and referral in criminal cases from pre-arrest to appellate stages in all Sessions, Special and Magistrate Courts. NALSA recommends that each such unit should have a maximum of 14 lawyers and 5 support staff. The unit would operate from DLSA premises and is to be selected by a committee under the chairmanship of the Principal District and Sessions Judge based on merit, knowledge and experience of the criminal law and procedure.

In July 2022 the project was extended to 350 districts. Presently nascent, its value will only be discerned when its clientele expands and satisfaction of both counsel and client is assessed.

57 Order dated 11 May 2018 in Nipun Saxena v. Union of India (W.P. (C) No. 565/2012). Available at: https://indiankanoon.org/doc/134824430/
58 Sexual assault cases include cases registered under Sections 376A-E (rape) and Sections 354A-D (assault with intent to outrage modesty) of the Indian Penal Code, 1860. Data taken from Crime in India, 2021. Available at: https://ncrb.gov.in/en/Crime-in-India-2021
59 LADC adopted at the 17th All India Meet, 2019. NALSA Legal Aid Defence Counsel Scheme, 2022. Available at: https://nalsa.gov.in/acts-rules/guidelines/legal-aid-defense-counsel-system-2

Checking Unnecessary Pre-trial Detention

Concerned with the unabated growth of prison populations, in 2013, the Supreme Court 'In Re-Inhuman Conditions in 1382 Prisons',[60] directed the National Legal Services Authority (NALSA), along with the Ministry of Home Affairs and State Legal Services Authorities (SLSAs), to constitute Undertrial Review Committees (UTRCs). The district-level committee was tasked with periodically reviewing cases of all prisoners and recommending eligible ones for release.

The District and Sessions Judge heads and convenes the UTRC. The District Magistrate, Superintendent of Police, Officer-in-Charge of Prisons and Secretary, District Legal Services Authority are members. The Secretary, DLSA draws up the list of eligible prisoners for consideration, as shared by jail authorities.[61]

Earlier, UTRCs were to meet every quarter[62] and limited to reviewing eligible cases under Section 436-A CrPC[63] and those unable to furnish surety for bail. Later, this expanded to include 14 categories of prisoners.[64] At the outset of the pandemic in March 2020, to hasten decongestion, the Supreme Court directed that UTRCs meet once a week. [65]

NALSA's data shows that between January and December 2021, 665 DLSAs across the country convened 10,028 UTRC meetings. In 26 states/UTs[66] they met at least once in a quarter. Only Sikkim, with 13 meetings in a quarter, met once a week, closely followed by Himachal Pradesh (12 meetings). Dadra & Nagar Haveli and Daman & Diu, Lakshadweep and Mizoram, though, did not convene a single meeting throughout the year.

Sikkim, with 452 inmates,[67] conducted the most meetings; it recommended only 2 undertrials for release against which only one was released. Nationally, 42,486 prisoners were recommended for release, but only 16,743 or 39% were actually released. Goa and Jammu & Kashmir released all those recommended for release. Thirteen states/UTs[68] released more than 50% while five[69] released less than 20%.

NALSA's nationwide campaign[70] to identify undertrial prisoners eligible for release by UTRCs between July and August 2022 saw 47,618 undertrial prisoners recommended for release[71] nationally; of which 24,789 prisoners were released. Overall, 5.8% of the total undertrial population was released during the campaign which resulted in the reduction of the overall occupancy rates by 5.7 percentage points[72] (from 130% to 124.3%) in the country. Uttar Pradesh (8,409) released the highest number of prisoners followed by West Bengal (2,107), Maharashtra (1,717) and Punjab (1,531).

Given that 77% of the prison population are undertrial prisoners, the UTRCs remain a valuable mechanism toward reducing prison populations. In addition, the 2016 Supreme Court mandate directs them to deal with "issues raised in the Model Prison Manual, 2016 including regular jail visits." This makes it a powerful district-level oversight body that can improve prison management, conditions, and inmate access to justice.

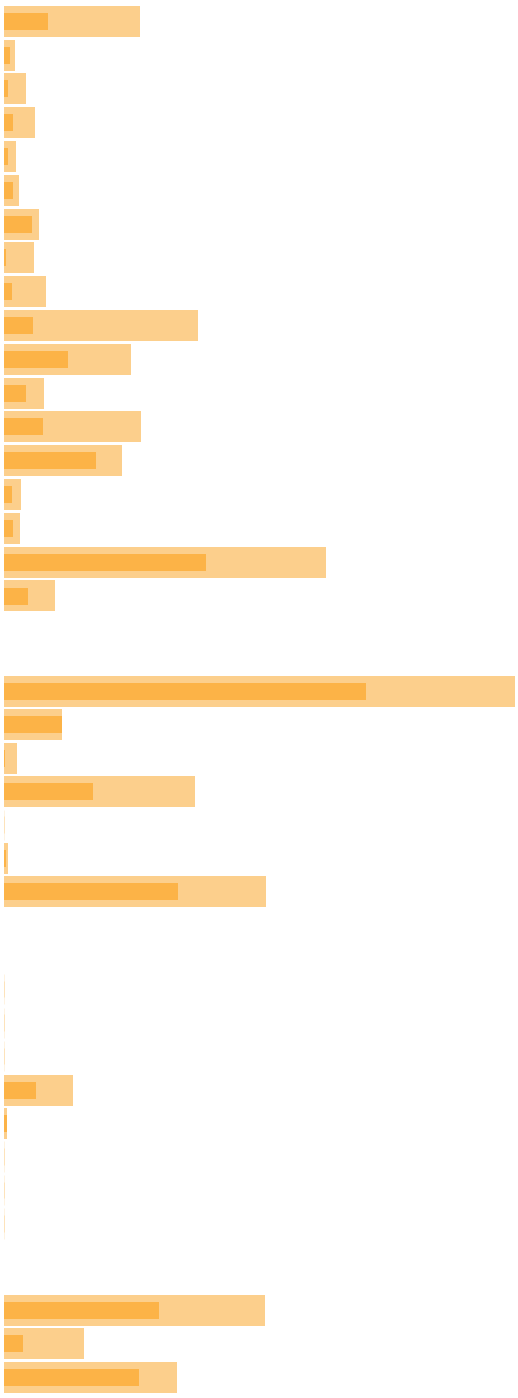
Prof. Vijay Raghavan, TISS-Prayas;
Nupur, Centre for Social Justice;
Madhurima Dhanuka, Commonwealth Human Rights Initiative;
Nayanika Singhal, India Justice Report;
Lakhwinder Kaur, India Justice Report

60 In Re Inhuman Conditions in 1382 Prisons (W.P. (Civil) No. 406/2013).
61 NALSA's Standard Operating Procedure for Undertrial Review Committees.
Available at: https://nalsa.gov.in/acts-rules/guidelines/standard-operating-procedure-sop-guidelines-for-utrcs
62 The Supreme Court vide order dated 5 February 2016 in Re Inhuman Conditions in 1382 Prisons (W.P. (Civil) No. 406/2013) directed UTRCs to meet at least once every quarter.
63 Section 436-A, Code of Criminal Procedure, 1973 provides the maximum period for which an undertrial can be detained. It provides that where a person has undergone detention for a period extending up to one-half of the maximum period of imprisonment specified for that offence, he shall be released by the Court on his personal bond with or without sureties.
64 The Supreme Court vide order dated 6 May 2016 in In Re Inhuman Conditions in 1382 Prisons (W.P. (Civil) No. 406/2013) enhanced the purview of UTRCs to include 14 categories of inmates to be considered for early release.
65 On 23 March 2020, the Supreme Court in In Re: Contagion of COVID 19 Virus in Prisons (Suo Motu Writ Petition (Civil) No. 1/2020) all UTRCs were directed to meet weekly in tandem with the newly set up High Powered Committees and the local legal service institutions to enable decongestion.
66 Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Chandigarh, Delhi, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Ladakh, Madhya Pradesh, Maharashtra, Meghalaya, Nagaland, Odisha, Punjab, Rajasthan Sikkim, Telangana, Tripura, Uttar Pradesh and West Bengal.
67 Prison Statistics India, 2020. p. 45. Available at: https://ncrb.gov.in/sites/default/files/PSI_2020_as_on_27-12-2021_0.pdf
68 Assam, Bihar, Goa, Jammu & Kashmir, Jharkhand, Karnataka, Nagaland, Odisha, Punjab, Tamil Nadu, Tripura, Uttar Pradesh and Uttarakhand.
69 Chhattisgarh, Himachal Pradesh, Kerala, Madhya Pradesh and Maharashtra.
70 NALSA's Release_UTRC@75, a campaign for the release of prisoners by UTRCs to commemorate the 75th Independence Day of India. Available at: https://nalsa.gov.in/library/report-2/a-campaign-for-the-release-of-prisoners-by-the-under-trial-review-committees-to-commemorate-the-75th-independence-day-of-india-release-utrc-75
71 NALSA's report records 14,162 undertrial prisoners were released during the period of the campaign (16 July–13 August 2022) and 24,789 undertrial prisoners were released between 16 July till the release of the report in September 2022.
72 This figure is calculated based on prison occupancy rates recorded by Prison Statistics India as on 31 December 2021.

Figure 36: Performance of Undertrial Review Committees

UTRCs are district-level committees mandated to periodically review cases of all prisoners and recommend those eligible for release. The following figure charts the performance of UTRCs between January and December 2021.

	Number of undertrials (Dec 2020)	Number of undertrials recommended for release by UTRCs from Jan 2021 to Dec 2021	Number of undertrials released on the recommendation of UTRCs	Share of undertrials recommended for release by UTRCs from Jan 2021 to Dec 2021	Share of undertrials released on the recommendation of UTRCs
Large and mid-sized states					
Andhra Pradesh	5,001	1,323	428	26.5	8.6
Bihar	44,187	865	480	2.0	1.1
Chhattisgarh	11,963	501	68	4.2	0.6
Gujarat	10,195	602	177	5.9	1.7
Haryana	14,951	334	83	2.2	0.6
Jharkhand	17,103	481	283	2.8	1.7
Karnataka	10,577	719	562	6.8	5.3
Kerala	3,569	207	6	5.8	0.2
Madhya Pradesh	31,712	2,606	449	8.2	1.4
Maharashtra	26,171	9,958	1,466	38.0	5.6
Odisha	15,619	3,865	1,936	24.7	12.4
Punjab	15,643	1,206	658	7.7	4.2
Rajasthan	16,930	4,517	1,276	26.7	7.5
Tamil Nadu	8,709	2,012	1,566	23.1	18.0
Telangana	3,946	125	56	3.2	1.4
Uttar Pradesh	80,557	2,411	1,354	3.0	1.7
Uttarakhand	3,906	2,458	1,541	62.9	39.5
West Bengal	20,144	1,985	933	9.9	4.6
Small states					
Arunachal Pradesh	127	214	90	168.5	70.9
Goa	419	47	47	11.2	11.2
Himachal Pradesh	1,574	40	2	2.5	0.1
Meghalaya	821	306	143	37.3	17.4
Mizoram	609	0	0	0.0	0.0
Sikkim	328	2	1	0.6	0.3
Tripura	472	242	160	51.3	33.9
Union Territories					
A&N Islands	194	0	0	0.0	0.0
Chandigarh	619	0	0	0.0	0.0
DNH & DD	138	0	0	0.0	0.0
Delhi	14,506	1,964	906	13.5	6.2
Jammu & Kashmir	3,717	15	15	0.4	0.4
Ladakh	21	0	0	0.0	0.0
Lakshadweep	2	0	0	0.0	0.0
Puducherry	156	0	0	0.0	0.0
Unranked states					
Assam	6,495	3,314	1,970	51.0	30.3
Manipur	506	79	18	15.6	3.6
Nagaland	261	88	69	33.7	26.4



NALSA's SOP on Undertrial Review Committees includes both undertrials and convicts in its eligibility criteria for recommendation for release. Some states may include convicts in the numbers recommended for release and those released. Available at: https://nalsa.gov.in/acts-rules/guidelines/standard-operating-procedure-sop-guidelines-for-utrcs
Source: National Legal Services Authority (NALSA)

Table 6: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Best
Middle
Worst

	Rank in cluster			IJR 3 Score (out of 10)	Indicators improved on (out of 12)[1]	Theme	Budgets	
								NEW
						Indicator	State's share in legal aid budget (%, 2021-22)	State legal aid budget utilized (%, 2020-21)
	IJR 1 2019	IJR 2 2020	IJR 3 2022			Scoring guide	Higher, the better	Higher, the better
National average							83.6	72
Large and mid-sized states								
Andhra Pradesh	10	14	13	5.27		5	83.6	99.93
Bihar	16	2	16	4.41		6	80.6	70
Chhattisgarh	8	15	11	5.33		10	85.0	54
Gujarat	6	9	3	6.10		8	88.5	93
Haryana	2	5	4	6.02		6	83.1	78
Jharkhand	14	4	1	6.31		9	63.8	51
Karnataka	7	16	2	6.13		10	76.7	99.97 ●
Kerala	1	7	6	5.85		6	78.3	69
Madhya Pradesh	9	12	14	5.01		7	91.9	94
Maharashtra	5	1	7	5.73		7	77.6	83
Odisha	15	8	10	5.44		9	87.8	81
Punjab	3	3	9	5.59		7	76.5	96
Rajasthan	11	13	17	4.36		7	85.0	99
Tamil Nadu	12	11	12	5.32		9	84.0	57
Telangana	4	6	5	5.92		4	84.3	86
Uttar Pradesh	18	18	18	3.24		9	96.1 ●	35 ●
Uttarakhand	17	10	8	5.63		8	77.9	72
West Bengal	13	17	15	4.88		7	62.6 ●	89
Small states								
Arunachal Pradesh	7	7	7	3.10		6	NA[2]	NA[2]
Goa	1	1	2	4.41		5	95.7 ●	81
Himachal Pradesh	3	6	5	3.62		9	71.8	99 ●
Meghalaya	6	5	3	4.15		8	78.7	49 ●
Mizoram	2	4	6	3.33		3	69.7 ●	92
Sikkim	4	3	1	4.96		7	92.3	75
Tripura	5	2	4	3.70		3	69.9	96
Unranked states								
Assam	Not ranked					7	73.8	65
Manipur	Not ranked					3	80.2	57
Nagaland	Not ranked					6	35.6	76
Union Territories								
A&N Islands	Not ranked					2	NA[2]	NA[2]
Chandigarh	Not ranked					6	49.5	38
DNH & DD	Not ranked					NA	NA[2]	NA[2]
Delhi	Not ranked					9	77.0	80
Jammu & Kashmir	Not ranked					NA	77.0	71
Ladakh	Not ranked					NA	69.8	0
Lakshadweep	Not ranked					4	100.0	0
Puducherry	Not ranked					4	89.5	93

Data sources: National Legal Services Authority (NALSA); Primary Census Abstract, Census 2011; Prison Statistics India (PSI), National Crime Records Bureau (NCRB); National Commission on Population.

Abbreviations: DLSA: District Legal Services Authority; LA: Lok Adalat; PLA: Permanent Lok Adalat; PLV: Para-Legal Volunteer; SLSA: State Legal Services Authority.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. pp: percentage points (the difference between two percentages). v. NA: Not available. vi. CY: Calendar year; FY: Financial year.

1. Count of indicators on which a state has improved over IJR 2. Only non-trend indicators present in both IJR 2 and IJR 3 have been considered. For indicators with benchmarks, if a state met the benchmark, it was marked as an improvement even if its value declined within the benchmark. If a state didn't meet the benchmark but its value improved, it was marked as an improvement. D&NH/D&D, J&K and Ladakh values are not comparable with IJR 2, and so have not been considered. 2. Data for state legal aid budget not available.

Table 6: Indicator-wise data, state scores and ranks

● Best in cluster
● Worst in cluster

Theme	Budgets	Human Resources			Diversity		Infrastructure
Indicator	NALSA fund utilized (%, 2021-22)[3,4]	DLSA secretary vacancy (%, Mar 2022)	PLVs per lakh population (Number, Jun 2022)	Sanctioned secretaries as % of DLSAs (%, Mar 2022)	Share of women in panel lawyers (%, Jun 2022)	Women PLVs (%, Jun 2022)	DLSAs as % of state judicial districts (%, Mar 2022)
Scoring guide	Higher, the better	Lower, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better
National average	75.8	11.6	3.3	89	24.7	40.3	104
Large and mid-sized states							
Andhra Pradesh	50.2	0.0 ●	3.5	100	16.1	38.0	100
Bihar	61.3	0.0 ●	3.6	100	18.6	26.6	100
Chhattisgarh	75.1	0.0 ●	4.9	100	14.9	40.6	100
Gujarat	77.2	12.5	4.0	100	24.4	43.5	100
Haryana	81.7	0.0 ●	4.4	100	21.5	41.4	100
Jharkhand	99.9 ●	0.0 ●	4.7	100	15.6	32.9	100
Karnataka	68.5	0.0 ●	6.3 ●	100	38.8	58.4	100
Kerala	70.0	0.0 ●	4.9	100	42.4 ●	62.6 ●	100
Madhya Pradesh	64.5	31.4 ●	2.9	102 ●	15.1	35.6	100
Maharashtra	86.7	0.0 ●	2.8	100	28.2	40.8	100
Odisha	50.0 ●	0.0 ●	6.0	100	26.1	37.6	100
Punjab	73.9	0.0 ●	3.8	100	18.6	37.1	100
Rajasthan	75.9	0.0 ●	1.8	97	8.6 ●	27.1	100
Tamil Nadu	81.0	9.4	1.4	100	24.4	48.7	100
Telangana	67.6	18.2	5.3	100	18.2	41.9	110 ●
Uttar Pradesh	57.8	28.2	1.2 ●	100	10.5	24.9 ●	96 ●
Uttarakhand	73.2	0.0 ●	6.2	100	21.8	44.2	100
West Bengal	79.2	0.0 ●	1.3	86 ●	26.2	40.0	100
Small states							
Arunachal Pradesh	97.2	100.0 ●	110.8 ●	0 ●	22.1 ●	46.3	357
Goa	49.0 ●	0.0 ●	3.8 ●	100 ●	45.3	59.3	100 ●
Himachal Pradesh	77.2	0.0 ●	5.0	100 ●	24.9	27.2	100 ●
Meghalaya	63.4	72.7	10.8	100 ●	60.4 ●	41.7	100 ●
Mizoram	96.7	100.0 ●	7.3	0 ●	37.8	32.6	400 ●
Sikkim	102.5 ●	100.0 ●	28.7	0 ●	44.7	76.0 ●	100 ●
Tripura	59.2	60.0	4.6	63	28.7	24.7 ●	100 ●
Unranked states							
Assam	80.0	0.0	2.8	67	38.0	32.9	100
Manipur	100.0	100.0	11.7	56	42.4	44.9	100
Nagaland	105.9	100.0	8.5	0	51.4	22.9	100
Union Territories							
A&N Islands	17.5	100.0	0.0	0	28.9	NA	NA[8]
Chandigarh	90.0	0.0	3.1	100	26.1	47.4	NA[8]
DNH & DD	12.9	100.0	3.4	0	37.9	75.0	NA[8]
Delhi	130.2	0.0	5.3	100	35.6	54.2	100
Jammu & Kashmir	81.7	40.9	4.1	110	19.1	37.9	100
Ladakh	14.4	100.0	11.4	NA[5]	33.3	NA	NA[8]
Lakshadweep	81.6	100.0	82.4	NA[6]	NA[7]	75.0	NA[8]
Puducherry	37.7	100.0	25.2	0	27.9	42.6	NA[8]

Data sources: National Legal Services Authority (NALSA); Primary Census Abstract, Census 2011; Prison Statistics India (PSI), National Crime Records Bureau (NCRB); National Commission on Population.

Abbreviations: DLSA: District Legal Services Authority; LA: Lok Adalat; PLA: Permanent Lok Adalat; PLV: Para-Legal Volunteer; SLSA: State Legal Services Authority.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. pp: percentage points (the difference between two percentages). v. NA: Not available. vi. CY: Calendar year; FY: Financial year.

3. Total funds allocated includes pending balance of the previous year. 4. Even after including the previous year's pending balance, the figure for Delhi, Nagaland and Sikkim exceeds 100%. 5. Data not available for both DLSAs and sanctioned secretaries. 6. Data shows 0 DLSAs and 0 sanctioned secretaries. 7. Data shows no panel lawyers. 8. Data for judicial districts not available.

Table 6: Indicator-wise data, state scores and ranks

Best in cluster
Worst in cluster

Theme		Infrastructure			Workload		
		NEW					
Indicator		Presence of front offices in DLSAs (%, Jun 2022)[9]	Legal services clinic per jail (Number, 2021-22)	Villages per legal services clinic (Number, 2021-22)	PLA cases: settled as % of received (%, 2021-22)	Total LAs: Pre-litigation cases disposed (%, 2021-22)	SLSA LAs: Pre-litigation in cases taken up (%, 2021-22)
Scoring guide		Higher, the better	Higher, the better	Lower, the better	Higher, the better	Higher, the better	Higher, the better
National average		99.4	0.90	126.5	54.7	60.0	10.6
Large and mid-sized states							
Andhra Pradesh		100	0.78	104.9	48.1	25.1	8.5
Bihar		100	0.61	814.0	11.5	74.0	0.5
Chhattisgarh		109	1.03	19,567.0	68.4	70.7	0.7
Gujarat		100	1.81	84.6	99.7	9.1	0.5
Haryana		100	1.00	20.6	63.7	13.1	0.0
Jharkhand		100	0.91	2,106.6	60.2	78.9	76.1
Karnataka		100	0.91	174.5	39.9	6.6	0.4
Kerala		100	0.93	2.8	4.1	16.8	2.6
Madhya Pradesh		100	0.93	153.2	35.3	71.7	0.3
Maharashtra		100	0.63	178.9	36.0	93.2	2.2
Odisha		100	0.95	301.7	33.1	22.0	0.0
Punjab		100	1.04	154.0	49.9	11.4	0.3
Rajasthan		100	0.69	475.4	23.6	29.7	0.5
Tamil Nadu		100	0.88	27.1	44.9	11.9	9.8
Telangana		100	0.95	48.0	42.7	14.0	17.7
Uttar Pradesh		100	0.96	1,018.9	7.9	74.6	36.5
Uttarakhand		100	0.91	90.0	21.1	15.8	0.1
West Bengal		100	1.20	55.3	0.0	20.6	45.0
Small states							
Arunachal Pradesh		60	2.50	NA[12]	0.0	44.8	43.1
Goa		100	1.00	10.0	0.0	5.4	2.5
Himachal Pradesh		100	0.75	223.5	100.0	29.3	0.0
Meghalaya		82	1.00	76.9	0.0	57.0	5.5
Mizoram		100	0.70	50.3	0.0	88.4	30.7
Sikkim		200	1.00	35.4	0.0	75.4	30.9
Tripura		100	0.92	5.5	28.4	21.7	4.4
Unranked states							
Assam		100	1.00	162.6	25.3	47.9	3.0
Manipur		100	0.40	64.5	0.0	88.3	0.0
Nagaland		100	1.00	15.7	0.0	92.3	0.0
Union Territories							
A&N Islands		100	0.00	NA[12]	0.0	8.8	0.0
Chandigarh		100	1.00	0.4	42.0	1.0	4.5
DNH & DD		100	1.00	4.4	0.0	20.4	0.0
Delhi		109	1.13	12.9	94.7	22.8	5.9
Jammu & Kashmir		100	1.00	NA[13]	0.0	45.2	10.5
Ladakh		NA[10]	0.50	NA[13]	0.0	25.8	0.0
Lakshadweep		NA[11]	0.00	NA[12]	0.0	92.2	0.0
Puducherry		200	1.00	1.6	0.0	5.6	4.0

Data sources: National Legal Services Authority (NALSA); Primary Census Abstract, Census 2011; Prison Statistics India (PSI), National Crime Records Bureau (NCRB); National Commission on Population.

Abbreviations: DLSA: District Legal Services Authority; LA: Lok Adalat; PLA: Permanent Lok Adalat; PLV: Para-Legal Volunteer; SLSA: State Legal Services Authority.

Common notes: i. States arranged by clusters in alphabetical order. ii. A&N Islands: Andaman & Nicobar Islands. iii. D&NH/D&D: Dadra & Nagar Haveli and Daman & Diu. iii. New indicators in IJR 3 highlighted in yellow. iv. pp: percentage points (the difference between two percentages). v. NA: Not available. vi. CY: Calendar year; FY: Financial year.

9. Excludes Ladakh. 10. Data not available. 11. Data shows 0 DLSAs and 0 front offices. 12. States/UTs have villages but no legal service clinics in villages. 13. Data for villages not available.

State Human Rights Commissions (SHRC)

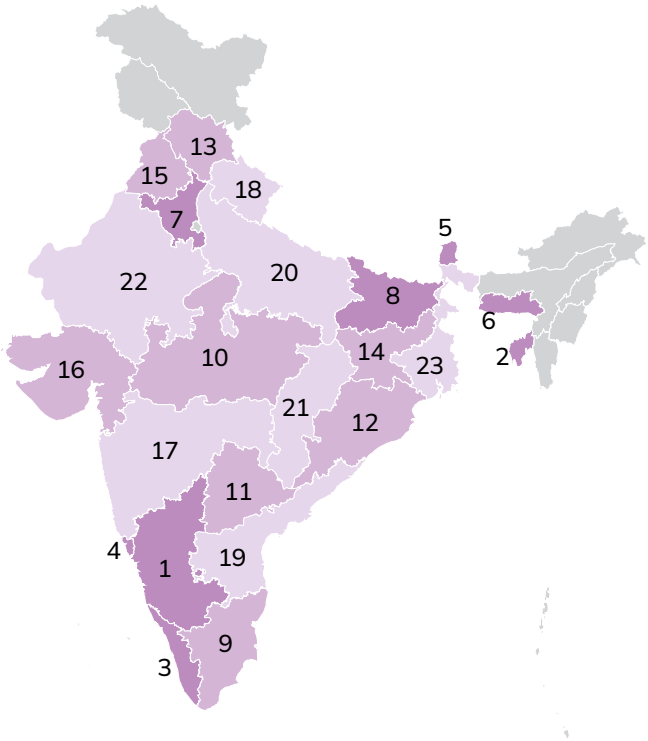
Map 17: SHRC Ranking

Indicators 7

Color guide

- Best (Ranks 1 to 8)
- Middle (Ranks 9 to 16)
- Worst (Ranks 17 to 23)

Rank	State	Score (out of 10)
1	Karnataka	5.99
2	Tripura	5.83
3	Kerala	5.75
4	Goa	5.70
5	Sikkim	5.52
6	Meghalaya	5.51
7	Haryana	5.35
8	Bihar	5.33
9	Tamil Nadu	5.31
10	Madhya Pradesh	5.23
11	Telangana	4.89
12	Odisha	4.44
13	Himachal Pradesh	4.40
14	Jharkhand	3.79
15	Punjab	3.64
16	Gujarat	3.43
17	Maharashtra	3.39
18	Uttarakhand	3.28
19	Andhra Pradesh	3.16
20	Uttar Pradesh	2.94
21	Chhattisgarh	2.46
22	Rajasthan	2.45
23	West Bengal	2.10



9 states working with 50% and more vacancies among members.

Only 6 states have women in their executive staff.

In 2020-21, budget for protection of human rights was Rs 105 crore.

50% SHRCs have only 1-5 maximum as investigative staff.

Table 7: Indicator-wise data, state scores and ranks

			Theme	Human Resources		Diversity		Workload	Budget	
			Indicator	SHRC total staff vacancy (%, 2020-21)	SHRC executive staff vacancy (%, Mar 2022)	SHRC women staff (%, 2020-21)	Share of women in executive staff (%, March 2022)	Average CCR rate (%, 2018-19, 2019-20, 2020-21)	Budget utilised (%, 2020-21)	Budget utilised (pp, FY '16-'20)
			Scoring guide	Lower, the better	Lower, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better	Higher, the better
	Rank	Score								
Andhra Pradesh[1]	19	**3.16**		NA	0	NA	0	NA	NA	NA
Bihar	8	**5.33**		29.0	0.0	8.5	0.0	100	119	3.84
Chhattisgarh	21	**2.46**		NA[2]	50.0	NA[3]	0.0	98	106	2.21
Goa	4	**5.70**		23.5	0.0	3.8	25.0	73	85	2.69
Gujarat	16	**3.43**		71.3	0.0	13.0	0.0	NA[3]	95	0.97
Haryana	7	**5.35**		33.0	0.0	18.5	0.0	99	94	-1.28
Himachal Pradesh	13	**4.40**		66.7	0.0	8.3	0.0	NA[5]	81	14.42
Jharkhand	14	**3.79**		36.4	50.0	14.3	0.0	89	88	4.37
Karnataka	1	**5.99**		21.6	0.0	43.7	0.0	118	86	-1.33
Kerala	3	**5.75**		4.8	0.0	NA[4]	25.0	80	109	3.06
Madhya Pradesh	10	**5.23**		12.4	0.0	7.6	0.0	105	100	0.00
Maharashtra	17	**3.39**		40.0	25.0	16.7	0.0	61	50	-5.70
Meghalaya	6	**5.51**		6.5	0.0	34.5	25.0	61	65	-7.79
Odisha	12	**4.44**		31.9	25.0	14.9	0.0	86	76	-1.44
Punjab	15	**3.64**		94.0	50.0	9.1	50.0	79	99	-0.29
Rajasthan	22	**2.45**		59.4	25.0	10.7	0.0	52	48	-10.21
Sikkim	5	**5.52**		-61.5	25.0	33.3	0.0	90	75	4.73
Tamil Nadu	9	**5.31**		13.6	0.0	21.4	0.0	71	100	-0.01
Telangana	11	**4.89**		15.3	25.0	24.1	0.0	NA[6]	101	NA[6]
Tripura	2	**5.83**		31.3	0.0	18.2	0.0	86	95	13.41
Uttar Pradesh	20	**2.94**		62.4	50.0	NA[3]	50.0	45	100	0.00
Uttarakhand	18	**3.28**		91.5	0.0	0.0	0.0	82	100	0.00
West Bengal	23	**2.10**		17.0	50.0	12.8	0.0	74	32	-10.20

Notes: 1. AP SHRC, Kurnool constituted w.e.f. 21.03.2021. 2. Data not provided (RTI + website). 3. No response from state. 4. SHRC does not maintain separate consolidated data on women staff. 5. Started functioning w.e.f. July 2020. 6. T SHRC started functioning w.e.f. 19.12.2019.

Source: RTI applications filed by the India Justice Report team

Chapter 5

NEW

SHRCs: Struggling with Capacity Deficits

Governments across the country, whether at the Centre or in the states, are bound to promote and protect human rights. The compulsion for this is written into the basic structure of our Constitution. It aligns with India's commitment to realising the rights and freedoms enshrined in the United Nations Declaration of Human Rights and accords with the obligations in the international treaty agreements that the country has undertaken as a member of the comity of nations. At home, all agencies of state are required to function within these boundaries.

To ensure the effective realisation of human rights, in 1993 India set up its first dedicated human rights institution, the National Human Rights Commission (NHRC) under the Protection of Human Rights Act (PHRA), 1993. Since then, 25 State Human Rights Commissions (SHRCs) have been established along the lines of the NHRC.

As quasi-judicial bodies, human rights commissions are tasked with scrutinising complaints they receive from individuals, their representatives, third parties, non-governmental organisations or any other representative body. They also have the power to initiate inquiries into suspected human rights violations on their own volition and are mandated to visit any jail, hospital, juvenile or welfare home run by the government and make recommendations for improvement in living conditions; review safeguards provided under the Constitution for the protection of human rights and recommend measures for their implementation. As part of their function to promote a culture and understanding of human rights, they are required to undertake research and awareness activities. As they are provided with all the powers of a civil court, they can summon and examine witnesses under oath, receive evidence on affidavits, order discovery and production of any document and requisition any public record from any court or office.

On receipt of a complaint, the SHRC must evaluate whether it falls under its terms of reference and makes a reasonable case of rights violation and after consideration,

Timeline of development of international standards

GANHRI and the Paris Principles

Representing more than 110 National Human Rights Institutions (NHRIs), their members and staff across all regions, the Global Alliance of National Human Rights Institutions (GANHRI)[1] is one of the largest human rights networks worldwide—of which India is also a member.[2] In 1991, the first International Workshop on National Institutions for the Promotion and Protection of Human Rights drafted and adopted the Paris Principles that set out the minimum standards for NHRIs to function effectively.[3] Endorsed by the Vienna World Conference on Human Rights in 1993, these principles are accepted as the test of an institution's legitimacy and credibility.[4] India has committed to upholding the Paris Principles.[5]

either dismiss the complaint or make recommendations on the action to be taken under Section 18 of the PHRA. However, despite being set up as a quasi-judicial body, commission recommendations are predominantly not binding on parties and this remains, arguably, one of the primary flaws in the design of these bodies.

As recently as 2021, the Madras High Court[6] observed that the perception that "the recommendations of the Commissions lack legal sanctity, and hence can be trifled with, does not augur well towards addressing the complaints of human rights violation in the country where the written Constitution reigns supreme" and adjudged that the SHRC's recommendations under Section 18 of the PHRA are binding and legally enforceable on government authorities.

Composition of a SHRC

State commissions may be chaired by a former Chief Justice or a judge of a high court. Two members—a former high court or district court judge and the other an expert "with knowledge and practical experience in matters related to human rights"—along with a secretary make up the executive staff.[7] The chair and members form the adjudicating body able to issue directions/recommendations for compliance. The secretary, who is also the chief executive officer (CEO), not below the rank of a secretary to the state government, exercises all administrative and financial functions.

Human resources

SHRC, total staff vacancy (%, 2020-21)

SHRC executive staff vacancy (%, 2022)

In 2020-21,[8] 13 states worked with more than 25 per cent vacancies in their overall staff.[9] Only Assam and Sikkim SHRCs had more staff than sanctioned.[10] Nationally, vacancies across 25 commissions stood at 43.5 per cent.

An SHRC is required to have two members—judicial and non-judicial—in addition to the chairperson. As of 2022, all SHRCs except Punjab had chairpersons in place; Chhattisgarh, Jharkhand and Manipur were carrying on under acting chairs and in 6 states one out of two members was missing.[11] Uttar Pradesh, Manipur and Jharkhand functioned without any members. Set up in 2010 Jharkhand's Commission has, since 2018, functioned with only an acting chairperson and secretary, and the Chhattisgarh Commission, set up in

1 The Global Alliance of National Human Rights Institutions (GANHRI) is the member-based global alliance that represents the largest human rights network worldwide. It works in accordance with the Paris Principles to support NHRIs and conducts a peer-review based accreditation process to ensure NHRIs' compliance with the Paris Principles. See: https://ganhri.org/
2 GANHRI brings together and supports national human rights institutions to promote and protect human rights. See: https://ganhri.org/
3 Paris Principles, Global Alliance of National Human Rights Institutions (GANHRI). Available at: https://ganhri.org/paris-principles/
4 Office of the United Nations High Commissioner for Human Rights, National Human Rights Institutions—History, Principles, Roles and Responsibilities, 2010. Available at https://www.ohchr.org/sites/default/files/Documents/Publications/PTS-4Rev1-NHRI_en.pdf
5 GANHRI's accreditation process is a peer review to accredit NHRIs in relation to their compliance to the Paris Principles. India has been granted 'A' status for being fully compliant with the Paris Principles. See: https://ganhri.org/membership/
6 Order dated 5 February 2021 in the case *Abdul Sathar vs The Principal Secretary to Government and 5 others*, W.P. No. 41791 of 2006. Available at: https://www.mhc.tn.gov.in/judis/index.php/casestatus/viewpdf/590370
7 Section 21 of the Protection of the Human Rights Act. Available at: https://nhrc.nic.in/sites/default/files/PHRAct_2021_0.pdf
8 Data is based on RTI responses received from the state commissions.
9 Bihar, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Maharashtra, Manipur, Odisha, Punjab, Rajasthan, Tripura, Uttar Pradesh and Uttarakhand.
10 Data for Bihar, Haryana, Kerala, Odisha and Uttar Pradesh is as of 2022. Chhattisgarh and Gujarat SHRCs provided partial information with regard to staff strengths. Consequently, they have been scored 0.
11 Chhattisgarh, Odisha, Punjab, Rajasthan, Sikkim and West Bengal.

2001, has been functioning with an acting chairperson and one member since 2020. Chhattisgarh, Maharashtra, Telangana and West Bengal commissions worked without secretaries/CEOs.

Independent investigation into rights violations is central to any commission's effectiveness. The capacity for this rests on the presence of investigative staff. The statute provides for "such police and investigative staff under an officer not below the rank of an Inspector General of Police and such other officers and staff as may be necessary."[12] In the absence of a cadre of their own, commissions must rely on staff drawn from within the government and from amongst people with experience of administration or the courts.[13] In practice, along with a senior police officer of the rank of an Inspector General or Deputy Inspector General, two officers of the rank of Superintendent of Police (SP), Additional Superintendent (ASP) or Deputy Superintendent (Dy. SP) and one inspector on deputation to the commission make up the investigative arm of state commissions.

Sanctioned investigative staff varied from state to state, some included the number of constables in their response,[14] while others like Maharashtra, Odisha, Sikkim and Tamil Nadu did not. All except Himachal Pradesh, Rajasthan and Uttarakhand, reported a shortfall. Eleven Commissions functioned with an investigative staff

Figure 37: Vacancies in the Commissions

Across India's 25 SHRCs, vacancy is a serious issue. Nationally on average, nearly 1 in 2 positions are vacant, the highest in Punjab with 94%

	Executive staff (March 2022)		Total staff (2020-21)		
	Sanctioned	Appointed	Sanctioned	Actual	Vacancy (%)
Andhra Pradesh	4	4	NA	NA	NA
Assam	4	4	32	38	Extra staff
Bihar	4	4	100	71	29
Chhattisgarh	4	2	98	NP²	NA
Goa	4	4	34	26	24
Gujarat	4	4	80	23	71
Haryana	4	4	97	65	33
Himachal Pradesh	4	4	36	12	67
Jharkhand	4	2	22	14	36
Karnataka	4	4	111	87	22
Kerala	4	4	42	40	5
Madhya Pradesh	4	4	105	92	12
Maharashtra	4	3	30	18	40
Manipur	4	2	41	10	76
Meghalaya	4	4	31	29	6
Odisha	4	3	69	47	32
Punjab	4	2	182	11	94
Rajasthan	4	3	69	28	59
Sikkim	4	3	13	21	Extra staff
Tamil Nadu	4	4	81	70	14
Telangana	4	3	98	83	15
Tripura	4	4	32	22	31
Uttar Pradesh	4	2	85	32	62
Uttarakhand	4	4	47	4	91
West Bengal	4	2	94	78	17
All India	**100**	**83**	**1,629**	**921**	**43.5**

Note: 1. States arranged in alphabetical order. 2. Data on actual staff not provided either through RTIs or on its website.
NA: Not available.
Source: RTI applications filed by the IJR team

12 Section 27(1)(b) of the Protection of Human Rights Act, 1993. Available at: https://nhrc.nic.in/sites/default/files/PHRAct_2021_0.pdf
13 Commonwealth Human Rights Initiative, *Human Rights Commissions: A Citizen's Handbook, 2004.*
14 Bihar, Madhya Pradesh, Telangana, West Bengal.

strength ranging from one to five in 2022.[15] The Assam, Jharkhand, Manipur and Sikkim commissions reported no investigative staff.

Workload

Average case clearance rate
(%, 2018-19, 2019-20, 2020-21)

In the absence of a full cohort to investigate and decide on whether there have been human rights violations delays and year-on-year pile ups become inevitable. Each year, thousands of victims approach human rights commissions. In 2020-21 alone complaints across all SHRCs stood at 1,02,608. Eight SHRCs disposed of less than 60 per cent of complaints received,[16] with Meghalaya (28 per cent) clearing the least, followed by Maharashtra (29 per cent), Rajasthan (30 per cent) and Odisha (48 per cent). Bihar (99 per cent) and Chhattisgarh (94 per cent) cleared almost all the cases they received. Cumulative arrears at the end of 2020-21 stood at 33,312.

Between 2018-19 and 2020-21, 3 commissions—Manipur (28 per cent), Rajasthan (52 per cent) and Uttar Pradesh (45 per cent)—recorded an average case clearance rate lower than 60 per cent. Assam (122 per cent), Karnataka (118 per cent) and Madhya Pradesh (105 per cent) cleared more than they received during this period, while Bihar recorded a 100 per cent case clearance rate.

It is unclear how many complaints were rejected outright because they were not within a commission's mandate or went on to being finally investigated, adjudicated and recommended for corrective measures.

Diversity

Share of women in total staff
(%, 2020-21)

Share of women in executive staff (%, 2022)

The Paris Principles provide for the composition of NHRIs and appointment of its members in accordance with procedure "that guarantees to ensure the pluralist representation of civil society."[17] Consequently, to align with the Principles, the Protection of Human Rights Act, 1993 was amended in 2019 to statutorily include one woman among five members of the National Human Rights Commission. However, in the two and a half decades of its existence, the NHRC has never had a female chairperson, has only ever had three women members, and never two women members serving at the same time.

Despite the emphasis on pluralism, the PHRA amendment, however, does not extend to the state commissions. Nationally, the share of women in overall staff across commissions, as of 2020-21, stood at 17.1 per cent. Neither available annual reports nor websites of SHRCs document diversity nor make mention of caste, religion, or gender compositions. As of 2022, only 6 commissions had women as members or as secretaries.[18] There were no women chairpersons and only Kerala, Meghalaya and Punjab had one woman member each. Only Assam, Goa and Uttar Pradesh had women at the secretary level.

Budgets and Expenditure

Budget utilised (%, 2020-21)

Budget utilised
(pp, FY 2016-17 - 2020-21)

Budget Utilised between 2016-17 and 2020-21: Human rights commissions depend on funding from the state governments, which in turn depend on the states' own priorities and resources available to them. A five-year (2016-2020) assessment of sanctioned and utilised funds signals the low priority afforded to these institutions. Between 2016 and 2020, nine commissions[19] recorded an increase in utilisation, with Himachal Pradesh (14.42 percentage points) recording the highest increase in utilisation followed by Sikkim (4.73 percentage points) and Jharkhand (4.37 percentage points). But nine[20] recorded a decrease: Rajasthan (-10.21 percentage points) recorded the biggest fall, followed by West Bengal (-10.20 percentage points) and Maharashtra (-5.70 percentage points). Four states—Assam, Madhya

15 Data on sanctioned and working strength of investigative staff is based on RTI replies received from state commissions. This has not been ranked as an indicator for this report.
16 Goa, Maharashtra, Manipur, Meghalaya, Odisha, Punjab, Rajasthan and Uttar Pradesh.
17 Paris Principles, 'Composition and guarantees of independence and pluralism'. Available at: https://ganhri.org/paris-principles/
18 Assam, Goa, Kerala, Meghalaya, Punjab and Uttar Pradesh.
19 Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Sikkim and Tripura.
20 Haryana, Karnataka, Maharashtra, Meghalaya, Odisha, Punjab, Rajasthan, Tamil Nadu and West Bengal.

Pradesh, Uttar Pradesh and Uttarakhand—utilised their entire sanctioned budgets between 2016-17 and 2020-21.

Budget Utilised in 2020-21: In 2020-21, sanctioned budgets ranged from Rs. 64 lakh to 8 crore. Haryana's Commission, which received 2,500 complaints in 2020-21, was sanctioned the most (Rs. 8 crore), followed by Telangana which received 4,319 complaints and was sanctioned Rs. 7.6 crore. Himachal Pradesh with 1,381 complaints, was sanctioned the least—Rs. 64 lakh.

The total allocation across 25 SHRCs stood at Rs. 105 crore in 2020-21. Eleven commissions,[21] recorded an

Figure 38: Cases received and disposed by SHRC over three years

Information provided by states was patchy. The average national case clearance rate over three years (2018-2021) stands at 75% while in 2020-21 it stands at 68%.

Case clearance rate: 100% and above | 70% to 100% | Below 70%

	Cases received			Cases disposed			Case clearance rate[4]		
	2018-19	2019-20	2020-21	2018-19	2019-20	2020-21	2018-19	2019-20	2020-21
Andhra Pradesh[1]	NA	NA	NA	NA	NA	NA	NA	NA	NA
Assam	302	310	304	476	370	270	158	119	89
Bihar	8,062	6,105	6,828	7,676	6,475	6,777	95	106	99
Chhattisgarh	1,326	1,120	1,294	1,425	1,046	1,219	107	93	94
Goa	289	159	279	286	97	163	99	61	58
Gujarat	3,210	3,087	NR	3,201	3,031	NR	100	98	NA
Haryana	2,405	2,823	2,501	1,939	3,707	2,109	81	131	84
Himachal Pradesh[2]	NA	NA	1,381	NA	NA	1,300	NA	NA	94
Jharkhand	944	639	719	838	608	594	89	95	83
Karnataka	5,570	4,545	4,704	6,527	6,547	4,429	117	144	94
Kerala	10,847	9,689	8,803	10,379	7,536	5,868	96	78	67
Madhya Pradesh	9,422	9,651	8,677	10,291	9,842	9,014	109	102	104
Maharashtra	6,770	4,659	3,763	5,368	3,559	1,083	79	76	29
Manipur	89	126	216	31	21	67	35	17	31
Meghalaya	21	23	32	16	18	9	76	78	28
Odisha	4,246	3,540	4,442	2,633	5,191	2,137	62	147	48
Punjab	12,046	11,100	11,121	10,987	10,193	5,884	91	92	53
Rajasthan	5,647	5,544	2,154	3,846	3,199	652	68	58	30
Sikkim	11	7	6	11	6	5	100	86	83
Tamil Nadu	13,701	13,408	11,999	10,429	10,311	7,253	76	77	60
Telangana[3]	NA	NA	4,319	NA	NA	2,873	NA	NA	67
Tripura	65	66	55	64	53	43	98	80	78
Uttar Pradesh	29,375	22,635	22,989	13,995	7,672	12,023	48	34	52
Uttarakhand	2,201	1,921	1,893	2,068	1,594	1,290	94	83	68
West Bengal	4,013	3,896	4,129	1,877	2,858	4,234	47	73	103
All India	**120,562**	**105,053**	**102,608**	**94,363**	**83,934**	**69,296**	**78**	**80**	**68**

Notes: 1. AP SHRC, Kurnool constituted w.e.f. 21.03.2021. 2. SHRC constituted w.e.f. 01.07.2020. 3. T 3. SHRC was constituted and started functioning w.e.f. 19.12.2019. 4. Cases disposed for every 100 cases received.
NA: Not available. NR: No response.
Source: RTI applications filed by the IJR team

increase in budget allocation between 2019-20 and 2020-21 while 10 recorded a decrease.[22] Manipur's budget grew by 66 per cent, increasing from Rs. 83 lakh in 2019-20 to 1.3 crore in 2020-21; while Uttarakhand plummeted 67 per cent from Rs. 3 crore to 1 crore.

A majority of SHRCs utilised more than 60 per cent in 2020-21.[23] West Bengal (32.2 per cent), Manipur (45.1 per cent) and Rajasthan (48.3 per cent) recorded the least utilisation. Only 5 commissions—Assam, Madhya Pradesh, Tamil Nadu, Uttar Pradesh and Uttarakhand—utilised their entire budget. The commissions of Bihar (119 per cent), Kerala (109 per cent) Chhattisgarh (106 per cent) and Telangana (101 per cent) record utilising more than their allocated budgets.

Between 2019-20 and 2020-21, 10 commissions showed an increase in budget utilisation.[24] Nationally, on average, states utilised 86 per cent—an increase from 80 per cent in 2019-20.

Status of Websites of State Human Rights Commissions

Considering the NHRC's website as a representation of the services provided and how accessible these services should be, the India Justice Report assessed (but did not rank) the user-friendliness of the websites of the commissions in ensuring the availability of guidelines for filing complaints, the status of complaints and judgments, as well as the availability of information in local languages. The websites were checked thrice between April and November 2022.

Only 4 of the 25 currently functioning commissions—namely Andhra Pradesh, Manipur, Meghalaya and Telangana—did not have a functioning website. With the exception of Uttarakhand, no state offered a complete bouquet of services to its citizens. Only 11 commissions provided guidelines to citizens on filing complaints, while only 6 commissions uploaded judgments of complaints regularly on their websites.

Most websites were available only in English and not necessarily in state languages. For instance, Madhya Pradesh's website was available only in English while in Karnataka, Maharashtra, Bihar and Uttar Pradesh, information was available in Kannada, Marathi and Hindi respectively. For Kerala, there was an option to view the website in Malayalam, however, this feature was not active.

> Uttar Pradesh, with a projected population of 23.48 crore in 2021, had the highest number of cases—22,989 in 2020-21—and received ₹5.7 crore during the same year.

Methodology

This study captures the capacity of 25 human rights commissions on seven indicators across four themes—human resources, diversity, workload and budgets. Each theme represents a precondition necessary for the commissions to function effectively and the seven indicators represent information available evenly across all states. This allows for a fair comparison against the benchmarks the states have set for themselves. The performance of an SHRC on each indicator is added up to derive the total score which allows comparative ranking.

Excluded states: The IJR omits Assam and Manipur where the long-term presence of the Armed Forces (Special Powers) Act (AFSPA) has significantly affected the administration of justice and hence does not allow for comparisons with states that do not have these laws. After the enactment of the Jammu and Kashmir Reorganisation Act, 2019 the SHRC in the state was closed.

Benchmarks: The Protection of Human Rights Act, 1993 outlines the establishment, powers and functions of the state human rights commissions, and has been used as the benchmark to assess their performance. International standards set up under the Global Alliance of National Human Rights Institutions (GANHRI) and the Paris Principles have also been referred to.

Scoring and ranking: For states whose values were missing for certain indicators, we did the following. If

21 Haryana, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Punjab, Rajasthan, Sikkim and Tamil Nadu.
22 Assam, Chhattisgarh, Gujarat, Karnataka, Kerala, Odisha, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.
23 Data on utilisation of budgets does not include utilisation by Andhra Pradesh as the commission was constituted in 2021.
24 Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Karnataka, Kerala, Meghalaya, Punjab and Tripura.

Figure 39: Accessing SHRCs

Using the NHRC website as a model, India Justice Report assessed (but did not rank) the user-friendliness SHRCs' websites. The websites were checked thrice between April and November 2022. Except Uttarakhand, no state offered a complete bouquet of services to its citizens.

Yes/Available | Partly available | Not available

			Complaint Facilities					
	SHRC established on	Local Languages on websites	Link to HRCNet	Local Languages on websites	Guidelines/ FAQs on filing offline cases	Status of cases (online and offline)	Availability of orders and judgements	Proactive Disclosures under Section 4, Right to Information Act
Andhra Pradesh[1]	2021	No Website						
Assam	1996	NA	NA	NA	Yes	NA	NA	NA
Bihar	2008	Hindi	Yes	Available[2]	Yes	NA	Yes[3]	NA
Chhattisgarh	2001	NA	Yes	NA	Yes	Yes	NA	NA
Goa	2011	NA	NA	NA	NA	NA	Yes[4]	Yes
Gujarat	2006	NA	NA	NA	Yes	Yes	NA	Yes
Haryana	2012	NA	Yes	NA	NA	NA	Available	NA
Himachal Pradesh	2020	NA	Yes	Available	NA	Available	NA	NA
Jharkhand	2010	NA	NA	NA	NA	NA	Available	NA
Karnataka	2007	Kannada	Yes	Available	NA	Available	Available	NA
Kerala	1998	NA	Yes	NA	FAQs	NA	Available	NA
Madhya Pradesh	1995	NA	Yes	NA	Guidelines	NA	NA	NA
Maharashtra	2001	Marathi	Yes	NA	Available[5]	Yes	NA	NA
Manipur	2018	No Website						
Meghalaya	2016	No Website						
Odisha	2000	NA	Yes	Available	Available	Yes	NA	NA
Punjab	1997	Yes	NA	NA	NA	NA	NA	NA
Rajasthan	1999	Hindi	NA	Available	Available	Yes	Yes[6]	NA
Sikkim	2008	NA	NA	NA	NA	NA	NA	NA
Tamil Nadu	1997	NA	NA	NA	NA	NA	NA	NA
Telangana	2019	No Website						
Tripura	2016	NA	Available	NA	Available	Available	NA	NA
Uttar Pradesh	1996	Yes	Available	NA	NA	Available	Yes[6]	NA
Uttarakhand	2013	Yes	Available	Available	Available	Available	Available	NA
West Bengal	1995	No	NA	NA	NA	NA	Available	NA

1. Reconstituted after bifurcation. 2. Not readily available, can be found after going through all notices published by the SHRC at the bottom of the page. 3. Important decisions available on website; arranged year-wise; orders and judgements available in Hindi. 4. 39 important decisions available. 5. FAQs listed but not accessible; guidelines available. 6. Important decisions only.
Source: Websites of the SHRCs

the value was missing because there was an objective circumstance for the data to be missing, such as commissions set up less than five years ago, we reduced the number of parameters while working out its pillar score. However, if the value was missing because the state did not provide data or provided partial data, the scoring continued to take account of parameters common to all states.

Sources of data: Departmental websites and annual reports were the first choice for accessing data. However, as websites were frequently out of date, incomplete and did not proactively disclose information under Section 4, RTI Act; detailed information about human resources, gender diversity, workload and budgets pertaining to periods between 2016 to 2022 was sought through 145 Right to Information applications. We also used data published by Transparency International India in its report.[25] All data sought was within the statutory definition of what is to be proactively disclosed without any request from the public under Section 4 of the RTI Act, 2005. State budget documents were relied on for data related to budgets.

Maja Daruwala, India Justice Report;
Nayanika Singhal, India Justice Report

25 Transparency International India, 2019, Protection of Human Rights in India: Working of NHRC/SHRC (1993-2018). Available at: https://transparencyindia.org/wp-content/uploads/2019/12/Protection-of-Human-R%E2%81%ACights-in-India-as-on-9th-Dec-2019.pdf

Other Sections

RTI

Data challenges

Methodology

Conclusion

Chapter 6

The Experience of Using RTI for Data Collection for IJR 2022: A Note[1]

The 3rd IJR records here our experience of using India's primary transparency law, namely, the *Right to Information Act, 2005* (RTI Act) to gather information and data from across the states and Union Territories (UTs).

We sought only numerical or statistical information—none of which, in our view, is exempt from disclosure under sections 8, 9, 11 and 24 of the RTI Act, which specify the grounds on which access to information may be legitimately denied. While several public authorities were forthcoming with the information, others used the transfer clause to shunt the information requests from office to office or simply rejected our requests, thereby avoiding the statutory obligation of transparency. Some did not bother to respond to our RTI applications despite receiving reminders and appeals. A numerical overview of our RTI interventions is given below, followed by specific examples of good and bad practices adopted by public authorities while responding to information requests.

Numerical Overview

Between March and December 2022, the IJR Team submitted a total of **313 RTI applications** across all states and UTs.

1) Police Department (72 requests)[2]
2) Office of the Chief Secretary (36 requests)[3]
3) Forensics Department (32 requests)[4]
4) State Legal Services Authority (37 requests)[5] and
5) State Human Rights Commission(136 requests, wherever established)[6]

We received a total of **839 replies**—some providing the information fully or partially, some seeking additional fees and a handful refusing the information on various grounds, such as information is not held in police headquarters (Uttarakhand) or seeking exemption on the basis of internal security and investigation under Sec 24(4) of the RTI Act 2005 (Tripura). The information on CCTV installation does not impinge on the internal security or investigation of the state.

Transfers

More than 100 replies from police departments in Telangana, Himachal Pradesh, Assam, Delhi, Jharkhand, Madhya Pradesh and Odisha indicated the applications about the installation of CCTV cameras in police stations and staffing and working of police training institutions had been transferred to various other offices. In almost all states, the RTIs were transferred to other government authorities like district level police administration, sub-divisional officers and further to police stations to send us the information directly. Many State Legal Services Authorities transferred our RTI applications to the District Legal Services Authorities. In some cases, those who

1 Note prepared for IJR by Venkatesh Nayak, Director, Commonwealth Human Rights Initiative, March 2023.
2 On CCTV installation in all police stations; number of CCTVs in all police stations, their positioning and functioning and budgetary allocations as per *Paramvir Singh Saini vs Baljit Singh* judgement.
3 Filing of compliance affidavits and setting up of state and district level oversight committees, composition of SLOCs and DLOCs, and number of meetings held.
4 On state forensic labs; annual reports, human resource available (vacancies of scientific staff and other staff), budgets (sanctioned and utilised), workload (cases received, disposed and pending), (number of divisions in each lab and their infrastructure and equipment.
5 Capacity of state legal services authority and district legal services authority in terms of human resource (staff, secretaries, chairperson, panel lawyers), budget and expenditure, diversity in paralegal volunteers (women, SCs, STs, OBCs), legal aid beneficiaries, victim compensation and undertrial review committees.
6 Capacity of human rights commissions in terms of human resources (sanctioned and actual staff), budget (sanctioned and actual expenditure), workload (cases pending and disposed of), diversity (women staff), *suo moto* cases and annual reports.

received the transferred applications did not respond at all. For example, the RTI application submitted to the office of the Chief Secretary, Government of Punjab on CCTVs (as the Hon. Supreme Court had issued these directions to the Chief Secretaries of all states and UTs) was transferred to the Chief Minister's Office as the incumbent also holds the Home Affairs and Justice portfolios.

Lack of any response

The statutory time limit for responding to RTI applications in ordinary cases is 30 calendar days. However, a handful of the public authorities did not respond at all. For example, the Uttar Pradesh State Human Rights Commission (SHRC) did not respond, despite repeated phone enquiries and a specific letter addressed to the chairperson drawing his attention to the lack of a response. The police departments of Manipur and Lakshadweep also did not provide any response regarding the installation of CCTV cameras at police stations. The forensics departments of West Bengal, Madhya Pradesh, Rajasthan and Himachal Pradesh made no response at all to queries on their structure, organisation, finances, annual reports and other related matters.

Expenditure on fees

Put together we spent a total of **Rs. 17,202** on fee payments. This includes both application fee and additional fees also known as copying or reproduction charges. Some of the Public Information Officers (PIOs) required us to pay postal charges also. The category-wise breakup of fees paid is given below:

Public Authorities	Fees Paid
Police Departments (DGP and Chief Secretaries)	₹ **8,260**
Forensics Departments	₹ **1,517**
Legal Services Authorities	₹ **380**
State Human Rights Commissions	₹ **7,045**

The payment of application fee is a statutory requirement unless the applicant can legitimately claim to belong to below the poverty line category in which case the applicant is entitled to seek and receive information free of cost. However, the information IJR sought from all categories of public authorities ought to have been disclosed voluntarily as part of the statutory obligation under Section 4(1) of the RTI Act (please see *https://indiajusticereport.org/* for the text of RTI applications submitted to various public authorities). A great deal of the information sought is so fundamental that it ought to have been published on the website of the concerned agencies as per the Government of India Guidelines for Websites even if one were to keep the RTI Act out of the picture.[7] According to Section 4(2) of the RTI Act, the purpose of voluntary disclosures under Section 4(1) of the RTI Act is to reduce people's need to seek information through formal RTI applications.

Exorbitant fee demands and unreasonable expectations

Despite the elementary nature of the information sought, some public authorities resorted to charging exorbitant fees for supplying information they ought to have published voluntarily on their websites. For example, the Kerala SHRC sent a bill of Rs. 3,000 for furnishing copies of its Annual Reports. The IJR Team decided against making this fee payment. Similarly, the Madhya Pradesh SHRC demanded additional fees of Rs. 1,010 to supply its annual reports.

The most unique fee-related responses came from Goa and Tamil Nadu. The office of the Director General of Police of Goa demanded payment of the princely sum of Rs. 2 for obtaining information about budgetary allocation for installing CCTV cameras in police stations! The PIO of the office of the Sub-Divisional Police Officer at Pernem, Goa wanted Rs. 4 to be paid while the Mapusa office demanded Rs. 6. The Mapusa PIO also demanded identity proof of being Indian citizens. All three PIOs insisted that we pay in person without advising us about the alternative methods of fee payment permissible under Goa's RTI Rules. The amount of public funds spent on preparing the reply and sending it to us by post would far exceed the demands the PIOs were making. Instead, the information could have been furnished forthwith, avoiding wasteful expenditure of public resources and time.

7 See Guidelines for Government Websites 3.0 on the dedicated website of the Government of India at: Exorbitant fee demands https://guidelines.india.gov.in/introduction/ accessed on 03/03/2023.

Despite attaching a bank draft towards payment of the Rs. 10 application fee, the PIO of Tamil Nadu's Forensic Sciences Department returned our application stating that he could not find it in the envelope. These experiences indicate a clear intention of public authorities not wanting to part with requested information and their attempts to escape the duty of transparency when exemptions could not be invoked to reject the RTI application outrightly.

Gateway problems

A few state governments have launched convenient online facilities to submit RTI applications from anywhere in the country. Citizens sitting in any corner of the country may use this facility and payments can be made immediately by credit or debit card. The RTI application is delivered to the PIO instantaneously, avoiding delays caused by postal transit which was the preferred mode of submission in the initial years.

Haryana is one such state that has adopted this convenience. However, our online RTI application to the Haryana SHRC never received a response. Even the first appeal submitted through this facility against the PIO's lack of response remained pending beyond the statutory deadline of 45 days. This, despite the website's claim that SHRC is one of only 12 public authorities to which RTI applications may be submitted through its portal. Calls and letters to its chairperson yielded no response either. The Team then submitted the same queries afresh by post, attaching an IPO (Indian Postal Order) for fees. The PIO returned the application stating that the IPO was not attached. A third RTI application was filed in December 2022 and a reply was awaited at the time of publication.

Missing PIOs

The forensic science laboratory of Puducherry returned our RTI application explaining that PIOs has not been appointed. Not appointing a PIO even after 17 years of the enforcement of the RTI Act is a clear violation of the statutory obligation placed on the heads of these bodies. A combined reading of various provisions of the RTI Act makes clear that it is the obligation of the public authority to receive and decide upon information requests. The PIO is the point person of the public authority who performs these duties. Non-appointment of a PIO does not absolve public authorities like forensic science laboratories—that are 100-per cent government-controlled and funded—from their duty to furnish access to information from their records.

One question per RTI query rule

The SHRCs of Himachal Pradesh (HP) and Chhattisgarh returned the initial RTI applications raising technical issues. The HP SHRC cited the 2006 RTI Rules notified by the state government which restrict every RTI application to one subject and for one year only. The IJR team perforce then filed 37 more RTI applications seeking information about their vacancies, staffing, budgets, annual reports and caseload, etc. Again, all this information ought to have been disclosed voluntarily on their website under various clauses of Section 4(1) of the RTI Act. The absence of such disclosure is what compelled us to seek information formally. By rejecting one RTI application and insisting upon splitting up the RTI applications subject and year-wise, the SHRC not only expanded its workload 37 times, but also violated the express provision contained in Section 7(1) of the RTI Act that all information requests be disposed of as expeditiously as possible.

Similarly, the Chhattisgarh and Bihar SHRCs also cited the one subject matter and 150-word limit imposed in the RTI Rules notified by their respective state governments to reject initial applications for basic information about their organisation. We then submitted 9 separate RTI applications to each of them seeking information that could easily have been disclosed at first go. Despite abiding by their insistence on the word limit and subject matter restriction, the Bihar SHRC is yet to disclose information about their staff composition, gender diversity in staffing, budgets allocated, as well as expenditure incurred over the years. The Maharashtra State Legal Services Authority rejected the RTI application for exceeding the 150-word limit. However the PIO could have responded to the questions constituted in the first 150-words.

An RTI application may be rejected only for reasons mentioned in sections 8 or 9 which contain the exemption clauses,[8] and none other. While some states impose

8 An exemption clause can be invoked in cases where (i) information sought affects the sovereignty and integrity of India (ii) if disclosure is expressly forbidden by court of law, (iii) causes a breach of privilege of parliament or state legislature (iv) information including commercial confidence, trade secrets, or intellectual property (v) information available to a person is his fiduciary relationship (vi) information received in confidence from foreign government (vii) disclosure would endanger the life or physical safety of any person, (viii) could impede process of investigation (ix) cabinet papers including records of deliberations of council ministers, secretaries and other officers (x)personal information which has no relationship to any public activity.

word limits and subject matter restrictions, these cannot be used as a pretext for rejecting an RTI application or simply ignoring it.

It must be pointed out that an RTI application to a public authority is an exercise of the fundamental right to speech and expression which includes expression of views in writing. This right is guaranteed under Article 19(1) of the Constitution. Nothing in Article 19(2) of the Constitution—which lists reasonable restrictions that may be imposed on this important fundamental right—indicates that citizens may be legitimately restricted to word limits and subject matter boundaries when they express themselves. If this principle is applied to the RTI Rules of these states, they might not successfully pass judicial scrutiny.

Questionable rejection of requests and related anecdotes

In order to escape the duty of disclosure, a handful of other PIOs took cover under the exemptions listed in Section 8(1) of the RTI Act or the notifications issued by their respective governments exempting entire organisations from the purview of the RTI Act. For example, the PIO of the Arunachal Pradesh Forensic Science Laboratory cited a 2005 notification of the state government placing it under the list of security and intelligence organisations that are excluded from the ordinary obligations of transparency under the RTI Act. Similar exclusions were pleaded by the forensic science laboratories of Odisha, Punjab, Telangana and Gujarat. The PIO of Tripura's Police Department and the PIO of the office of the Superintendent of Police, Dhubri district, Assam also refused to disclose information about CCTV cameras citing exclusion under Section 24 of the Act. While their replies cannot be faulted because of the existence of such exclusion notifications, the actions of the respective state governments in keeping them out of the purview of the RTI Act are problematic.

Section 24 of the RTI Act permits both union and state governments to exclude "security and intelligence" organisations under their jurisdictions from the ordinary obligations of transparency under the RTI Act. They are obligated to disclose only such information as may be related to allegations of corruption or human rights violations which they may hold in their files.

Pursuit of information on CCTVs in police stations as per SC order

Some PIOs invoked statutory exemptions listed under Section 8(1) of the RTI Act to refuse access to information about CCTV camera installations and/or police training institutions. In Gujarat, this included information about the training provided to police personnel in the use of CCTV cameras and extraction of video footage for forensic investigation purposes by citing instructions issued by the state's Home Department. Unlike Arunachal Pradesh's FSL which furnished a copy of the government notification exempting it under Section 24 of the RTI Act, the Gujarat CPIO did not provide any document to substantiate his claim.

The PIO of the Hyderabad City Police Commissioner also rejected the RTI application with regard to CCTV camera installation citing Section 8(1)(g) of the RTI Act. The section permits information to be treated as being confidential if its disclosure would endanger the life or safety of a person or reveal the source of information provided secretly to law enforcement agencies. A cursory reading of the contents of the sample RTI application regarding CCTV camera installation pursuant to the Hon. Supreme Court's directions will indicate that it does not fall under any ground for exemption mentioned under Section 8(1)(g) as explained above.

Nevertheless, the PIO appears to have rejected the application by mechanically invoking the exemption without adequately applying his mind to the fact that the RTI application only seeks to ascertain the steps taken to implement the Hon. Supreme Court's directions. Even if one were to momentarily agree with the PIO, there is immense public interest in disclosing even such supposedly 'exempt' information under Section 8(2) of the RTI Act, because the larger public interest outweighs any harm to the interests protected under Section 8(1)(g). After all, the Hon. Supreme Court directed the installation of CCTV cameras to protect life and limb from custodial violence.

Interestingly, the PIO of the office of the Chief Secretary of Bihar replied that information about the installation of CCTV cameras did not fall under their jurisdiction—this, despite the fact that the primary responsibility of implementing the Hon. Supreme Court's directions falls on them. The Police Directorate of West Bengal

replied that budgetary allocation and fund utilisation with regard to CCTV cameras installation are matters pertaining to the state government. The PIO of the Uttarakhand Police advised us to approach the PIOs in each district individually for information about the number of police stations that have installed CCTV cameras, the number of police personnel trained in their use, and details regarding the number and working of district oversight committees set up for the purpose of ensuring compliance with the directives of the Hon. Supreme Court.

Conclusion

Even among the public authorities that furnished information either free of cost or upon payment of additional fees, none supplied complete information in response to every question. In some cases, it was not possible to make much sense of the data provided. For example, Delhi Police supplied budgetary information about the installation of CCTV cameras as a whole, over a five-year period, instead of providing a year-wise breakup. Budgetary figures supplied by Jammu & Kashmir Police did not indicate whether the figures were in thousands, lakhs or crores. Bihar Police Department provided budgetary figures for only two years—from the beginning and the ending of the period for which we had sought information. While Meghalaya Police went out of its way to furnish more information than we requested. However, it did not provide the information that was asked for. The PIO sent us the entire correspondence between the police department and the vendor selected to install the CCTV cameras. The purchase order along with item-wise quotes submitted to the police were also shared with us. Moreover, Meghalaya's response indicates that all the information was available with the authorities and none of that required to be sequestered or held away from the public domain.

Venkatesh Nayak,
Commonwealth Human Rights Initiative, India

Chapter 7

Challenges in Data

The India Justice Report's rankings—whether pillar wise or overall—rely entirely on quantitative data maintained by states, UTs and the central government: numbers and statistics. The more accurate the data, the fairer are its conclusions. Inaccurate, imprecise, and outdated data not only paints a false and often unfair picture, but also impedes pathways to repair and reform. To address this, it is important to approach data with a critical lens and work to mitigate pitfalls.

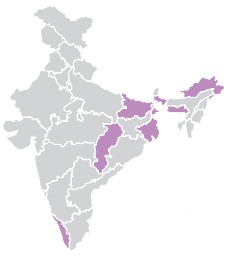
In the main, the IJR has used the Bureau of Police Research and Development's (BPR&D) Data on Police Organisation (DoPO), National Crime Record Bureau's (NCRB) Prison Statistics India (PSI) report, the National Judicial Data Grid (NJDG) and National Legal Services Authority's (NALSA) website and dashboard. These are national aggregations of state provided data. In addition, the IJR has relied on parliamentary questions, state budget documents and, finally, responses to RTI queries. Data sets show up many hard to reconcile discrepancies that relate to the same subject in the records of different agencies and publications. Some challenges are illustrated below.

- In July 2022, an answer to a parliamentary question in the Lok Sabha[1] gave the number of women judges in Tamil Nadu's subordinate courts as 428. A month later, the Department of Justice (DoJ) portal on human resources and diversity in district courts[2] showed the figure at nil.

- For the same period (2021-22), three official publications—the PSI, the E-prisons portal[3] and the state's own prison website—recorded that Mizoram has 1 women jail and no open jails; no women's jail and 1 prison HQ classified as an open jail; and 1 women's jail but no open jail respectively.

- Similarly, NALSA website's section on victim compensation schemes[4] records several anomalies. For instance, the number of applications pending from the previous year (Column B), applications received in the current year (Column C), and those disposed during the current year (Column E) do not add up with the applications pending at the end of the current year (Column F). As illustrated in the table below:

State	Applications pending at the end of 2020-21	Applications received in 2021-22	Total applications (B+C)	Applications disposed in 2021-22	Applications pending at the end of 2021-22	Actual pendency at the end of 2021-22 [(B+C)-E]
A	B	C	D	E	F	G
Arunachal Pradesh	0	42	42	4	7	38
Bihar	654	1,002	1,656	785	348	871
Chhattisgarh	617	2,195	2,812	1,253	1,267	1,559
Kerala	81	560	641	139	123	502
Meghalaya	79	158	237	75	23	162
West Bengal	33	356	389	246	38	143



1 Lok Sabha Unstarred Question No. 2116, dated 29 July 2022. Available at: http://164.100.24.220/loksabhaquestions/annex/179/AU2116.pdf
2 Department of Justice portal on strength of judges. Available at https://dashboard.doj.gov.in/sanctiondata/index.php
3 E-prisons portal developed by the National Informatics Centre. Available at: https://eprisons.nic.in/public/DashBoard
4 NALSA's website records statistics related to legal service clinics, cases settled through mediation, permanent Lok Adalats, national Lok Adalats and applications received under victim compensation schemes. Available at: https://nalsa.gov.in/statistics

Dashboards

Open government data not only allows citizens to track the efficiency of government data but also facilitates data sharing between government departments to break silos and ensure increased collaborations. With data emerging as a key resource in an increasingly digitised economy, there has been a proliferation of a wide range of government initiatives creating IT platforms and dashboards to provide citizen-centric services.

One of the primary e-governance initiatives in improving justice delivery is the e-Courts Integrated Mission Mode Project by the Department of Justice (DoJ), Ministry of Law and Justice. Currently in its third phase, this initiative has made available the data of 3,256 court complexes, established individual websites of 688 district courts, and created a robust court management system through e-filings and e-payment infrastructures.[5] This project has also implemented the National Judicial Data Grid (NJDG), national repository of data relating to cases pending and disposed of in all courts.[6]

In addition to the NJDG, the India Justice Report made use of other portals introduced by the Department of Justice, including portals that capture human resources and diversity at the district judiciary level,[7] as well as the distribution of Gram Nyayalayas.[8] Further, the report captured data from the e-prisons portal developed by the National Informatics Centre (NIC) as well as the NALSA Dashboard.

While the push for digitisation is a welcome move, the government is yet to maximise the potential of data collected. Problems like missing data points, discrepancies in different datasets as well as limited access to archival data restrict the full use of such portals. In analysing data captured from these portals, the India Justice Report also faced challenges as illustrated below:

- The E-prisons portal is a positive move towards integrating all activities related to prisons and prisoner management. However, the interface provides real time data at the moment and archival data is not yet accessible. There is also a significant lack of granular and disaggregated information. For instance, it provides no classification of prison populations as undertrials and convicts nor does it provide a breakdown of inmates by the nature of offences.

- The DoJ portal on Gram Nyayalayas, capturing data on the distribution of these bodies across the country as well as case disposal, does not store data for more than a month.

- Similarly, the DoJ portal shows discrepancies in numbers in its data that captures human resources and diversity at the district judiciary level. For instance, for Chhattisgarh, the dashboard shows the sanctioned strength for judges as 482 in one place but 526 in another.[9]

Lack of Standardisation

The absence of a specific time period for capturing and publishing data diminishes the ability to present a holistic picture. To illustrate, the BPR&D publishes the 'Data on Police Organisation' with data as of January of every year. The latest report available is as of 1 January 2022. Similarly, the NCRB's 'Prison Statistics India' brings out data as of December of every year on prisons across the country, and the latest available report is as of 31st December, 2021. Both these organisations are under the Ministry of Home Affairs.

Judiciary data is maintained at different tiers, beginning at the district courts, data for which is collected and published on multiple platforms and reports such as e-courts, NJDG as well as individual high courts' annual reports. Data, however, is collected and made available to the public at different times. For instance, the latest available annual report on the Gujarat High Court website is as of 2019 while on the Delhi High Court website has the annual report from 2006.

Some agencies capture statistics for the financial year while others use the calendar year. The Supreme Court's 2020-21 annual report uses the financial year format

5 E-Committee of the Supreme Court of India showcasing the Information and Communication Technology (ICT) initiatives adopted by the judicial system. Available at: https://ecommitteesci.gov.in/significant-achievements/
6 The National Judicial Data Grid. Available at: https://njdg.ecourts.gov.in/njdgnew/index.php
7 Department of Justice Portal on strength of judges. Available at https://dashboard.doj.gov.in/sanctiondata/index.php
8 Gram Nyayalayas Portal of the Department of Justice. Available at: https://dashboard.doj.gov.in/gn/notified_gram_nyayalaya
9 For ranking, the IJR uses the data provided in the Lok Sabha Unstarred Question No. 2116, dated 29 July 2022. Available at: http://164.100.24.220/loksabhaquestions/annex/179/AU2116.pdf

while the National Judicial Data Grid (NJDG) records in calendar year format.[10] Some high courts provide data monthly, others quarterly and others annually. Some use the financial year format while others use the calendar year. The Rajasthan State Human Rights Commission's annual reports have come in both calendar and financial year formats. NALSA's dashboard is yet to be updated after March 2019. Annual reports by State Human Rights Commissions—17 of 25 states have not uploaded annual reports. Other Commissions publish irregularly or not at all.

Changes in category and collection

Improving its formats to add more detail, in 2018, the BPR&D's DoPO aggregated traffic/specialised police stations with the total number of police stations. Next year the same police stations were clubbed with railway police stations also and in 2020 the categorisation was completely changed to rural, urban and special purpose police stations and traffic police stations were given their own chapter. Additionally, till 2016, BPR&D provided caste data for 6 out of 12 ranks. For CY 2017 and 2018, this was reduced to 4 ranks and reverted to 6 ranks again in 2019 and 2020. While data on women is disaggregated for each rank the same disaggregation is not available for SC/ST/OBC.

Data on Police Organisation (DoPO) reported in-service training provided to police personnel in 2017. This has not been continued after 2017. Similarly, while data on caste and gender is provided for district court judges and state police, there is no such breakdown provided for high court judges or IPS officer posts. Religious data available for police till 2013 is no longer available.

The 'Other' data

Too often the implications of an otherwise detailed data set are foregone by the presence of an indeterminate category "Other or Others if any". These columns that often hold residuary and undefined information are present in NCRB and BPRD's national data sets. Frequently they are unaccompanied by explanatory notes to indicate what they capture and obscure an otherwise detailed and clear picture. To illustrate, after listing sanctioned, actual and vacant police posts the BPRD lists 'other if any' police personnel. Often these are a considerable number.

PSI details expenditure on inmates under food, clothing, medical facilities, education, vocational training and 'others'. The 'others' category often shows high expenditure. For example, Haryana's 'other' category shows expenditures of Rs. 306.5 crore or 87.5 per cent of their total expenditure. The explanatory note points out that the spend on this category 'may include expenses incurred on sanitation, hygiene, transport facilities for movement of prisoners during remand, trials, transfers, hospitals etc.'[11]

PSI also classifies types of prisoners as convicts, undertrials, detenues and 'others'. The number of 'other' inmates across the country is 547. Another unexplained category relates to deaths in prison. PSI records inmates' deaths as being due to 'natural' and 'unnatural' causes and 'others'. Natural causes include deaths due to ageing and illness. While natural causes are classified with considerable detail into ailments like types of organ failure or diseases like HIV or Cancer and unnatural deaths include suicide, deaths due to negligence, accidents and 'others'. This category of deaths, whatever their number, remain unexplained.

Undoubtedly more and more data is being put out, digitised and being integrated to present a more holistic picture of the criminal justice system. This is a work in progress that will benefit from standard operating protocols, consistency and ever-increasing granularity.

10 National Judicial Data Grid Dashboard. Available at: https://njdg.ecourts.gov.in/njdgnew/?p=main/pend_dashboard
11 Prison Statistics India, 2021, Table 12.4, p. 276. Available at: https://ncrb.gov.in/en/prison-statistics-india-2021

Chapter 8

Methodology

Measurements—by allowing us to study, compare, assess, and draw conclusions about growth—assist us in making policy decisions. The assessment of attributes through assignment of numbers is at the core of all scientific inferences. With the 2022 edition of India Justice Report, we continue to map the scope of improvements as well as stagnancies in justice capacity across states through four core pillars of the justice system, namely the police, judiciary, prisons and legal aid and a standalone pillar state human rights commission. As with the previous two editions, new indicators have been added with an aim to deepen and broaden our assessments. Seventeen new indicators across the four core pillars have been added, bringing the total number of indicators to 102.

This IJR assesses the capacity and performance of State Human Rights Commissions (SHRCs) separately and not as part of the overall ranking of a state.

All pillars are measured on the basis of six themes: budget, infrastructure, human resource, workload, diversity and trends (or intention to improve).

Step 1: Outline

Data indicators of four pillars:

	Pillars	Total Indicators	New Indicators
1.	Police	30	4
2.	Prisons	29	6
3.	Judiciary	28	5
4.	Legal Aid	15	2
	Total	102	17

The indicators across the pillars cover the following themes:

1. Infrastructure
2. Human Resources
3. Diversity (Gender, SC/ST/OBC)
4. Budgets
5. Workload
6. Trends (Change over last five years)

Each theme represents a precondition necessary for the functioning of a pillar. Budgets measure the funds received, utilised, and spent per functionary or per capita; infrastructure, the basic physical resources available; human resources looks into personnel sanctioned and available on the ground; workload is the weight of service delivery upon a functionary within a particular subsystem; and diversity assesses how representative these systems are of the populations they are set up to serve. A sixth theme, 'trends', is used where possible to assess whether there has been improvement or deterioration over five years in a particular theme. This too is taken account of when arriving at the overall ranking.

Step 2: Clustering

The vast variations across India in terms of both demography and geography make comparisons difficult. For example, the police capacity in a state like Rajasthan or Madhya Pradesh is incomparable to that of Goa or Sikkim. To undertake fair comparisons between states, the report divides states and UTs into four clusters:

Cluster I (ranked)
Eighteen large and mid-sized states or states with a population of 10 million and above.

Cluster II (ranked)
Seven small-sized states with a population of up to 10 million, namely Arunachal Pradesh, Goa, Himachal

Pradesh, Meghalaya, Mizoram, Sikkim, and Tripura.

Cluster III (not ranked)
Data for 8 UTs is provided but they are not ranked. These include Andaman & Nicobar Islands, Chandigarh, Dadra & Nagar Haveli and Daman & Diu (DNH & DD), Jammu & Kashmir[1], Ladakh, Lakshadweep, and Puducherry.

Cluster IV (not ranked)
Three states where the Armed Forces Special Powers Act, 1958 (AFSPA) is in force, namely Manipur, Assam and Nagaland. The report provides data on these but does not rank them.

Step 3: Filtering

All indicators are chosen based on government data availability and comparability across states. Benchmarks are taken from hard laws, policy pronouncements and Supreme Court judgements, wherever available. Government recommendations are also used. There are seventeen new indicators across pillars, some of which are indicators measuring diversity in subordinate courts in case of judiciary, presence of CCTV cameras in police stations, women help desks in police stations and share of overcrowded jails in a state.

Baseline

The IJR 2022 uses the latest official data available at the time of going to press. These are:

Pillar/theme	Date/Period	Source
Police	1 January 2022	Data on Police Organizations 2022
Prisons	31 December 2021	Prisons Statistics India 2021
Judiciary	2022, December 2022, July 2022, August 2022, January 2023	National Judicial Data Grid, Supreme Court, Court News, Department of Justice, Parliamentary Questions
Legal Aid	2020-21, 2021-22, March 2022, June 2022	National Legal Service Authority
Population Figures	March 2020, March 2021	National Commission on Population 2019
Budget Figures	2020-21	Comptroller and Auditor General, States' budget documents

Comptroller and Auditor General of Accounts (CAG) documents were preferred over state budget documents due to the uneven availability of budget documents and variations in the way each records budget heads. However, for legal aid, state budget documents were used because the budgetary data was not available in CAG documents.

E-prisons portal

For the two indicators on overcrowded prisons—the share of overcrowded jails in a state and the share of jails with more than 150 per cent occupancy—the report used data available on the e-prisons portal. The portal lists 1,367 prisons, of which 53 prisons were not considered in the total number, as they are not functional or there was no information regarding the prisons available with the respective prison departments, or are covered under the Revenue Department. This report analysed e-prisons' data over a three-month period—July to October 2022.

Cases pending at the end of the year

For the 'cases pending at the end of the year' indicator under the judiciary pillar, data from the National Judicial Data Grid (NJDG) has been used. The data for cases pending at the beginning/end of the year is not available with NJDG, hence, the older data from court news has been carried forward for certain calculations. This might result in slight variations if compared with figures from various high court websites. For an illustration see example of Madhya Pradesh High Court below:

1 In the earlier report, Jammu & Kashmir was included in Cluster IV. Since August 2019, it has become a Union Territory, hence shifted to Cluster III. Either way, as a UT or AFSPA state it is not ranked. Dadra & Nagar Haveli and Daman & Diu were two different UTs. The merger of these two UTs took place in 2020. The data for these two UTs is merged wherever used.

Source	Calendar Year	Cases pending at the beginning of the year (A)	Cases instituted during the year (B)	Cases disposed during the year (C)	Cases pending at the end of the year (D=A+B-C)
Court News	2017	2,89,445	1,38,285	1,20,310	3,07,420
Court News	2018	3,07,420	1,33,734	1,09,766	3,31,388
NJDG	2019	3,31,388	1,33,704	1,07,918	3,57,174
NJDG	2020	3,57,174	98,566	74,206	3,81,534
NJDG	2021	3,81,534	1,23,289	98,161	4,06,662
NJDG	2022	4,06,662	1,37,741	1,16,249	4,28,154

State Citizen Portals

These state-wise portals are expected to offer nine basic services. They were assessed for accessibility, language and completeness of services. The compliance of the state citizen portal[2] was assessed by checking these nine services twice from September 2022 to November 2022 to evaluate improvements in the working of the portals. One mark was given for the portal being available in more than one language; and one mark was given per service for completeness of content. Where a service was disaggregated into various sub-parts that mark was also subdivided. Illustratively, if the service sought to provide details on stolen/ recovered vehicles, arms and other properties, each of the three sub-categories was allocated a maximum score of 0.3. Partial marks were therefore still accorded to 'incomplete' services.

State Human Rights Commissions

In order to collect data related to the existing 25 SHRCs, 136 RTI applications were filed, as the complete data for SHRCs has neither been collected nor published, or proactively disclosed to the public. The performance on each of the seven indicators was calculated using the same methods as in Step 4 and 5. Assam and Manipur are excluded from ranking due to the presence of Armed Forces Special Powers Act (AFSPA). Jammu & Kashmir is excluded since after the enactment of the Jammu and Kashmir Reorganisation Act, 2019 the SHRC was disbanded. The Protection of Human Rights Act, 1993 provides for the establishment, powers and functions of the SHRCs, and has been used as the benchmark to assess their performance. International standards set up under the Global Alliance of National Human Rights Institutions (GANHRI) and the Paris Principles have also been referred to.

Step 4: Scoring Method

As with IJR 2019 and 2020, raw data was rebased on a common scale so that every indicator could be scored on a scale of 1 to 10, with 1 being the lowest or least desirable status, and 10 indicating the highest or best score. The scores in-between were calibrated to show where a state stood in relation to the best and the lowest. Where a state met or exceeded the benchmark it had set for itself it received a score of 10. In cases where there were no benchmarks available, a state received a 'top' score of 10. This does not mean that the state has reached an ideal capacity, merely that it is best in class. The scores of every indicator were aggregated and averaged to arrive at a pillar score, also scored on a scale of 1 to 10. Averages were arrived at using geometric mean because the method is less prone to distortion by extreme outlying figures. Thus, for each pillar every state got a score out of 10, and a rank in its cluster. The pillar scores were then averaged to arrive at the overall score, also out of 10.

Step 5: Scoring and Ranking

For each cluster, the report applied the methodology outlined in Step 4 to every indicator in the pillar. For states whose values were missing for certain indicators due to an unavoidable reason— for example, in Haryana where there is no reservation for Scheduled Tribes—the number

2 The SMART Policing initiative of the Ministry of Home Affairs advises states to provide services to citizens online through the state citizen portal. https://digitalpolice.gov.in/

of indicators was reduced. Certain states have not received the grant for modernisation funds, the number of indicators in such states has also been accordingly reduced while working out their scores. In assessing judiciary for Andhra Pradesh and Telangana only three-year trends have been used due to unavailability of separate data prior to their bifurcation.

Step 6: Uniformity in Indicator Counts Across Themes and Weights

Each indicator, theme, and pillar has been assigned equal weightage so as not to privilege any one aspect over another. The study avoids subjectivity by giving any one element higher or lower weightage, since every data point influences the whole outcome.

Step 7: Data Checks

The data was checked down to source data at two points in time: after the preliminary set of rankings was generated, and after the final set of rankings was generated (in other words, before web and print outputs). A third round of checking was carried out on the final outputs.

Other Points

Rounding off decimals

The report looked at decimals through the ease of reading the data. Where the numbers were large, it did not include decimals and where they were small and the variance was in fractions, decimals were included—one or two places as needed.

Use of percentage points

The report uses percentage points as a unit of measurement for the trend or change indicators. This is calculated as the difference between two percentages to highlight an increase or decrease.

Union Territories and states

UTs and AFSPA states are not ranked as already mentioned in Step 2. As of August 2019, the state of Jammu & Kashmir was reorganized into two Union Territories: Jammu & Kashmir, and Ladakh. Separate data for these two UTs is not available for trend indicators, hence these two are not included in trend indicators. Similarly, the UTs of Dadra & Nagar Haveli and Daman & Diu were merged on 26 January 2020. Separate data for these two is combined.

Geometric mean over arithmetic mean

In a scenario where a state scores high or low in a pillar because it is doing extremely well or extremely poorly in a handful of variables, the geometric mean tends to normalize outliers i.e. extreme variables, better.

Shared court jurisdictions

For states that share court jurisdictions, the report used the same data where justifiable. For example, population per high court judge was calculated by combining the population of Punjab, Haryana and Chandigarh since the two states and the UT are serviced by the same high court.

Strengths and limitations

Ranking of states on the basis of justice capacity is an unprecedented exercise in the context of our country with an aim to bring together disparate and hitherto siloed information. The capacity of 7 small states and 18 large states to deliver justice is once again ranked in this year's India Justice Report. We examine the systems more thoroughly with each report and, as usual, only use the most accurate official data. The processing of so much data enables the precise location of potential intervention and remediation sites. Not only that, but even internal gaps caused by unequal data availability indicate how urgent it is to establish reliable, consistent, timely, and publicly accessible data systems across the country that facilitate collaborative internal planning for success in the future.

The report benefits from ongoing assessments and recommendations from government organisations, judges, retired DGPs, police, and other experts in various sub-systems because it is a partnership between numerous specialised civil society groups. The inclusion of thus many different viewpoints confirms the selection of indicators and rating.

The report is a purely quantitative exercise on selected aspects of the justice system. Its assessment is often limited by the unavailability and paucity of data and its inconsistencies. It does not aspire to capture the views of the duty holder or functionary and stakeholder that relate to the qualitative performance and functioning of each sub-system as perception studies and surveys do. Nevertheless, the assessment of the structures involved in the administration of justice point to levels of service and response. The data delineation here is also a necessary supplement to other qualitative studies and helps indicate possible solutions to many entrenched problems. We hope that the report will encourage others to strive to go deeper in evaluating the structure of the justice delivery system holistically and in ever more detail.

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Recommendations

1. Ensure **24*7 legal guidance and representation** at police stations and courts at first instance.

2. Fully implement the Supreme Court's Paramvir Singh Saini judgement, mandating every police station to be **equipped with CCTV cameras** to check abuse.

3. Fill **vacancies** on an urgent footing.

4. Prioritise increased **resources for first responders.**

5. Increase **diversity of caste, gender and the specially abled** across subsystems.

6. Give training pride of place and prioritise human and financial **resources in all training facilities.**

7. Ensure **UTRCs guidelines of 14 categories of prisoners** to be considered for release.

8. UTRCs and all those officially mandated to visit jails, including judges, must be made accountable and their visits must be **linked to their own performance review.**

9. **SHRCs must be full-resourced** and reach out to the community proactively.

10. Designate the justice delivery system as an essential service and enhance, enlarge and equip it as a **first responder able to provide effective justice delivery** at all times.

Glossary

POLICE

BUDGETS

1. Spend on police per person (Rs)
Formula:

$$\frac{\text{Police expenditure}}{\text{State population}}$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: March 2021 (State population), 2020-21 (Police expenditure)
Data source: Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; National Commission on Population, 2019; Finance Division of Ministry of Home Affairs

2. Share of training budget in police budget (%)
Formula:

$$\frac{\text{Training budget}}{\text{Police budget}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2020-21
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

3. Training budget utilization (%)
Formula:

$$\frac{\text{Training budget utilized}}{\text{Training budget}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2020-21
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

4. Spend on training per personnel (Rs)
Formula:

$$\frac{\text{Training expenditure}}{\text{Total police}}$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2020-21
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

5. Modernisation fund used (%)
Formula:

$$\frac{\text{Central + state expenditure on modernisation}}{\text{Central + state allocation on modernisation}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2020-21
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

HUMAN RESOURCES

6. Constables, vacancy (%)
Formula:

$$100 - \left(\frac{\text{Actual Head Constables + Constables}}{\text{Sanctioned Head Constables + Constables}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Includes civil police and district armed reserve police.

7. Officers, vacancy (%)
Formula:

$$100 - \left(\frac{\text{Actual officer strength}}{\text{Sanctioned officer strength}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Includes civil police and district armed reserve police. Officers comprise DGP/Spl DGP + Addl. DGP + IGP + DIG + AIGP/SSP/SP/COMN + Addl.SP/Dy. COMN + ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

8. Officers in civil police (%)
Formula:

$$\frac{\text{Officers in civil police}}{\text{Total civil police}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Civil police includes district armed reserve police. Officers comprise DGP/Spl DGP + Addl. DGP + IGP + DIG + AIGP/SSP/SP/COMN + Addl.SP/Dy. COMN + ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

DIVERSITY

9. Share of women in police (%)
Formula:

$$\frac{\text{Women in police}}{\text{Total police}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

10. Share of women in officers (%)
Formula:

$$\frac{\text{Women police officers}}{\text{Total police officers}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better

Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Officers comprise DGP/Spl DGP + Addl. DGP + IGP + DIG + AIGP/SSP/SP/COMN + Addl.SP/Dy. COMN + ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

11. SC officers, actual to reserved ratio (%)

Formula:
Actual Scheduled Caste (SC) officers
———————————— * 100
(Sanctioned officer posts * SC reservation)

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Officers comprise ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

12. SC constables, actual to reserved ratio (%)

Formula:
Actual Scheduled Caste (SC) constables
———————————— * 100
(Sanctioned constable posts * SC reservation)

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Constables include head constables.

13. ST officers, actual to reserved ratio (%)

Formula:
Actual Scheduled Tribe (ST) officers
————————————* 100
(Sanctioned officer posts * ST reservation)

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Officers comprise ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

14. ST constables, actual to reserved ratio (%)

Formula:
Actual Scheduled Tribe (ST) constables
———————————— * 100
(Sanctioned constable posts * ST reservation)

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Constables include head constables.

15. OBC officers, actual to reserved ratio (%)

Formula:
Actual Other Backward Classes (OBC) officers
————————————* 100
(Sanctioned officer posts * OBC reservation)
Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Officers comprise ASP/DY.SP./Asstt. COMN + Inspector/RI + SI/RSI + ASI/ARSI.

16. OBC constables, actual to reserved ratio (%)

Formula:
Actual Other Backward Classes (OBC) constables
————————————* 100
(Sanctioned constable posts * OBC reservation)

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 1 January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Constables include head constables.

INFRASTRUCTURE

17. Population per police station (rural) (persons)

Formula:

Rural population
————————————
Rural police stations

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: March 2022 (rural population), January 2022 (rural police stations)
Data source: National Commission on Population, 2019; Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

18. Population per police station (urban) (persons)

Formula:
Urban population
————————————
Urban police stations

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: March 2022 (urban population), January 2022 (urban police stations)
Data source: National Commission on Population, 2019; Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

19. Area per police station (rural) (sq km)

Formula:
Rural area (sq km)
————————————
Rural police stations

Benchmark: 150 sq km or less (National Police Commission report 1981)
Scoring guide: Lower, the better
Period/Date: 2011 (rural area), January 2022 (rural police stations)
Data source: Census 2011; Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

20. Area per police station (urban) (sq km)

Formula
Urban area (sq km)
————————————
Urban police stations

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2011 (urban area), January 2022 (urban police stations)
Data source: Census 2011; Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

21. Services provided by state police citizen portals (%)

Formula

$$\frac{\text{Services provided (out of 10)}}{10} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2022
Data source: https://digitalpolice.gov.in/
Notes: Quantitative assessment of state police citizen portals on 10 counts: whether they include each of the 9 services listed by the Ministry of Home Affairs and whether the portal was available in a state language (other than English).

22. Personnel per training institute (number)

Formula:

$$\frac{\text{Sanctioned total police}}{\text{Number of training institutes}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

23. Share of police stations with CCTVs (%)

Formula:

$$\frac{\text{Police stations with CCTVs}}{\text{Total police stations}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

24. Share of Police Stations with women help desks (%)

Formula:

$$\frac{\text{Police stations with women help desks}}{\text{Total police stations}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: January 2022
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022

WORKLOAD

25. Population per civil police (persons)

Formula:

$$\frac{\text{State population}}{\text{Total civil police}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: March 2022 (state population), January 2022 (civil police)
Data source: National Commission on Population, 2019; Data on Police Organizations, Bureau of Police Research and Development (BPR&D), January 2022
Notes: Civil police includes district armed reserve police.

TRENDS

26. Women in total police (percentage points)

Formula:
Women in total police – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: Calendar year 2017 to 2021
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D)

27. Women officers in total officers (percentage points)

Formula:
Women officers in total officers – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2011	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: Calendar year 2017 to 2021
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D)
Notes: Calculation for 2016 is repeated for 2017 as BPR&D did not provide rank-wise data for women district armed reserve police for 2017.

28. Constable vacancy (percentage points)

Formula:
Constable vacancy – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D)

29. Officer vacancy (percentage points)

Officer vacancy – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Data on Police Organizations, Bureau of Police Research and Development (BPR&D)

30. Difference in spend: police vs state (percentage points)

Formula:
[5-year annual average of police expenditure (PE) – 5-year annual average of state expenditure (SE)]

2015-16	PE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

PE = Average (a,b,c,d,e)

2015-16	SE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

SE = Average (a,b,c,d,e)

Benchmark: Greater than zero
Scoring guide: Higher, the better
Period/Date: Financial year 2016-27 to 2020-21
Data source: Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Open Budgets India; Finance Division of Ministry of Home Affairs

PRISONS

BUDGETS

1. Spend per inmate (Rs)

Formula:

$$\frac{\text{Prison expenditure}}{\text{Total inmates}}$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: Prison Statistics India, 2021

2. Prison budget utilised (%)

Formula:

$$\frac{\text{Prison expenditure}}{\text{Prison budget}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: Prison Statistics India, 2021

HUMAN RESOURCES

3. Officers, vacancy (%)

Formula:

$$100 - \left(\frac{\text{Actual prison officers}}{\text{Sanctioned prison officers}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Officers comprise the following ranks: DG/ADDL.DG/IG + DIG + AIG+ Superintendent + Deputy Superintendent + Assistant Superintendent + Jailor + Deputy Jailor + Assistant Jailor + Others.

4. Cadre staff, vacancy (%)

Formula:

$$100 - \left(\frac{\text{Actual cadre staff}}{\text{Sanctioned cadre staff}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Cadre comprise the following ranks: Head Warders + Head Matrons + Warders + Matrons + Others.

5. Correctional staff, vacancy (%)

Formula:

$$100 - \left(\frac{\text{Actual correctional staff}}{\text{Sanctioned correctional staff}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Correctional staff comprise the following: Probation Officer/Welfare Officer + Psychologists/Psychiatrists + Social Worker/Others.

6. Medical staff, vacancy (%)

Formula:

$$100 - \left(\frac{\text{Actual medical staff}}{\text{Sanctioned medical staff}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Medical staff comprises Resident Medical Officer/Medical Officer + Pharmacists + Lab Technician/Lab Attendant + Others.

7. Medical officers, vacancy (%)

Formula:

$$100 - \left(\frac{\text{Actual resident medical officer and medical officer}}{\text{Sanctioned resident medical officer and medical officer}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

8. Personnel trained (%)

Formula:

$$\frac{\text{Prison staff trained}}{\text{Actual prison staff}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

DIVERSITY

9. Women in prison staff (%)

Formula:

$$\frac{\text{Women prison staff}}{\text{Total prison staff}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

INFRASTRUCTURE

10. Prison occupancy (%)

Formula:

$$\frac{\text{Inmate population}}{\text{Total Available prison capacity}} * 100$$

Benchmark: Below 100%
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

11. Share of jails with 100% and more occupancy (%)

Formula:

$$\frac{\text{Number of jails with 100\% \& more occupancy}}{\text{Total jails}} * 100$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 2022
Data source: e-Prisons portal

12. Share of jails with 150% and more occupancy (%)

Formula:

$$\frac{\text{Number of jails with 150\% \& more occupancy}}{\text{Total jails}} * 100$$

Benchmark: 0%
Scoring guide: Lower, the better

Period/Date: 2022
Data source: e-Prisons portal

13. Undertrials detained for 1-3 years (%)

Formula:

$$\frac{\text{Undertrials detained for 1-3 years}}{\text{Total undertrials}} * 100$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

14. Inmates (admitted) availed educational course (%)

Formula:

$$\frac{\text{Inmates availed educational facilities}}{\text{Inmates admitted during the year}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

15. Inmates (admitted) availed vocational training (%)

Formula:

$$\frac{\text{Inmates availed vocational training}}{\text{Inmates admitted during the year}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

16. Jails with video-conferencing facilities (%)

Formula:

$$\frac{\text{Jails with V-C facility}}{\text{Total jails}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

WORKLOAD

17. Inmates per officer (persons)

Formula:

$$\frac{\text{Inmate population}}{\text{Officer}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Officer comprises Superintendent + Deputy Superintendent + Assistant Superintendent + Jailor + Deputy Jailor + Assistant Jailor + Other Officers.

18. Inmates per cadre staff (persons)

Formula:

$$\frac{\text{Inmate population}}{\text{Cadre staff}}$$

Benchmark: Up to 6
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Cadre staff comprises Head Warder/Head Matron + Warder/Matron + Others.

19. Inmates per correctional staff (persons)

Formula:

$$\frac{\text{Inmate population}}{\text{Correctional staff}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021
Notes: Correctional staff comprises Probation officer/Welfare Officer + Psychologists/Psychiatrists + Social Worker/Others).

20. Inmates per medical offcer (persons)

Formula:

$$\frac{\text{Inmate population}}{\text{Medical officer}}$$

Benchmark: 300 inmates per medical officer
Scoring guide: Lower, the better
Period/Date: 31 December 2021
Data source: Prison Statistics India, 2021

TRENDS

21. Officer vacancy (percentage points)

Formula:
Officer vacancy (%) – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India

22. Cadre staff vacancy (percentage points)

Formula:
Cadre staff vacancy (%) – X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India

23. Share of women in prison staff (percentage points)

Formula:
Share of women in prison staff (%) = X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India

24. Inmates per prison officer (%)

Formula:
Inmates per prison officer = X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India
Notes: Officer comprises Superintendent + Deputy Superintendent + Assistant Superintendent + Jailor + Deputy Jailor + Assistant Jailor + Other Officers.

25. Inmates per cadre staff (%)

Formula:
Inmates per cadre staff = X

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India

26. Share of undertrial prisoners (percentage points)

Formula:
Share of UTPs (%) (X) = (UTPs/total inmates*100)

2016	X1	
2017	X2	((X2/X1)-1)*100 = a
2018	X3	((X3/X2)-1)*100 = b
2019	X4	((X4/X3)-1)*100 = c
2020	X5	((X5/X4)-1)*100 = d
2021	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: Calendar year 2017 to 2021
Data source: Prison Statistics India

27. Spend per inmate (%)

Formula:
Spend per inmate = X

2016-17	X1	
2017-18	X2	((X2/X1)-1)*100 = a
2018-19	X3	((X3/X2)-1)*100 = b
2019-20	X4	((X4/X3)-1)*100 = c
2020-21	X5	((X5/X4)-1)*100 = d
2021-22	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)
Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: Financial year 2017-18 to 2021-22
Data source: Prison Statistics India

28. Prison budget used (percentage points)

Formula:
Budget used = X

2016-17	X1	
2017-18	X2	((X2/X1)-1)*100 = a
2018-19	X3	((X3/X2)-1)*100 = b
2019-20	X4	((X4/X3)-1)*100 = c
2020-21	X5	((X5/X4)-1)*100 = d
2021-22	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: Financial year 2017-18 to 2021-22
Data source: Prison Statistics India

29. Difference in spend: prisons vs state (percentage points)

Formula: [5-year annual average of prisons expenditure (PE) – 5-year annual average of state expenditure (SE)]

2015-16	PE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

PE = Average (a,b,c,d,e)

2015-16	SE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

SE = Average (a,b,c,d,e)

Benchmark: Greater than zero
Scoring guide: Higher, the better
Period/Date: Financial year 2016-17 to 2020-21
Data source: Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Open Budgets India; Finance Division of Ministry of Home Affairs; Prison Statistics India

JUDICIARY

BUDGETS

1. Per capita spend on judiciary (Rs)

Formula:

$$\frac{\text{Judiciary expenditure (Rs)}}{\text{State Population}}$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: March 2021 (population), 2020-21 (judiciary expenditure)
Data source: National Commission on Population, 2019; Combined Finance and Revenue Accounts of the Union and State Governments in India for 2020-21, Comptroller and Auditor General of India; Finance Division of Ministry of Home Affairs

HUMAN RESOURCES

2. Population per High Court judge (Persons)

Formula:

$$\frac{\text{State population}}{\text{High Court judges}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: March 2022 (population); December 2022 (High Court judges)
Data source: National Commission on Population, 2019; Department of Justice
Notes: Population of states and UTs that share a High Court have been combined, and hence they share the same value. These are Kerala and Lakshadweep; West Bengal and Andaman & Nicobar Islands; Punjab, Haryana and Chandigarh; Assam, Mizoram, Nagaland and Arunachal Pradesh; Maharashtra, Goa, Dadra & Nagar Haveli, Daman & Diu; Tamil Nadu and Puducherry.

3. Population per subordinate court judge (Persons)

Formula:

$$\frac{\text{State population}}{\text{Subordinate court judges}}$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: March 2022 (State population); July 2022 (Subordinate court judges)
Data source: National Commission on Population, 2019; Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

4. High Court judge vacancy (%)

Formula:

$$100 - \left(\frac{\text{Working High Court Judges}}{\text{Sanctioned High Court judges}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: December 2022
Data source: Department of Justice

5. Subordinate court judge vacancy (%)

Formula:

$$100 - \left(\frac{\text{Working subordinate court judges}}{\text{Sanctioned subordinate court judges}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: July 2022
Data source: Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

6. High Court staff vacancy (%)

Formula:

$$100 - \left(\frac{\text{Working High Court staff}}{\text{Sanctioned High Court staff}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: 2021-22
Data source: Annual report 2021-22, Supreme Court of India

DIVERSITY

7. Women judges (High Court) (%)

Formula:

$$\frac{\text{Women High Court judges}}{\text{Total High Court judges}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Date: December 2022
Data source: Department of Justice

8. Women judges (subordinate court) (%)

Formula:

$$\frac{\text{Women subordinate court judges}}{\text{Total subordinate court judges}} * 100$$

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: July 2022
Data source: Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

9. SC judges, actual to reserved (subordinate courts) (%)

Formula:

$$\frac{\text{Actual Scheduled Caste (SC) judges}}{\text{(Sanctioned subordinate court judges * SC reservation)}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 25 July 2022
Data source: Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

10. ST judges, actual to reserved (subordinate courts) (%)

Formula:

$$\frac{\text{Actual Scheduled Tribe (ST) judges}}{\text{(Sanctioned subordinate court judges * ST reservation)}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 25 July 2022
Data source: Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

11. OBC judges, actual to reserved (subordinate courts) (%)

Formula:

$$\frac{\text{Actual Other Backward Classes (OBC) judges}}{\text{(Sanctioned subordinate court judges * OBC reservation)}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 25 July 2022
Data source: Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

INFRASTRUCTURE

12. Courthall shortfall (%)

Formula:

$$100 - \left(\frac{\text{Number of courthalls}}{\text{Sanctioned subordinate court judges}} * 100\right)$$

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: July-August 2022
Data source: Department of Justice (courthalls); Parliamentary Question-Lok Sabha, Unstarred Question No. 2116

WORKLOAD

13. Cases pending (5-10 years) (High Court) (%)

Formula:

$$\frac{\text{Cases pending for 5-10 years in High Courts}}{\text{Total cases pending in High Courts}} * 100$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: January 2023
Data source: National Judicial Data Grid

14. Cases pending (10+ years) (High Court) (%)

Formula:

$$\frac{\text{Cases pending for 10+ years in High Courts}}{\text{Total cases pending in High Courts}} * 100$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: January 2023
Data source: National Judicial Data Grid

15. Cases pending (5-10 years) (subordinate court) (%)

Formula:

$$\frac{\text{Cases pending for 5-10 years in subordinate courts}}{\text{Total cases pending in subordinate courts}} * 100$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: January 2023
Data source: National Judicial Data Grid

16. Cases pending (10+ years) (subordinate court) (%)

Formula:

$$\frac{\text{Subordinate court cases pending for above 10 years}}{\text{Total cases pending in subordinate courts}} * 100$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: January 2023
Data source: National Judicial Data Grid

17. Average High Court pendency (years)

Formula:
For each pending case in High Courts (Date on which data was scraped – Date of case filed) = Case pending for X days

Xn = Sum of X days for each case pending in a state
n = total pending cases
Average pendency in High Courts (years) =

$$\frac{(X1+X2+X3+.....+Xn)}{n} * 365$$

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: February 2022
Data source: DAKSH High Court database

18. Case clearance rate (High Court) (%)

Formula:

$$\frac{\text{High Court cases disposed (civil + criminal)}}{\text{High Court cases filed (civil + criminal)}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2022
Data source: National Judicial Data Grid

19. Case clearance rate (subordinate court) (%)

Formula:

$$\frac{\text{Subordinate court cases disposed (civil + criminal)}}{\text{Subordinate court cases filed (civil + criminal)}} * 100$$

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2022
Data source: National Judicial Data Grid

TRENDS

20. Cases pending (per High Court judge) (%)

Formula:
Cases pending (High Court judge) – X

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court; Department of Justice

21. Cases pending (per subordinate court judge) (%)

Formula:
Cases pending (subordinate court judge) – X

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court; Lok Sabha, Unstarred Question No. 2116

22. Total cases pending (High Court) (%)

Formula:
Average High Court pending cases (civil + criminal) – X

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court

23. Total cases pending (subordinate court) (%)

Formula:
Average subordinate court pending cases (civil + criminal) – X

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court;

24 Judge vacancy (High Court) (percentage points)

Formula:
Judge vacancy =

$$100 - \left(\frac{\text{Working High Court Judges}}{\text{Sanctioned High Court judges}} * 100\right)$$

Judge vacancy (High Court) – X

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: Department of Justice

25. Judge vacancy (subordinate court) (percentage points)

Formula:
Judge vacancy (X) =

$$100 - \left(\frac{\text{Working Subordinate Court Judges}}{\text{Sanctioned Subordinate Court judges}} * 100\right)$$

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2018 to 2022
Data source: Parliamentary Questions; Court News, Supreme Court

26. Case clearance rate (High Court) (percentage points)

Formula:

Case clearance rate (X) =

High Court cases disposed (civil + criminal)

———————————————— * 100

High Court cases filed (civil + criminal)

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court

27. Case clearance rate (subordinate court) (percentage points)

Formula:

Case clearance rate (X) =

Subordinate court cases disposed (civil + criminal)

———————————————— * 100

Subordinate court cases filed (civil + criminal)

2017	X1	
2018	X2	((X2/X1)-1)*100 = a
2019	X3	((X3/X2)-1)*100 = b
2020	X4	((X4/X3)-1)*100 = c
2021	X5	((X5/X4)-1)*100 = d
2022	X6	((X6/X5)-1)*100 = e

5-year average (a,b,c,d,e)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2018 to 2022
Data source: National Judicial Data Grid; Court News, Supreme Court

28. Difference in spend: judiciary vs state (percentage points)

Formula: [5-year annual average of judiciary expenditure (JE)] – [(5-year annual average of state expenditure (SE)]

2015-16	JE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

PE = Average (a,b,c,d,e)

2015-16	JE = X1	
2016-17	X2	((X2/X1)-1)*100 = a
2017-18	X3	((X3/X2)-1)*100 = b
2018-19	X4	((X4/X3)-1)*100 = c
2019-20	X5	((X5/X4)-1)*100 = d
2020-21	X6	((X6/X5)-1)*100 = e

SE = Average (a,b,c,d,e)

Benchmark: Greater than zero
Scoring guide: Higher, the better
Period/Date: Financial year 2015-16 to 2020-21
Data source: Combined Finance and Revenue Accounts of the Union and State Governments in India, Comptroller and Auditor General of India; Open Budgets India; Finance Division of Ministry of Home Affairs

LEGAL AID

BUDGETS

1. State's share in legal aid budget (%)

Formula:

Allocation by state for legal aid

———————————————— * 100

Allocation by state for legal aid + Allocation by NALSA

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: National Legal Services Authority (NALSA); State budget documents

2. State legal aid budget utilised (%)

Formula:

Allocation by state for legal aid

———————————————— * 100

Allocation by state for legal aid + Allocation by NALSA

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2020-21
Data source: State budget documents

3. NALSA fund utilised (%)

Formula:

NALSA funds utilised

———————————————— * 100

NALSA funds carried forward from previous year + received this year

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: National Legal Services Authority (NALSA)

HUMAN RESOURCES

4. DLSA secretary vacancy (%)

Formula:

100 - (Actual DLSA secretaries ———————————— * 100)

Sanctioned DLSA secretaries

Benchmark: 0%
Scoring guide: Lower, the better
Period/Date: March 2022
Data source: National Legal Services Authority (NALSA)
Note: DLSA is District Legal Services Authority

5. PLVs per lakh population (persons)

Formula:

Para legal volunteers (PLVs)

————————————————

State population

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: March 2022 (Population); June 2022 (PLVs)
Data source: National Commission on Population, 2019; National Legal Services Authority (NALSA)

6. Sanctioned secretaries as % of DLSAs (%)

Formula:

Sanctioned DLSA secretaries

———————————————— * 100

Total sanctioned DLSAs

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: March 2022
Data source: National Legal Services Authority (NALSA)
Note: DLSA is District Legal Services Authority

DIVERSITY

7. Women panel lawyers (%)

Formula:

Women panel lawyers

———————————————— * 100

Total panel lawyers
Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: June 2022
Data source: National Legal Services Authority (NALSA)

8. Women PLVs (%)

Formula:
Women para legal volunteers (PLVs)
————————————————* 100
Total para legal volunteers

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: June 2022
Data source: National Legal Services Authority (NALSA)

INFRASTRUCTURE

9. DLSAs as % of state judicial districts (%)

Formula:
Total DLSAs
————————————* 100
Judicial districts

Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: March 2022
Data source: National Legal Services Authority (NALSA)
Note: DLSA is District Legal Services Authority

10. Presence of front offices in DLSAs (%)

Formula:
Total front offices in DLSAs
———————————————— * 100
Total DLSAs
Benchmark: 100%
Scoring guide: Higher, the better
Period/Date: June 2022
Data source: National Legal Services Authority (NALSA)
Note: DLSA is District Legal Services Authority

11. Legal services clinic per jail (number)

Formula:
Legal service clinics in jails
————————————————————
Total jails
Benchmark: 1 per jail
Scoring guide: Higher, the better
Period/Date: December 2021 (total jails), 2021-22 (legal service clinics)
Data source: Prison Statistics India, 2021; National Legal Services Authority (NALSA)

12. Villages per legal services clinic (number)

Formula:
Inhabited villages
————————————————————
Legal service clinics in villages

Benchmark: Not available
Scoring guide: Lower, the better
Period/Date: 2011 (villages), 2021-22 (legal service clinics)
Data source: Primary Census Abstract, Census 2011; National Legal Services Authority (NALSA)

WORKLOAD

13. PLA cases: settled as % of received (%)

Formula:
Cases settled by Permanent Lok Adalats (PLAs)
————————————————————*
100
Cases received by Permanent Lok Adalats
Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: National Legal Services Authority (NALSA)

14. Total Lok Adalats: Share of pre-litigation cases in disposed cases (%)

Formula:
Pre-litigation cases disposed by Lok Adalats
————————————————————* 100
Total cases disposed by Lok Adalats

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: National Legal Services Authority (NALSA)
Notes: Lok Adalats comprise National Lok Adalats and those run by State Legal Services Authorities (SLSAs)

15. SLSA Lok Adalats: Pre-litigation cases disposed as % of total cases taken up (%)

Formula:
Pre-litigation cases disposed by State Legal Services Authority (SLSA)
———————————————— * 100
Total cases taken up by State Legal Services Authority (SLSA)

Benchmark: Not available
Scoring guide: Higher, the better
Period/Date: 2021-22
Data source: National Legal Services Authority (NALSA)

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About India Justice Report 2022

The India Justice Report (IJR) 2022 remains the only comprehensive quantitative index using government's own statistics to rank the capacity of the formal justice system operating in various states. This IJR is a collaborative effort undertaken in partnership with DAKSH, Commonwealth Human Rights Initiative, Common Cause, Centre for Social Justice, Vidhi Centre for Legal Policy and TISS-Prayas. First published in 2019, the third edition of the IJR adds an assessment of the capacity of State Human Rights Commissions. It continues to track 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 and legal aid for all 36 states and UTs.

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