

अत्यावश्यक

**राजस्थान सरकार
स्वायत्त शासन विभाग, राज. जयपुर**

(जी-3 राजमहल रेजीडेन्सीयल ऐरिया, सिविल लाईन फाटक, 22 गोदाम, जयपुर)

क्रमांक: प.8 (क)(या)()डीएलबी / 2025 / 5924-6281

दिनांक: 14-11-2025

जिला कलक्टर
समस्त राजस्थान।

उपनिदेशक (क्षेत्रीय)
स्थानीय निकाय विभाग,
समस्त राजस्थान।

आयुक्त/अधिशायी अधिकारी,
नगर निगम/परिषद्/पालिकाएँ,
समस्त राजस्थान।

विषय:-माननीय उच्चतम न्यायालय नई दिल्ली में दायर सुओ मोटो रिट
पिटीशन (सिविल) सं. 5/25 IN RE : "CITY HOUNDED BY STRAYS
KIDS PAY PRICE" में पारित आदेश दिनांक 22.08.2025 एवं 07.11.2025
में दिए गये निर्देशों की अनुपालना सुनिश्चित करने हेतु।

उपरोक्त विषयान्तर्गत माननीय उच्चतम न्यायालय में दायर याचिका संख्या
05/2025 IN RE : "CITY HOUNDED BY STRAYS KIDS PAY PRICE" सुओ मोटो में
पारित आदेश दिनांक 22.08.2025 व 07.11.2025 एवं विभाग द्वारा जारी निर्देश दिनांक 27.
08.2025 की प्रति संलग्न कर निर्देशित किया जाता है कि **stray dogs &** अवारा पशुओं
के संबंध मान्यता प्राप्त पशु कल्याण संगठनों (AWOs) के सहयोग से **पशु जन्म नियंत्रण**
(ABC) नियम, 2023 एवं पशु क्रूरता निवारण अधिनियम, 1960 के प्रावधानों के अनुसार
निम्नलिखित उपायों का कार्यान्वयन सुनिश्चित करें।

1. सार्वजनिक परिसर :-

- नगरीय निकाय अपने क्षेत्र की शैक्षणिक संस्थानों(सरकारी एवं गैर सरकारी संस्थान),
जिला अस्पताल, प्राथमिक स्वास्थ्य केन्द्र एवं मेडिकल कॉलेज, खेल परिसर व
स्टेडियम, बस डिपो, रेलवे स्टेशन को **2 सप्ताह** में चिन्हित किया जाना सुनिश्चित
करें, साथ ही ऐसे सार्वजनिक परिसरों का प्रत्येक तीन माह में दौरा करते हुए
आवश्यक संसाधनों की व्यवस्था की सुनिश्चितता करें



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- प्रत्येक नगरीय निकाय सम्बंधित जिला कलेक्टर के निर्देशन में अन्य विभागों के साथ समन्वय कर रेलवे स्टेशन, बस स्टैंड, शैक्षणिक संस्थान, खेल मैदान, विश्वविद्यालय, अस्पताल आदि सार्वजनिक परिसरों का निरीक्षण कर श्वानों के प्रवेश रोकथाम हेतु आवश्यक चारदीवारी, मुख्य द्वार व अन्य संरचनात्मक या प्रशासनिक उपायों से उक्त परिसर को श्वान मुक्त रखने हेतु आवश्यक कार्यवाही **8 सप्ताह** की अवधि के भीतर पूरा किया जाना सुनिश्चित करे।
- शैक्षणिक संस्थानों(सरकारी एवं गैर सरकारी संस्थान), जिला अस्पताल, प्राथमिक स्वास्थ्य केन्द्र एवं मेडिकल कॉलेज, खेल परिसर व स्टेडियम, बस डिपो, रेलवे स्टेशन आदि विभागों से समन्वय कर उक्त संस्थान हेतु नोडल अधिकारी नियुक्त करवाया जाना सुनिश्चित करे एवं उक्त नोडल अधिकारी की सूचना सम्बंधित संस्थान के मुख्य द्वार पर उल्लेखित की जावे।
- प्रत्येक नगरीय निकाय अपने क्षेत्राधिकार में स्थित लोक परिसर (रेलवे स्टेशन, बस स्टैंड, अस्पताल, विद्यालय, विश्वविद्यालय, खेल मैदान, मेडिकल कॉलेज इत्यादि) में 3 माह में दौरा कर उक्त स्थानों को श्वान मुक्त रखने की सुनिश्चितता करे। यदि उक्त निर्देशों की पालना में लापरवाही पायी जाती है तो इसको गम्भीरता से लेते हुए सम्बंधित अधिकारी की जिम्मेदारी तय की जावेगी।
- स्टेडियमों और खेल परिसरों में सम्बंधित विभाग से समन्वय कर सुरक्षा कर्मियों की चौबीसों घंटे तैनाती सुनिश्चित करावे, ताकि विशेष रूप से आवारा श्वान प्रवेश ना कर सके तथा उक्त परिसरों को श्वान मुक्त रखा जा सके।

2. टीकाकरण, नसबंदी और कृमिनाशन मुक्ति (एबीसी कार्यक्रम) :-

- सभी आवारा श्वानों को मानवीय तरीके से पकड़कर, टीकाकरण, नसबंदी एवं कृमिनाशन किया जाये तथा उक्त प्रक्रिया के पश्चात् उसी स्थान पर वापस छोड़ा जाये। लेकिन लोक परिसर जैसे — रेलवे स्टेशन, बस स्टैंड, अस्पताल, विद्यालय, विश्वविद्यालय, खेल मैदान, मेडिकल कॉलेज के परिसर में पाए जाने वाले प्रत्येक आवारा श्वानों को तुरंत हटाना और **पशु जन्म नियंत्रण नियम, 2023** के अनुसार, उचित नसबंदी और टीकाकरण के बाद उठाए गए आवारा श्वानों को उसी स्थान पर वापस नहीं छोड़ा जावे।
- उक्त निर्देशों की पालना में अपनाई जाने वाली प्रक्रिया में केवल प्रशिक्षित और प्रमाणित कार्मिकों को ही पशुओं को पकड़ने या संभालने की अनुमति होगी। यह कार्य पशु कल्याण संगठनों एवं पंजीकृत पशु चिकित्सकों की देखरेख में मानवीय और अहिंसक तरीकों से किया जावे।
- किसी भी संदिग्ध रेबीज संक्रमित श्वान को मानवीय तरीके से पकड़कर पशु जन्म नियंत्रण केंद्र में पृथक रूप से रखा जाये और पशु चिकित्सकों की सलाह अनुसार

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उसे एक अलग श्वानालय में रखा जा सकता है, जहाँ उसे प्राकृतिक मृत्यु तक प्रतिदिन दो बार भोजन पानी उपलब्ध कराया जावे।

- श्वान के काटने की घटना की स्थिति में पकड़ने से पहले तथ्यों की पुष्टि की जावे, तथा बार-बार काटने वाले संदिग्ध श्वानों को मानवीय रूप से पकड़कर पृथक श्वानालय में रखा जाये, और यदि उक्त श्वान रेबीज मुक्त पाया जाता है, तो उसे पशु कल्याण संगठन को सौंप दिया जावे।
- यदि पशु चिकित्सक द्वारा जाँच के बाद श्वान आक्रामक या रेबीज संक्रमित नहीं पाया जाता है, तो उसे ABC नियमों के अनुसार टीकाकरण कर उसके मूल स्थान पर वापस छोड़ा दिया जावे।
- नगरीय निकाय यह सुनिश्चित करेंगे कि ऐसे आश्रय स्थलों में सीसीटीवी, पशु चिकित्सा टीम, आवश्यक सुविधाओं और साफ सफाई की व्यवस्था सुनिश्चित करे एवं पशु कल्याण संगठनों (AWOs) के सहयोग से पशु कल्याण के लिए उचित व्यवस्था करे।

3. आहार क्षेत्र (Feeding zones) :-

- प्रत्येक नगरीय निकाय अपने क्षेत्र में स्ट्रीट श्वानों के लिए उपयुक्त स्थानों पर, डॉग फीडरों के सहयोग से उचित स्थान पर खुराक क्षेत्र चिन्हित कर स्थापित करें।
- "डॉग फीडिंग जोन" लिखे हुए बोर्ड स्पष्ट रूप से लगाए जाएँ, एवं नागरिकों को केवल इन्हीं क्षेत्रों में भोजन कराने हेतु प्रोत्साहित व शिक्षित किया जाए ताकि स्वच्छता और सहअस्तित्व बना रहे।

4. श्वान काटने की घटनाओं हेतु हेल्पलाइन :-

- विभाग द्वारा समस्त नगरीय क्षेत्रों में श्वान काटने संबंधी शिकायतें दर्ज करने एवं सहायता प्रदान करने हेतु हेल्पलाइन नंबर 181 जारी किया गया है। यह हेल्पलाइन 24x7 संचालित रहेगी एवं प्राप्त शिकायत पर तत्काल कार्यवाही की जाएगी।

5. आवारा मवेशी एवं अन्य पशुओं को राजमार्गों से हटाना एवं देखभाल :-

- नगरीय निकाय, पीडब्ल्यूडी एवं एनएचएआई के साथ समन्वय कर, नगरीय सीमा से गुजरने वाले राज्य मार्ग/राष्ट्रीय मार्ग/एक्सप्रेस हाइवेज, से आवारा मवेशीयों एवं अन्य पशुओं को हटाना सुनिश्चित करें, ताकि तेज रफ्तार में उक्त पशुओं से होने वाली दुर्घटनाओं की रोकथाम करते हुए आम जनता की सुरक्षा सुनिश्चित हो सके।

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- राज्य मार्ग/राष्ट्रीय मार्ग/एक्सप्रेस हाइवेज से हटाए गए आवारा पशुओं, आवारा श्वानों व अन्य मवेशियों को उचित आश्रयों या गौशालाओं में स्थानांतरित किया जाए जहाँ चारा, पानी, छाया, पशु चिकित्सा देखभाल एवं निगरानी की पूरी व्यवस्था हो।
- प्रत्येक निकाय सुनिश्चित करे कि किसी भी परिस्थिति में आवारा पशुओं को पकड़ते समय उनके साथ क्रूरता न की जाए। उक्त पशुओं को पकड़ते समय या आश्रय स्थल/ गौशाला में ले जाते समय या देखभाल के दौरान सभी कार्यवाही **पशु क्रूरता निवारण अधिनियम, 1960 एवं एबीसी नियम, 2023** के प्रावधानों के अनुरूप ही सम्पादित कि जावे।
- सभी सरकारी और निजी अस्पतालों को हर समय एंटी-रेबीज वैक्सीन और इम्युनोग्लोबुलिन का अनिवार्य स्टॉक बनाए रखवाया जाना सुनिश्चित करे।

6. समन्वय एवं क्रियान्वयन :-

- प्रत्येक नगरीय निकाय निकटवर्ती पशु कल्याण संगठनों (AWOs) या मान्यता प्राप्त स्वयं सेवी संस्थाओं के साथ समन्वय स्थापित करे, ताकि भारत सरकार द्वारा जारी एबीसी कार्यक्रम को प्रभावी रूप से लागू किया जा सके और एबीसी कार्यक्रम को सम्पादित करते समय श्वानों को पकड़ने एवं टीकाकरण करने में मानवीय मानक बनाए रखे जायें।
- नगर निकाय के जो कर्मचारी श्वान प्रबंधन गतिविधियों में संलग्न हैं, उन्हें पशु कल्याण संगठनों या पशु चिकित्सकों द्वारा प्रशिक्षण दिया जाए, तत्पश्चात ही वे आवारा पशुओं /श्वानों को पकड़ने व उचित स्थान पर छोड़ने की प्रक्रिया सुनिश्चित करें।
- आवारा पशुओं/आवारा श्वानों को पकड़ने, ले जाने और ऑपरेशन/टीकाकरण की प्रक्रिया के बाद की देखभाल का कार्य केवल प्रशिक्षित टीमों द्वारा मानवीय उपकरणों से किया जाए। किसी भी अप्रशिक्षित व्यक्ति को इन गतिविधियों में सम्मिलित न किया जाए।
- सभी नगरीय निकाय यह सुनिश्चित करें कि ऐसी गतिविधियों हेतु आवश्यक प्रशिक्षित टीम, उपयुक्त आधारभूत संरचना, वाहन, सुरक्षा उपकरण उपलब्ध हों, तथा श्वानों की नसबंदी, टीकाकरण एवं आश्रय प्रबंधन का अभिलेख रखा जाए।

स्वायत्त शासन निदेशालय द्वारा पूर्व में उच्चतम न्यायालय के आदेशों के अनुपालन में जारी सभी दिशा-निर्देश एवं परिपत्रों को इस आदेश के साथ पढ़ा जावे।

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अतः माननीय उच्चतम न्यायालय द्वारा उपरोक्त दिये गये निर्देशों की पालना आपके क्षेत्राधिकार के अधीन नगरीय निकायों से सुनिश्चित करावे। उपरोक्त किसी भी निर्देशों की अनुपालना नहीं करने की स्थिति को गम्भीरता से लिया जाएगा और संबंधित अधिकारियों के विरुद्ध नियमानुसार कार्यवाही की जायेगी।

उपरोक्तानुसार :- संलग्न।

1. माननीय उच्चतम न्यायालय द्वारा पारित आदेश दिनांक 22.08.2025 एवं 07.11.2025 की प्रति।
2. विभागीय आदेश दिनांक 27.08.2025 की प्रति।

(रवि जैन)
शासन सचिव
स्वायत्त शासन विभाग

क्रमांक: प.8 (क)(या)()डीएलबी/2025/6282-6290
प्रतिलिपी सूचनार्थ एवं आवश्यक कार्यवाही हेतु प्रेषित है:-

दिनांक: 14-11-2025

1. निजी सचिव, मुख्य सचिव राजस्थान सरकार जयपुर।
2. श्री शिव मंगल शर्मा, अतिरिक्त महाधिवक्ता माननीय सर्वोच्च न्यायालय, नई दिल्ली।
3. विशिष्ट सचिव, माननीय मंत्री स्वायत्त शासन विभाग, जयपुर।
4. निजी सचिव, शासन सचिव, स्वायत्त शासन विभाग, जयपुर।
5. वरिष्ठ सचिव, निदेशक एवं विशिष्ट सचिव, स्वायत्त शासन विभाग, जयपुर।
6. निजी सचिव, अतिरिक्त निदेशक, स्वायत्त शासन विभाग, जयपुर।
7. निजी सचिव, वरिष्ठ संयुक्त विधि परामर्शी, स्वायत्त शासन विभाग, जयपुर।
8. प्रोग्रामर, आईटी सेल, निदेशालय, वेबसाइट पर अपलोड हेतु।
9. सुरक्षित पत्रावली।

(रवि जैन)
शासन सचिव
स्वायत्त शासन विभाग

Signature valid

Digitally signed by Rav Jain
Designation: Secretary To
Government
Date: 2025.11.13 18:30:00 IST
Reason: Approved



2025 INSC 1018

REPORTABLE
IN THE SUPREME COURT OF INDIA
**INHERENT/CIVIL ORIGINAL/
EXTRAORDINARY APPELLATE JURISDICTION**

SUO MOTO WRIT PETITION(CIVIL) NO(S). 5 OF 2025

**IN RE: “CITY HOUNDED BY STRAYS, KIDS PAY
PRICE”**

WITH

WRIT PETITION(CIVIL) NO(S). 784 OF 2025

SLP(CIVIL) NO(S). 14763 OF 2024

AND

SLP(CIVIL) NO(S). 17623 OF 2025

O R D E R

BY THE COURT

1. A Bench of two Hon’ble Judges of this Court took *suo moto* cognizance on 28th July 2025, of a news report published in The Times of India, Delhi Edition, titled “*City Hounded by Strays, Kids Pay Price*”.¹

¹ Koushiki Saha, “Delhi hounded by strays, kids pay price: Girl (6) dies of rabies after dog attack, family alleges official apathy”, (Time of India, 28 July, 2025) can be accessed here <
<https://timesofindia.indiatimes.com/city/delhi/delhi-hounded-by-strays-kids-pay-price-girl-6-dies-of-rabies-after-dog-attack-family-alleges-official-apaty/articleshow/122938488.cms>>

2. Pursuant to the taking of *suo moto* cognizance, the matter came to be listed before the Bench on 11th August 2025, on which, the following directions were issued: -

“12. For the present, the aforesaid directions shall be complied with and implemented scrupulously. We, at the cost of repetition, again make it abundantly clear to the above concerned authorities in clear words that it shall at the earliest: -

(i) **Start picking up and rounding the stray dogs from all localities of Delhi, Ghaziabad, NOIDA, Faridabad, Gurugram as well as areas on the outskirts, and relocate these dogs into designated shelters/pounds.**

(ii) **The appropriate authorities of NCT of Delhi, NOIDA, Ghaziabad, Gurugram & Faridabad are directed to immediately create dog shelters/pounds and report to this Court the creation of such infrastructure all over the National Capital Region (NCR).** A report in this regard shall be filed before this Court within a period of eight-weeks.

(iii) **In no circumstances, should these stray dogs after their relocation be once again released back onto the streets.** In this regard proper records should be maintained by the concerned authorities regularly.

(iv) **The stray dogs shall be captured, sterilized, dewormed and immunized as required by Animal Birth Control Rules, 2023 and as noted above, shall not be released back.** The dog shelters/pounds should have sufficient personnel to sterilize, deworm and immunize stray dogs and also for looking after the stray dogs who would be detained.

(v) **We further make it clear that both the exercise of rounding up of stray dogs as well as the creation of necessary infrastructure in the form of shelters/pounds for the relocation, sterilization,**

deworming and immunization, shall be undertaken simultaneously. We do not want to hear about even a semblance of lethargy from the concerned authorities on the pre-text of awaiting the creation of shelters/pounds, otherwise, we will proceed to take strict action against these authorities. **All authorities are directed to immediately begin the picking up stray dogs and in the same breadth creation of appropriate and adequate shelter homes and pounds across the National Capital Region.**

13. **Any hindrance or obstruction that may be caused by any individual or organization in the smooth and effective implementation of our aforesaid directions will be viewed as contempt of this Court and we shall proceed to take appropriate action in accordance with law.”**

(Emphasis supplied)

3. It may be noted that, in the intervening period, several interlocutory applications for intervention came to be filed purportedly by individuals and organisations working for the welfare of the stray dogs², seeking a stay on the directions contained in the order dated 11th August, 2025.

4. The issue involved in these petitions placed before the three-Judge Bench centres around the right of the stray dogs to live on the streets, *vis-à-vis*, the safety and security of the citizens particularly the kids and elderly people from these very stray dogs, many of whom are suspected to be infected with the

² Hereinafter, referred to as ‘animal lovers’.

communicable disease, i.e., rabies. It is indisputable that human beings bitten by rabid dogs suffer indescribably, and many times, the infection proves to be fatal.

5. For better understanding, a brief description of the issues raised in the other petitions apart from the *Suo Moto Writ Petition* listed before us is necessary.

6. Special Leave Petition (Civil) No. 14763 of 2024³ lays a challenge to the order dated 18th August, 2023 passed by the High Court of Delhi, wherein the Division Bench expressed its satisfaction over the task of sterilisation and immunisation of street dogs being undertaken by the Government of National Capital Territory of Delhi ('GNCTD') and Municipal Corporation of Delhi ('MCD'). Being dissatisfied with the aforesaid order, the Conference for Human Rights (India) (Regd.), a non-governmental organisation, has filed the aforesaid special leave petition.

7. Special Leave Petition (Civil) No. 17623 of 2025⁴ arises from the judgment dated 3rd March, 2025

³ Titled as '*Conference for Human Rights (India) (Regd.) v. Union of India and Ors.*'

⁴ Titled as '*Reema Shah v. The State of Uttar Pradesh & Ors.*'

passed by the Division Bench of the High Court of Judicature at Allahabad, which was dealing with the Writ Petition⁵ filed by a resident of NOIDA, District Gautam Buddha Nagar, Uttar Pradesh, who was aggrieved by the harassment faced during the feeding of the community dogs. The Division Bench observed that the concerns raised in the petition were regulated by the Animal Birth Control Rules, 2023⁶, which provide for capturing, sterilisation, and immunisation of street dogs as well as the measures to be taken for the feeding of the community dogs. The Division Bench closed the writ petition, with a direction to the concerned authorities to ensure that necessary steps are taken in public interest to subserve the cause raised therein, and while doing so, the interest of the common man in moving on the streets must also be factored in.

8. While the aforesaid special leave petitions were pending before this Court, the mandatory directions in the terms indicated above came to be passed in the *Suo Moto Writ Petition (Civil) No. 5 of 2025*.

⁵ WRIT-C No. 6572 of 2023.

⁶ Hereinafter, referred to as “ABC Rules.”

9. Various Non-governmental Organizations (NGOs) and individuals, stating to be animal lovers, claim to be aggrieved by the mandatory directions issued *vide* order dated 11th August, 2025. They sought the intervention of Hon'ble the Chief Justice of India on the premise that the said directions are in conflict with the mandate of the ABC Rules and are also impossible to comply with. One such individual has filed Writ Petition (Civil) No. 784 of 2025, seeking a direction that the *status quo* should be maintained during the pendency of the said writ petition.

10. Under the directions of Hon'ble the Chief Justice of India, all these matters have been clubbed and listed before the three-Judge Bench to consider the prayer for staying the mandatory directions passed by this Court *vide* order dated 11th August, 2025 and to deal with the concerns which have been raised by animal lovers and to test the feasibility of implementation of the aforesaid directions in practice.

11. It has been vehemently and fervently urged '*Una Voce*' by the learned counsel appearing on behalf of the self-acclaimed animal lovers and the NGOs

(applicants before this Court), that the direction not to release the stray dogs to the original locations from where they would be picked up, after their sterilisation and immunisation, is in clear violation of Rule 11(19) of the ABC Rules framed under the provisions of the Prevention of Cruelty to Animals Act, 1960. It was submitted that, under the said Rule, the concerned authorities are mandated to sterilise and immunise the stray dogs and to release them in the same area from which they were picked up.

12. It was further submitted that under the garb of order dated 11th August, 2025, the municipal authorities have already started rounding up the stray dogs. Not only this, the animal lovers, who feed the stray dogs, are being harassed and threatened with prosecution.

13. It was strenuously submitted that the direction to initiate contempt proceedings against the animal lovers amounts to a direct encroachment upon the Fundamental Right to Freedom of Expression guaranteed to the citizens under Article 19 of the Constitution of India.

14. It was further submitted that there is an imminent risk that the stray dogs who are being picked up in compliance with this Court's order may be culled because the municipal authorities are not seized of the logistic capability and wherewithal to create the large number of dog shelters/pounds, which would be required to cater lakhs of stray dogs estimated to be present on the streets of New Delhi and NCR region. Since the municipal authorities do not have the required capacity, there is a looming possibility that the stray dogs, after being picked up, would be eliminated so as to show compliance of the order dated 11th August, 2025. It was also submitted that almost 700 stray dogs have already been picked up, and there is no information as to the fate of the said stray dogs. They apprehend that a large population of stray dogs, which might also include newborn puppies, is likely to be affected and may lose their lives if the directions given by this Court are not stayed.

15. *Per contra*, Shri Tushar Mehta, learned Solicitor General of India, appearing for the GNCTD urged that the municipal authorities and the State authorities

are taking all measures to curb the instances of dog bites and to vaccinate the rabies infected dogs but the task is herculean and almost impossible considering the huge population of stray dogs on the streets of Delhi and NCR region. However, Shri Mehta urged that GNCTD is keen to comply with the order dated 11th August, 2025, so that the threat faced by the human population from the rabid and aggressive stray dog population on the streets can be addressed.

16. Shri Mehta referred to certain newspaper reports which estimate that approximately 37,15,713 dog bites occurred in India in 2024, and in several cases, human lives were lost due to trauma and rabies infection. The reports mention that the presence of aggressive stray dogs on streets is causing grave risk to the lives of children and elderly people, as well as other vulnerable sections of society. They are unable to access streets and parks because of the fear of being attacked and bitten by the rabies-infected stray dogs.

17. Learned Solicitor General, further submitted that sterilisation alone is insufficient, as it can neither prevent attacks from stray dogs nor can it

prevent the rabies infection by dog bites because the immunised dogs with aggressive behaviour would still be capable of attacking and causing severe harm to the vulnerable citizens, if these animals are allowed to remain on the streets. He further submitted that the directions given by this Court in Suo Moto Writ Petition do not impinge upon the statutory framework but rather operate as interim measures essentially required to protect the Right to Life of the citizens guaranteed under Article 21 of the Constitution of India.

18. Shri Mehta submitted that, for the time being, and till the population of stray dogs on the streets is brought under control, the directions issued by this Court *vide* order dated 11th August 2025, should be allowed to remain in force. Tapering down of these measures can be considered once the statistics pertaining to the procedure of sterilisation and immunisation undertaken in compliance with the mandatory directions are placed on record and the situation improves.

19. We have given our thoughtful consideration to the submissions advanced at Bar and have gone through the order dated 11th August, 2025.

20. Let notice be issued in Writ Petition (Civil) No. 784 of 2025 and Special Leave Petition (Civil) No. 17623 of 2025.

21. We shall now proceed to consider as to whether the directions given by a two-Judge Bench of this Court on 11th August, 2025 (*supra*) in the *Suo Moto* Writ Petition require any clarification/modification or whether the authorities concerned including the Government of NCT of Delhi, the Municipal Corporation of Delhi, the New Delhi Municipal Council and the civic bodies of NOIDA, Ghaziabad, Faridabad and Gurugram should be mandated to expeditiously comply with the directions contained in the said order.

22. *Suo moto* cognizance was taken by the two-Judge Bench of this Court *vide* order dated 28th July, 2025 and on the very next listing, i.e., on 11th August, 2025, the mandatory directions (*supra*) were issued to the concerned authorities.

23. We make it clear that there is not even the slightest doubt in our minds that the intent behind the order is salutary inasmuch as it works towards protecting the citizens at large from the attacks by the aggressive and rabid stray dogs. However, there are certain vital factors that call for a balancing exercise so that the order dated 11th August, 2025, can be taken to its logical conclusion while keeping its ambit within the contour of the legal framework, i.e., the ABC Rules, 2023.

24. The two-Judge Bench in para 12(iii) and 12(iv) of its order has directed that the stray dogs shall be captured, sterilised, dewormed, and immunised as per the ABC Rules, but **“they shall in no circumstance be released back onto the streets.”** There is a further mandate in the order that all the rounded-up stray dogs shall be kept in the shelters/pounds without there being any scope for release.

25. The framework of the ABC Rules, to be specific, Rule 11(19) clearly provides that once the stray dogs have been sterilised, inoculated, and dewormed, they

have to be released back in the same locality from which they were picked up.

26. The directions given in **paras 12(iii)** and **12(iv)** are for ensuring that the same number of stray dogs does not land back on the streets as were picked up for sterilisation and immunisation, as this would literally become a vicious circle.

27. Nonetheless, one cannot be ignorant of the fact that the mandate to keep all the stray dogs, picked up from Delhi and the adjoining NCR cities, in the municipal shelters/pounds would require logistics of gargantuan proportions including manpower, shelters/pounds, veterinarians, cages and specially modified vehicles for transportation of the captured stray dogs.

28. The provision in Rule 11(19) that the dogs, upon sterilisation and immunisation, should be relocated to the same locality from which they have been picked up, is scientifically carved out inasmuch as it serves two purposes. Firstly, the same prevents the scope of overcrowding in the dog shelters/pounds, and secondly, the picked-up stray dogs after

immunisation and sterilisation are relocated to the same environment where they were living earlier, which is a compassionate treatment.

29. The aggressive sterilisation would definitely put a curb on the rapid growth of the stray dog population, ultimately leading to its reduction. However, this is possible only in an idealistic situation, which seems unlikely in the present scenario.

30. It was argued by some of the counsels appearing for the animal lovers that the process of sterilisation and inoculation has worked wonders in many towns across the country and has significantly brought down the population of stray dogs. To be specific, it was pointed out that towns like Dehradun and Lucknow, which have taken aggressive measures for sterilisation, etc., as per the ABC Rules, have seen a steady decline in the population of stray dogs. A suggestion has also been received that chemical castration is a safe, painless, and effective mode of sterilisation.

31. Thus, the direction given in the order dated 11th August, 2025, prohibiting the release of the treated and vaccinated dogs seems to be too harsh, in our opinion.

32. It cannot be gainsaid that before any direction for impounding the entire stray dog population is given, it would be necessary to have a look at the existing infrastructure and human resources available with the municipal bodies. A blanket direction to pick up all the strays and place them in dog shelters/pounds without evaluating the existing infrastructure may lead to a catch-22 situation because such directions may be impossible to comply with.

33. We, therefore, feel that a holistic approach requires mollification of the directions issued *vide* order dated 11th August, 2025. Accordingly, the directions issued by the two-Judge bench of this Court are supplemented, modified, and clarified in the terms indicated below: -

- a. Municipal authorities shall continue to comply with the directions contained in **paras 12(i)** and **12(ii)** of the subject order.
- b. The directions contained in **paras 12(iii)** and **12(iv)**, to the extent that they prohibit the release of the picked up strays, shall be kept in abeyance for the time being. The dogs that are picked up shall be sterilised, dewormed, vaccinated, and released back to the same area from which they were picked up.

It is, however, clarified that this relocation shall not apply to the dogs infected with rabies or suspected to be infected with rabies, and those that display aggressive behaviour. Such dogs shall be sterilised and immunised, but under no circumstances should they be released back onto the streets. Furthermore, as far as possible, such stray dogs shall be kept in a separate pound/shelter after sterilisation and immunisation.

- c. The directions contained in **para 12(v)** shall remain subject to the directions given by us in paras (a) and (b).

d. Municipal authorities shall forthwith commence an exercise for creating dedicated feeding spaces for the stray dogs in each municipal ward. The feeding areas shall be created/identified keeping in view the population and concentration of stray dogs in the particular municipal ward. Gantries/notice boards shall be placed near such designated feeding areas, mentioning that stray dogs shall only be fed in such areas. Under no condition shall the feeding of stray dogs on the streets be permitted. The persons found feeding the dogs on the streets in contravention of the above directions shall be liable to be proceeded against under the relevant legal framework.

The aforesaid directions are being issued in view of the reports regarding untoward incidents caused by unregulated feeding of stray dogs and to ensure that the practice of feeding dogs on roads and in public places is eliminated, as the said practice creates great difficulties for the common man walking on the streets.

e. Each municipal authority shall create a dedicated helpline number for reporting incidents of violation of the above directions. On such a report being

received, appropriate measures shall be taken against the individuals/NGOs concerned.

- f.** The direction given in **para 13** of the order dated 11th August 2025, is reiterated with a slight modification that no individual or organisation shall cause any hindrance or obstruction in the effective implementation of the directions given above. In case any public servant acting in compliance with the aforesaid directions is obstructed, then the violator/s shall be liable to face prosecution for obstructing the public servant acting in discharge of official duty.
- g.** Each individual dog lover and each NGO that has approached this Court shall deposit a sum of Rs.25,000/- and Rs.2,00,000/-, respectively, with the Registry of this Court within a period of 7 days, failing which they shall not be allowed to appear in the matter any further. The amounts so deposited shall be utilised in the creation of the infrastructure and facilities for the stray dogs under the aegis of the respective municipal bodies.
- h.** The desirous animal lover/s shall be free to move the application to the concerned municipal body for adoption of the street dogs, upon which the

identified/selected street dog/s shall be tagged and given in adoption to the applicant. It shall be the responsibility of the applicant(s) to ensure that the adopted stray dogs do not return to the streets.

- i.** The municipal authorities shall file an affidavit of compliance with complete statistics of resources, viz., dog pounds, veterinarians, dog catching personnel, specially modified vehicles/cages available as on date for the purpose of compliance of the ABC Rules.

34. Since the application of the ABC Rules is uniform all over the country and the same issues which have been taken up in the Suo Moto Writ Petition have either cropped up or are likely to exist in every State, we propose to expand the scope of this matter beyond the confines of New Delhi and the NCR region.

35. For this purpose, we hereby direct the impleadment of all States and Union Territories in this matter through the Secretaries concerned of the Animal Husbandry Department, Secretaries of the local bodies (Municipal Corporation, Municipal Councils, Municipalities, etc.) and the

Administrators of the Union Territories so as to seek information from each authority regarding the steps being taken for compliance of the ABC Rules in their respective jurisdictions.

36. We are also informed that numerous writ petitions/*suo moto* petitions are pending in various High Courts, more or less dealing with common issues. Hence, the Registry shall seek information about such pending writ petitions from the Registrar Generals of all the High Courts, and thereafter, these writ petitions shall stand transferred to this Court for analogous consideration along with the main matter.

37. List the matters after eight weeks for further directions and for receiving the compliance report.

.....J.
(VIKRAM NATH)

.....J.
(SANDEEP MEHTA)

.....J.
(N. V. ANJARIA)

**NEW DELHI;
AUGUST 22, 2025.**

REPORTABLE
IN THE SUPREME COURT OF INDIA
INHERENT/CIVIL ORIGINAL/
EXTRAORDINARY APPELLATE JURISDICTION

SUO MOTO WRIT PETITION(CIVIL) NO(S). 5 OF 2025

**IN RE: “CITY HOUNDED BY STRAYS, KIDS PAY
PRICE”**

WITH

SLP(CIVIL) NO(S). 14763 OF 2024

SLP(CIVIL) NO(S). 17623 OF 2025

WRIT PETITION(CIVIL) NO(S). 784 OF 2025

SLP(CIVIL) NO(S). OF 2025
(Diary No. 45707 OF 2025)

T.C. (CIVIL) NO. 140 OF 2025

CONTEMPT PETITION (C) NO(S). 749 OF 2025 IN
SLP(CIVIL) NO(S). 14763 OF 2024

O R D E R

Mehta, J.

1. This Court, *vide* order dated 22nd August, 2025, after considering the submissions made on behalf of the parties and the material placed on record, had

supplemented, modified, and clarified the earlier directions issued *vide* order dated 11th August, 2025.

2. The directions contained in the order dated 22nd August, 2025, *inter alia*, mandated the municipal authorities to continue the exercise of capturing, sterilising, deworming, and vaccinating stray dogs in accordance with the Animal Birth Control Rules, 2023, while permitting the release of sterilised and immunised dogs to the same localities from which they were picked up, except those infected with or suspected to be infected with rabies and those exhibiting aggressive behaviour. The Court further directed the creation of designated feeding zones for stray dogs, establishment of municipal helplines for reporting violations, and the filing of comprehensive compliance affidavits by the respective municipal authorities.

3. The aforesaid directions were extended to all States and Union Territories, and the Registry was directed to seek information from the Registrar Generals of the High Courts with respect to similar matters pending before them, so that a uniform and

coherent approach to the menace of stray dogs could be evolved across the country.

4. The present order shall address three distinct issues, which are being dealt with in separate parts for clarity and convenience. **Part I** pertains to the compliance affidavits filed by the States and Union Territories pursuant to this Court's earlier directions and the summary report prepared by the learned Amicus Curiae, Shri Gaurav Agrawal. **Part II** concerns the modification, application and implementation of the directions issued by the High Court of Judicature for Rajasthan at Jodhpur in D.B. Civil Writ Petition No. 14726 of 2025. **Part III** concerns the issuance of further directions in respect of institutional areas, including educational establishments, hospitals, sports complexes, and other public spaces such as railway stations and bus depots, where incidents of dog-bite attacks continue to be reported with alarming frequency, raising a cause of grave concern and requiring emergent remedial measures.

**PART I: Compliance Affidavits filed by States and
UTs and Summary prepared by *Amicus Curiae***

5. Pursuant to the direction contained in paragraph 33(i) of the order dated 22nd August, 2025 and the subsequent order dated 27th October, 2025, all States and all Union Territories, except the Union Territory of Dadra and Nagar Haveli and Daman & Diu, have submitted their respective compliance affidavits before this Court. The learned *amicus curiae*, Shri Gaurav Agrawal, has been requested *vide* order dated 3rd November, 2025, to examine the said affidavits and to place before this Court a concise summary of the affidavits filed by the States and Union Territories in purported compliance with the directions issued by this Court.

6. In compliance of the order dated 3rd November, 2025, the learned *amicus curiae*, Shri Gaurav Agrawal, has made a herculean effort and has filed a report summarising the compliance affidavits submitted by the respective States and Union Territories. The report highlights several grave deficiencies and shortcomings in the information furnished by certain States and Union Territories, as

well as areas where compliance with the directions issued by this Court has either not been effected or remains incomplete. The learned *amicus curiae* has also tendered constructive suggestions and recommendations to ensure effective and uniform implementation of this Court's orders across jurisdictions.

7. The report submitted by the learned Amicus Curiae, Shri Gaurav Agrawal, is taken on record and shall form part of this Order. The Registry is directed to annex the same as **Schedule I**. The contents of the said report shall be read as part and parcel of this order for all purposes. The States and Union Territories shall peruse the report and take appropriate steps to address the deficiencies and shortcomings pointed out therein. Each State and Union Territory shall file comprehensive additional affidavits before the next date of hearing, specifically indicating the remedial measures undertaken to ensure full compliance with this Court's directions and to rectify the lapses highlighted in the report of the learned *amicus curiae*. Any lethargy in this regard shall be viewed seriously.

PART II: Modification, Application and
Implementation of the Directions issued by High
Court of for Rajasthan at Jodhpur in D.B. Civil
Writ Petition No. 14726 of 2025.

8. It is a matter of grave and continuing public concern that accidents caused by cattle and other stray animals on public roads and highways have become alarmingly frequent across the country. Such incidents, often resulting in loss of human life, grievous injuries, and damage to property, are not isolated events but symptomatic of a larger failure on the part of the administrative authorities entrusted with public safety. The uncontrolled presence of cattle and stray animals on National Highways, National Expressways, and State Highways, constitutes a serious and avoidable threat, particularly during night-time or in high-speed zones.

9. This Court cannot remain unmindful of the preventable nature of these accidents, which not only reflect administrative indifference but also undermine the constitutional guarantee of the right to life and safety under Article 21. The need for immediate, coordinated, and sustained action by all

concerned agencies, i.e., municipal authorities, road and transport departments, public works departments and highway authorities, cannot be overstated.

10. Accordingly, this Court issues the following directions:

A. The directions issued by the **High Court of Rajasthan at Jodhpur in D.B. Civil Writ Petition No. 14726 of 2025 *vide* order dated 11th August, 2025**, are hereby reaffirmed, to the extent that the municipal authorities, road and transport department/Public Works Department of all the States and Union Territories and the National Highways Authority of India (NHAI) shall ensure the removal of all cattle and other stray animals from the State Highways, National Highways, and National Expressways falling within their respective jurisdictions.

B. The concerned authorities, i.e., the municipal authorities, the road and transport department/Public Works Department of all the States and Union Territories and the National Highways Authority of India shall undertake a joint, coordinated drive to identify stretches of

highways and expressways where stray cattle or animals are frequently found, and shall take immediate steps for their removal and relocation to designated shelters. The cattle and other stray animals so picked up shall be kept in appropriate shelters or *Gaushalas*/cattle pounds, as the case may be, and provided with all necessary food, water, and veterinary care, in accordance with the provisions of the Prevention of Cruelty to Animals Act, 1960 and the Animal Birth Control (Dogs) Rules, 2023.

C. Each authority shall constitute dedicated highway patrol teams and/or assign existing road-safety units for continuous surveillance and immediate response to reports of stray cattle or other animals obstructing the roadways. Such patrols shall function on a 24x7 basis and coordinate with local police stations, veterinary officers, and municipal authorities/Panchayati Raj institutions.

D. All National Highways, State Highways, and National Expressways shall have prominently displayed helpline numbers at regular intervals, enabling commuters to promptly report the presence of stray animals or accidents caused

thereby. These helplines shall be linked to the control rooms of the local police, National Highways Authority of India, and district administration for real-time redressal and monitoring.

E. The Chief Secretaries of all States and Union Territories, together with the Chairperson, National Highways Authority of India, shall ensure strict enforcement of these directions through appropriate administrative orders and field-level monitoring. They shall hold the concerned officers personally accountable for lapses or recurring incidents in their respective jurisdictions.

F. The aforesaid directions shall be implemented uniformly across India, and the Chief Secretaries of all States and Union Territories; Chairperson, National Highways Authority of India; and Ministry of Road Transport and Highways, Union of India shall file status-cum-compliance affidavits within a period of eight weeks from today, indicating:

- i.** the mechanism established for removal and sheltering of stray animals from highways;
- ii.** the constitution and functioning of patrol teams; and

- iii. the operational status of helpline facilities and installation of sign boards displaying helpline numbers.

11. The Registry shall forthwith implead the National Highways Authority of India through its Chairperson.

PART III: Directions regarding Institutional Areas, i.e., educational institutions, hospitals, sports complexes, bus stands/depots and railway stations

12. In the interregnum, this Court has been apprised through various news reports and media accounts of disturbing increase in dog-bite incidents within the premises of educational institutions, hospitals, sports complexes, bus stands/depots (including Inter-State Bus Terminals) and railway stations, generically speaking, institutional areas. Instances of children being attacked in school campuses, patients and attendants being bitten within hospital compounds, athletes as well as officials being attacked by stray dogs inside sports stadiums and passengers/travellers being attacked

by stray dogs at bus stands/depots and railway stations, have come to the notice of this Court.

13. The recurrence of such incidents, particularly within institutional spaces meant for learning, healing, and recreation, reflects not only administrative apathy but also a systemic failure to secure these premises from preventable hazards. The situation calls for immediate judicial intervention to safeguard the fundamental right to life and safety of citizens, especially children, patients, and sportspersons, under Article 21 of the Constitution of India.

14. After Independence, despite significant advances in public health, India continues to report one of the world's highest statistics of rabies-related mortality. Scientific assessments, including those conducted by the World Health Organization (WHO) and the National Centre for Disease Control (NCDC), have estimated that a large ratio of animal related deaths annually in India were attributable to rabies, with over 90% of human cases resulting from bites inflicted by domestic or stray dogs. The brunt of this menace has been borne by children, elderly people

and economically weaker sections who in addition of being vulnerable, also lack timely access to post-exposure prophylaxis.

15. Recognising the need for a humane yet effective framework, the Government of India, in exercise of its powers under the Prevention of Cruelty to Animals Act, 1960, promulgated the Animal Birth Control Rules, 2001, subsequently amended and supplemented from time to time. These Rules established the **Capture-Sterilize-Vaccinate-Release (CSV) model** as the principal method for controlling the stray dog population, thereby prohibiting indiscriminate culling of stray dogs and mandating municipal authorities to manage sterilisation, vaccination, and sheltering in coordination with animal welfare organisations. However, the implementation of these Rules has been ineffective, to say the least, across jurisdictions and the persistence of stray dog population has continued to imperil public safety in many parts of the country.

16. It has also been brought to the notice of this Court through a report published by NDTV¹, that even foreign nationals visiting India are falling prey to unprovoked stray dog attacks. In one such incident which took place in Bengaluru, a Welsh entrepreneur was bitten by a stray dog during a morning run. This incident underscores that the menace is neither confined to rural or densely populated localities nor limited to vulnerable citizens, but has assumed proportions that affect public safety, tourism, and the image of the country in the global perspective.

17. In addition, particular vulnerability has been observed in institutional spaces such as educational institutions, hospitals, sports complexes, bus stands/depots (including Inter-State Bus Terminals) and railway stations. These facilities/places, by virtue of their open design, congregation of persons and frequent availability of edible waste, provide favourable conditions for the habitation of free-roaming stray dogs. Reports from across India have

¹ **Welsh Entrepreneur Bitten by Stray Dog During Run in Bengaluru: ‘Ask Dogesh Bhai...’; LINK:** <https://www.ndtv.com/offbeat/welsh-entrepreneur-bitten-by-stray-dog-during-run-in-bengaluru-ask-dogesh-bhai-9489758/amp/1>.

demonstrated that such premises have repeatedly become scenes of dog-bite incidents, causing injuries to students, patients, staff and members of the public, thereby underscoring the urgent need for targeted preventive and administrative measures.

I. Educational institutions (schools, colleges, universities, and coaching institutions with/without residential/hostel facilities)

18. Educational institutions, particularly schools and colleges with open campuses, have emerged as areas of recurring dog-bite incidents. Children, due to their small stature and uninformed interaction with animals, are extra vulnerable to the same. Several reported incidents have emerged over the years, where students have sustained grievous injuries within school/college premises or adjacent playgrounds as a result of dog bites. Such cases have, in several instances, necessitated surgical reconstruction and emergency prophylactic treatment for rabies. The frequency of such incidents reflects deficiencies in institutional responsibility and municipal oversight concerning the safety of educational environments. We are informed that the

Campus of National Law School of India University, Bengaluru has a huge population of strays which threaten the safety of the students, staff and faculty members alike.

Incidents:

- At a **Government Lower Primary School, Panamaram, Wayanad, Kerala**, a Class III student was bitten by a stray dog inside a classroom. The dog had given birth to pups near a wash basin in an abandoned corner of the school building (which had not been locked after vacation).²
- In **Siswal village, Hisar district, Haryana**, a stray dog entered a government primary school, bit six students, then also bit others in the village.³
- Students from college within **Bengaluru University campus** were bitten by stray dogs while on campus (Kengeri area). Two college students were hospitalised after the attack.⁴

² **Stray dog bites student inside classroom in Wayanad school**; LINK: <https://www.onmanorama.com/news/kerala/2025/09/08/stray-dog-bites-student-in-wayanad-school.html>.

³ **Stray dog bites 6 students in Hisar Village school**; LINK: <https://timesofindia.indiatimes.com/city/chandigarh/stray-dog-bites-6-students-in-hisar-village-school/articleshow/123953280.cms>.

⁴ **Karnataka records 2.86 lakh dog bites, 26 rabies deaths this year, report reveals**; LINK: <https://www.indiatoday.in/india/karnataka/story/karnataka-dog-bites-deaths-2025-rabies-stray-dogs-supreme-court-order-delhi-ncr-data-2770508-2025-08-13>.

II. Hospitals and healthcare institutions

19. Ironically, the very institutions entrusted with the treatment of dog-bite victims, have themselves become susceptible to the menace. In hospitals and several tertiary-care centres, patients, attendants and staff have been attacked by packs of dogs residing within hospital compounds. The problem is exacerbated by improper waste disposal practices and the presence of open areas that attract animals. In addition, the continuous inflow of dog-bite victims has strained medical resources, particularly the availability of anti-rabies vaccines and immunoglobulins, which are often in short supply.

Incidents:

- At **Institute of Mental Health (IMH), Kilpauk, Chennai**, multiple patients were bitten by stray dogs in a few days.⁵
- At **Ernakulam General Hospital, Kochi**, a stray dog attacked five people. Four of those were inside the hospital premises, including a patient.⁶

⁵ **Stray dogs hound IMH patients, three bitten in three days; LINK:** <https://timesofindia.indiatimes.com/city/chennai/stray-dogs-hound-imh-patients-three-bitten-in-three-days/articleshow/120561697.cms>.

⁶ **Stray dog attacks five on Ernakulam General Hospital premises; LINK:** <https://www.newindianexpress.com/cities/kochi/2025/Aug/14/stray-dog-attacks-five-on-ernakulam-general-hospital-premises>.

- The NHRC took *suo motu* notice of reports of dog-bite incidents involving patients within the hospital premise at **Acharya Harihar Post Graduate Institute of Cancer (AHPGIC), Cuttack, Odisha**. Some patients claimed that vital procedures (chemotherapy, radiation) were delayed because of such attacks.⁷
- At **Government Medical College and Hospital, Nagpur**, a resident doctor was bitten by several stray dogs in the hospital campus. She required ICU care. There have been multiple similar incidents over preceding days.⁸
- In **King George's Medical University (KGMU), Lucknow**, two doctors, paramedical staff and an attendant were bitten by a stray dog on campus, outside the radiology department.⁹

⁷ NHRC takes cognizance of TNIE report, issues summons to Odisha govt on stray dog menace in cancer hospital; LINK:

<https://www.newindianexpress.com/states/odisha/2023/May/25/nhrc-takes-cognizance-of-tnie-report-issues-summons-to-odisha-govt-on-stray-dog-menace-in-cancer-ho-2578550.html>.

⁸ Nagpur's premier medical facility battles dog menace; woman doctor in ICU after attack; LINK: <https://theprint.in/india/nagpurs-premier-medical-facility-battles-dog-menace-woman-doctor-in-icu-after-attack/1063457/>.

⁹ In Lucknow, King George's Medical University doctors among 5 injured in dog attack; LINK: <https://timesofindia.indiatimes.com/city/lucknow/in-lucknow-king-georges-medical-university-doctors-among-5-injured-in-dog-attack/articleshow/100171596.cms>.

III. Sports complexes and stadia

20. Large sports venues and open recreational grounds attract free-roaming/stray dogs because they offer food (from vendors and visitors) and hiding/denning space. As cities expand, many older municipal stadia and public playgrounds have become semi-permanent habitats for dog packs. During major events the concentration of people increases the chance of human-dog interactions and when a dog feels threatened or is provoked, injuries can follow.

Incidents:

- Two foreign coaches (from Kenya and Japan) were bitten by stray dogs inside **Jawaharlal Nehru Stadium, New Delhi, during the World Para Athletics Championships, 2025**. One coach was bitten near the competition arena and the other at the warm-up track. Both were treated at the stadium first, then at Safdarjung Hospital. These incidents show that even high-security venues can

be vulnerable if feeding and perimeter management are not enforced.¹⁰

IV. Bus stands/depots (including Inter-State Bus Terminals) and railway stations

21. This Court also takes cognizance of numerous reported incidents of stray dog attacks at public transport hubs, including bus stands/depots (particularly Inter-State Bus Terminals) and railway stations across several States. These facilities, by reason of heavy public congregation, open architecture, and unhygienic waste disposal practices, have become focal points for stray dog habitation, resulting in repeated assaults/attacks on commuters, employees, and bystanders.

Incidents:

- At **Kannur Railway Station, Kerala**, a stray dog reportedly bit 18 people at the station (on the platform and near the ticket counter) and the animal was later confirmed to have rabies. News article further indicated that residents and

¹⁰ **Horrific! Stray dogs attack foreign coaches at World Para Athletics Championships, fifth such incident at JLN stadium; LINK:** <https://timesofindia.indiatimes.com/sports/more-sports/athletics/horrific-stray-dogs-attack-foreign-coaches-at-world-para-athletics-championships-fifth-such-incident-at-jln-stadium/articleshow/124300397.cms>.

commuters estimate the presence of over a hundred stray dogs in and around the station premises, resulting in a sustained risk to public health and passenger safety.¹¹

- At **Dombivli Railway Station, Maharashtra**, a stray dog bit nine commuters, including a Railway Protection Force (RPF) Officer, on a foot over-bridge and platform.¹²
- At **Alappuzha Railway Station, Kerala**, more than 30 people were reported bitten by stray dogs in the past six months at the station premises.¹³
- At **Sambhal Railway Station, Uttar Pradesh**, a rabid/mad dog entered the railway station precinct and bit eight persons at different spots in about two hours.¹⁴

¹¹ **Rabies confirmed in dog that bit 18 people at Kannur railway station; LINK:** <https://www.newindianexpress.com/states/kerala/2024/Nov/29/rabies-confirmed-in-dog-that-bit-18-people-at-kannur-railway-station>.

¹² **Stray dog bites commuters at Dombivli railway station; LINK:** <https://www.mid-day.com/mumbai/mumbai-news/article/stray-dog-bites-commuters-at-dombivli-railway-station-23596600>.

¹³ **Over 30 people bitten by dogs at Alappuzha Railway Station in 6 months; LINK:** <https://english.mathrubhumi.com/news/kerala/over-30-people-bitten-by-dogs-at-alappuzha-railway-station-6-months-17c1a66c>.

¹⁴ **Rabid dog bites eight people at city railway station; LINK:** <https://www.jagran.com/uttar-pradesh/sambhal-city-mad-dog-terrorizes-railway-station-injures-several-40014446.html>.

- At **Kannur Bus Stand, Kerala**, a stray dog attacked about 50 people, including at the bus-stand premises.¹⁵
- At **KSRTC Bus Stand, Kottayam, Kerala**, several people (including a former municipal chairperson) were injured in a stray dog attack that started around the bus stand and footpath routes mid-afternoon.¹⁶

22. The Court notes that the underlying causes of this enduring menace are multifaceted, including, **(i)** uncontrolled reproduction of stray dogs owing to inadequate implementation of sterilisation programmes; **(ii)** improper disposal of food waste in and around public institutions; **(iii)** absence of effective perimeter management and institutional coordination with municipal authorities; and **(iv)** lack of widespread public awareness regarding preventive conduct and post dog-bite medical procedures.

23. Despite the statutory framework of the Animal Birth Control Rules, 2001 as amended in 2023, and

¹⁵ **Stray dog attacks 50 people in Kannur town; LINK:** <https://timesofindia.indiatimes.com/city/kozhikode/stray-dog-attacks-50-people-in-kannur-town/articleshow/121916268.cms>.

¹⁶ **Stray dog attacks panic Kottayam bus stand, several injured. LINK:** <https://www.onmanorama.com/news/kerala/2025/08/21/stray-dog-attack-kottayam.html>.

the existence of various municipal by-laws/guidelines/Standard Operating Procedures, the practical outcomes have remained suboptimal. The data emerging from several States and Union Territories reveal a year-on-year increase in reported dog-bite cases, many occurring within or near public institutions. The persistence of the problem calls for a holistic and coordinated approach involving municipal corporations, public health authorities, and administration of the institutions, to ensure that the constitutional mandate of safeguarding the right to life under Article 21 is not compromised by administrative inaction or inefficiency.

24. The menace of dog bites, particularly in public and private institutions that serve as spaces of learning, healing and recreation, thus constitutes not merely a public-health challenge but a matter of human safety concern. The State and its instrumentalities bear an affirmative obligation to ensure that no citizen, least of all children, elderly people and patients, are exposed to preventable injury or disease within public premises.

IV. Directions

25. Having regard to the alarming rise in incidents of dog bites within institutional areas such as educational institutions, hospitals, sports complexes, bus stands/depots (including Inter-State Bus Terminals) and railway stations, this Court deems it appropriate to issue the following directions in the interest of public safety, health, and management of stray dogs: -

A. The State Governments and Union Territories shall through their respective local/ municipal authorities, within a period of two weeks, identify all Government and private educational institutions, hospitals (including district hospitals, primary health centres, and medical colleges), public sports complexes or stadia, bus stands/depots (including Inter-State Bus Terminals) and railway stations situated within their territorial limits.

B. The administrative heads of the aforesaid institutions shall through their respective local/ municipal authorities, under the overall supervision of the District Magistrate concerned,

ensure that the premises are secured by adequate fencing, boundary walls, gates and such other structural or administrative measures as may be necessary to prevent the ingress of stray dogs. The said exercise shall be completed as soon as possible and preferably within a period of 8 weeks from today.

- C.** The management of every educational institution, hospital, sports complex, bus stand/depot (including Inter-State Bus Terminal) and railway station identified under **Direction (A)** shall designate a Nodal Officer responsible for the upkeep and cleanliness of the premises and for ensuring that stray dogs do not enter or inhabit the campus. The details of the said officer shall be displayed prominently at the entrance and notified to the jurisdictional municipal body/authority.
- D.** The local municipal authorities and panchayats shall carry out regular inspections, at least once in every three months, of all such premises to ensure that no stray dog habitats exist within or in the immediate vicinity of these institutions. Any lapse in this regard shall be viewed seriously, and

responsibility shall be fixed upon the concerned municipal officials/administrative authorities.

E. It shall be the responsibility of the jurisdictional municipal body/authority to forthwith remove every stray dog found within the premises of an educational institution, hospital (public or private), sports complex, bus stand/depot (including Inter-State Bus Terminal) or railway station and to shift such animal/s to a designated shelter, after due sterilisation and vaccination, in accordance with the Animal Birth Control Rules, 2023. The stray dogs so picked up shall not be released back to the same location from which they were picked up. We have consciously directed the non-release of such stray dogs to the same location from which they were picked up, as permitting the same would frustrate the very effect of the directions issued to liberate such institutional areas from the presence of stray dogs.

F. All Government and private hospitals shall maintain a mandatory stock of anti-rabies vaccines and immunoglobulin at all times.

G. Every school and educational institution shall be directed by the Ministry of Education, Government

of India, to conduct awareness sessions for students and staff on preventive behaviour around animals, first-aid in case of bites, and immediate reporting protocols.

- H.** The management of stadiums and sports complexes shall ensure the deployment of security or ground-keeping personnel specifically tasked with around the clock vigil against the entry or habitation of stray dogs.
- I.** The railway authorities having jurisdiction over the railway stations as well as the State transport corporations and municipal authorities having jurisdiction over bus stands, depots and Inter-State Bus Terminals, shall ensure that such public-transport premises/facilities are effectively secured and maintained so as to prevent the habitation or movement of stray dogs within their premises. Proper waste-management systems shall be implemented to eliminate food sources that attract animals, and regular inspections shall be conducted to detect and address the presence of stray dogs.
- J.** Animal Welfare Board of India shall, within four weeks, issue detailed Standard Operating

Procedures (SOPs) for prevention of dog bites and management of stray dogs in institutional premises (public or private) including but not limited to Government and private educational institutions, hospitals (including district hospitals, primary health centres, and medical colleges), and sports complexes or stadia, to be uniformly adopted across all States and Union Territories.

26. The aforesaid directions are being issued in continuation of and in furtherance of this Court's order dated 22nd August, 2025, to ensure that the menace of stray dog attacks within institutional areas is curbed through effective preventive and administrative mechanisms. The primary objective is to safeguard the fundamental right to life and safety of citizens, particularly children, students, patients, and sportspersons, while ensuring compliance with the principles embodied in the Animal Birth Control Rules, 2023 framed under the Prevention of Cruelty to Animals Act, 1960.

27. The Registry shall forthwith circulate a copy of this order to the Chief Secretaries of all States and Union Territories for onward transmission to all the

necessary departments, as well as to the Secretaries of the Ministry of Health and Family Welfare; Ministry of Education; Ministry of Fisheries, Animal Husbandry and Dairying; Ministry of Youth Affairs and Sports; Ministry of Road Transport and Highways; Ministry of Railways; Ministry of Panchayati Raj; Ministry of Rural Development; and Chairman, National Highways Authority of India, for immediate compliance.

28. The Chief Secretaries of all States and Union Territories shall file their affidavits of compliance before this Court within a period of 8 weeks from today, specifically indicating:

- i.** the steps taken to secure the premises of the educational institutions, hospitals, sports complexes, bus stands/depots (including Inter-State Bus Terminals) and railway stations;
- ii.** the mechanism put in place for regular oversight inspection, coordination and reporting with municipal authorities/Panchayati Raj institutions; and

iii. the availability of anti-rabies vaccines and immunoglobulin in all Government medical facilities.

29. The Union of India shall also ensure that the aforesaid directions are implemented in respect of all institutional areas falling under its administrative or supervisory control, including Central Government educational institutions, hospitals, colleges, universities, sports complexes and railway stations managed by or affiliated with Central Ministries or authorities such as the Ministry of Health and Family Welfare; Ministry of Education; Ministry of Fisheries, Animal Husbandry and Dairying; Ministry of Youth Affairs and Sports; Ministry of Road Transport and Highways; Ministry of Railways; Ministry of Panchayati Raj; Ministry of Rural Development and other allied departments. The Union of India, through the Ministry of Health and Family Welfare, shall file a comprehensive affidavit of compliance within a period of 8 weeks from today, indicating the steps taken to secure such institutions, the mechanism evolved for coordination with local/municipal authorities, and the measures adopted for ensuring the availability of

anti-rabies vaccines and immunoglobulin in Central Government hospitals and healthcare facilities.

30. Animal Welfare Board of India shall also file a consolidated report indicating the nationwide status of sterilisation and vaccination drives, as well as the formulation of uniform Standard Operating Procedures for the prevention of dog-bite incidents in institutional areas/premises within 8 weeks from today.

31. The Registry shall forthwith implead the Urban Development Department and Rural Development Department of all States and Union Territories as well as the Union of India through their Principal/Chief Secretaries.

32. Any reported non-compliance of any of the above directions shall be viewed very seriously and may invite penalties/consequences including but not limited to the initiation of *suo moto* contempt proceedings against the erring officials.

33. The matters shall be listed on 13th January, 2026 for further directions and for perusal of the compliance affidavits to be filed by the Animal

Welfare Board of India, all the States and Union Territories and the Union of India.

.....J.
(VIKRAM NATH)

.....J.
(SANDEEP MEHTA)

.....J.
(N. V. ANJARIA)

**NEW DELHI;
NOVEMBER 07, 2025.**

राजस्थान सरकार
स्वायत्त शासन विभाग, राज0 जयपुर

(जी.3, राजमहल रेजीडेन्सी ऐरिया, सिविल लाईन फाटक, 22 गोदाम, सी-स्कीम जयपुर-302005)

Tele No.: +91-141-2222403 | Fax No.: +91-141-222403 | web site: www.lsg.urban.rajasthan.gov.in

क्रमांक: डीएलबी/पीआर/ABC/2025/513

दिनांक: 21/08/2025.

आयुक्त/अधिशायी अधिकारी
नगर निगम/परिषद/पालिका
समस्त राजस्थान।

विषय:- माननीय सर्वोच्च न्यायालय के दिनांक 22 अगस्त 2025 के आदेश तथा पशु जन्म नियंत्रण (ABC) नियम, 2023 का पालन करने के संबंध में

माननीय सर्वोच्च न्यायालय के दिनांक 22 अगस्त 2025 के आदेश तथा पशु जन्म नियंत्रण (ABC) नियम, 2023 के अक्षरशः अनुपालन हेतु, राजस्थान राज्य के अंतर्गत सभी नगर निगमों, नगर परिषदों एवं नगर पालिकाओं को निम्नलिखित बिंदुओं पर तुरंत, गंभीरता एवं प्राथमिकता के साथ कार्यवाही करने हेतु निर्देशित किया जाता है:-

- भोजन स्थलों का निर्धारण (पशु जन्म नियंत्रण (ABC) नियम, नियम 20 एवं माननीय सर्वोच्च न्यायालय के आदेश)**
 - प्रत्येक सड़क, क्षेत्र एवं वार्ड में वहाँ की श्वानों की संख्या और उनके क्षेत्राधिकार (territories) के अनुसार भोजन स्थल निर्धारित किए जाएँ।
 - इन स्थलों की पहचान एवं निर्धारण स्थानीय फीडरों (feeders) की सलाह एवं जानकारी के आधार पर किया जाए। जिन्हें वहाँ रहने वाले श्वानों के स्वभाव का अंदाजा हो।
 - प्रत्येक भोजन स्थल पर एक बोर्ड लगाकर उसे स्पष्ट रूप से चिह्नित किया जाए।
 - यह प्रक्रिया प्रत्येक नगर निकाय क्षेत्र में, जहाँ सामुदायिक श्वान पाए जाते हैं, अनिवार्य रूप से की जाए।
- नसबंदी केन्द्रों की स्थापना एवं रखरखाव (पशु जन्म नियंत्रण (ABC) नियम, नियम 10; माननीय सर्वोच्च न्यायालय के आदेश 22.08.2025)**
 - नगर निकाय नसबंदी केन्द्रों की पहचान, निर्माण एवं/या मरम्मत करें।
 - इन केन्द्रों में नसबंदी, टीकाकरण एवं कृमिनाशन (Deworming) की सभी सुविधाएँ उपलब्ध कराई जाएँ।
- मानवीय ढंग से श्वानों को पकड़ना (पशु जन्म नियंत्रण (ABC) नियम, नियम 11(5))**
 - श्वान पकड़ने के लिए केवल प्रशिक्षित कार्मिक नियुक्त किए जाएँ।

Validity unknown Signature valid



Digitally signed by R. Jain
Designation : Secretary To
Government
Date: 2025.08.21 18:59:05 IST
Reason: Approved

- श्वान पकड़ने की एकमात्र स्वीकृत विधि जाल (net) या हाथ से पकड़ना है।
- टोंग्स, तार, फंदे अथवा किसी अन्य हानिकारक उपकरण का प्रयोग सख्ती से प्रतिबंधित है।

4. निविदा प्रक्रिया (पशु जन्म नियंत्रण (ABC) नियम, नियम 5)

- पशु जन्म नियंत्रण (ABC) कार्यक्रम हेतु निविदा केवल उन्हीं NGOs को दी जाए जिनके पास भारतीय पशु कल्याण बोर्ड (AWBI) की मान्यता हो।
- AWBI पत्र दिनांक 05.04.2022 के अनुसार प्रति श्वान पकड़ने हेतु रु. 200 एवं नसबंदी, भोजन एवं ऑपरेशन पश्चात् देखभाल हेतु रु. 1450 निर्धारित है।
- अन्य राज्यों में ब्लैकलिस्ट किए गए NGOs को निविदा में भाग लेने से वंचित रखा जाए।

5. निगरानी समितियाँ (पशु जन्म नियंत्रण (ABC) नियम, नियम 9 और अनुसूची II (3)

- प्रत्येक नगर निकाय में निगरानी समिति का गठन किया जाए।
- समितियों की नियमित बैठकें हों एवं नसबंदी, टीकाकरण और रिहाई कार्यक्रमों की समीक्षा की जाए।
- कम-से-कम एक पशु अधिकार कार्यकर्ता/पशु कल्याण प्रतिनिधि को समिति में शामिल किया जाना चाहिए ताकि जमीनी वास्तविकताओं का आकलन हो सके।

6. उल्लंघनों हेतु जवाबदेही (पशु जन्म नियंत्रण (ABC) नियम, नियम 18)

- पशु जन्म नियंत्रण (ABC) नियम 2023 के किसी भी उल्लंघन पर नियम 18 के प्रावधानों के अनुसार कार्यवाही की जाएगी।

7. संदिग्ध रेबीज अथवा काटने वाले श्वानों का प्रबंधन (पशु जन्म नियंत्रण (ABC) नियम, नियम 16)

- किसी भी रेबीज-संदिग्ध श्वान को मानवीय ढंग से पकड़कर सुरक्षित पृथक्करण (isolation) केनल में तत्काल पशु चिकित्सक की निगरानी में रखा जाए एवं उसकी प्राकृतिक मृत्यु होने तक भोजन तथा पानी की समुचित व्यवस्था की जाये।
- रिपोर्ट किए गए डॉग-बाइट मामलों में तथ्यों का सत्यापन अनिवार्य है। केवल बार-बार काटने वाले संदिग्ध श्वान को ही पकड़ा जाए एवं शरणस्थल (shelter) या पंजीकृत पशु कल्याण संगठन (AWO) को सौंपा जाए।
- पशु चिकित्सीय आकलन में यदि श्वान आक्रामक या रेबीज-संदिग्ध नहीं पाया जाता तो पशु जन्म नियंत्रण (ABC) नियमानुसार उसे मूल स्थान पर वापस छोड़ा जाए।
- यदि श्वान आक्रामक या रेबीज-संदिग्ध पाया जाता है तो उसे समुदाय में वापस नहीं छोड़ा जाए।

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8. श्वान पकड़ने वाली टीम की संरचना (पशु जन्म नियंत्रण (ABC) नियम, नियम 11(2))

- प्रत्येक टीम में निम्न सदस्य होंगे:
 1. वैन चालक,
 2. नगर निकाय के दो या अधिक प्रशिक्षित कर्मचारी,
 3. पशु कल्याण संगठन का एक नामित प्रतिनिधि।
 4. प्रत्येक सदस्य के पास स्थानीय निकाय द्वारा जारी पहचान पत्र होना अनिवार्य है।
 5. स्थानीय निवासियों को पूर्व सूचना दी जाए कि उनकी क्षेत्र में श्वानों की नसबंदी कार्यक्रम हेतु टीम कार्य करेगी।

9. अभिलेख व रिहाई (पशु जन्म नियंत्रण (ABC) नियम, नियम 12)

- सभी श्वानों को चिह्नित किया जाए एवं रजिस्टर में इन्द्राज किया जाये।
- श्वानों को उसी क्षेत्र में छोड़ा जाए जहाँ से उन्हें पकड़ा गया था।
- एबीसी नियमों के अनुसार, दस अलग-अलग प्रकार के रिकॉर्ड बनाए जाने चाहिए, जिनमें जानवरों का रिकॉर्ड, भोजन का रिकॉर्ड, खाद्य सूची, प्रत्येक श्वान के उपचार का रिकॉर्ड, दवा और टीकाकरण का रिकॉर्ड, मृत्यु दर का रिकॉर्ड, सर्जिकल उपकरणों सहित उपकरणों की सूची, डॉग वैन लॉगबुक, कर्मचारियों की उपस्थिति का रिकॉर्ड, तीस दिनों का सीसीटीवी फुटेज शामिल है।

10. बीमार एवं घायल श्वान (पशु जन्म नियंत्रण (ABC) नियम, नियम 11(10))

- बीमार एवं घायल श्वानों का समुचित उपचार किया जाए।
- पूर्ण स्वस्थ होने के बाद ही उनकी नसबंदी की जाए।

11. पकड़ने पर प्रतिबंध (पशु जन्म नियंत्रण (ABC) नियम, नियम 11(9))

- छः माह से कम आयु के श्वानों को पकड़ा या नसबंद नहीं किया जाएगा।
- छोटे पिल्लों वाली मादा श्वानों को तब तक नहीं पकड़ा जाएगा जब तक पिल्ले प्राकृतिक रूप से स्वतः ही दूध पीना नहीं छोड़ देते।

12. नसबंदी, टीकाकरण एवं रिहाई (माननीय सर्वोच्च न्यायालय के आदेश एवं पशु जन्म नियंत्रण (ABC) नियम 2023)

- श्वानों की नसबंदी, टीकाकरण एवं कृमिनाशन कर उन्हें उनके मूल क्षेत्र में छोड़ा जाए।
- फीडरों को इस प्रक्रिया में सूचित एवं सम्मिलित किया जाए।
- सभी कार्यवाहियों का अभिलेख रखा जाए एवं नियमित रूप से डेटा प्रस्तुत किया जाए।

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13. सीसीटीवी कैमरे (एबीसी नियम, नियम 10 (एफ))

- पूरे परिसर में, विशेष रूप से ऑपरेटिंग रूम थिएटर में और एबीसी केंद्र में जहाँ जानवरों को रखा जा रहा है, सीसीटीवी कैमरे लगाए जाने चाहिए।
- एबीसी नियमों के अनुसार रिकॉर्ड संधारित करने होंगे और निरीक्षण के लिए उपलब्ध कराने होंगे।

आवश्यक कार्यवाही:

सभी नगर निकायों को निर्देशित किया जाता है कि वे पशु जन्म नियंत्रण (ABC) नियम 2023 को पूर्ण रूप से पढ़ें एवं अक्षरशः पालन सुनिश्चित करें। इस आदेश की तिथि से 30 दिनों के भीतर अनुपालना रिपोर्ट निदेशालय को भेजी जाए।

उक्त आदेश की अनुपालना न करने पर संबंधित के विरुद्ध नियमानुसार कार्यवाही की जाएगी।

(रवि जैन)
शासन सचिव

क्रमांक: डीएलबी/पीआर/ABC/2025/514-25

दिनांक: 27/08/2025.

प्रतिलिपी निम्न को सूचनार्थ एवं आवश्यक कार्यवाही हेतु :-

1. निजी सचिव, शासन सचिव, स्वायत्त शासन विभाग।
2. निजी सचिव, निदेशक, स्वायत्त शासन विभाग।
3. निजी सहायक, उपनिदेशक (प्रशासन), स्वायत्त शासन विभाग।
4. उपनिदेशक (क्षेत्रीय), स्थानीय निकाय विभाग, समस्त राजस्थान।
5. सहा. जनसम्पर्क, निदेशालय को प्रचार-प्रसार हेतु।
6. सुरक्षित पत्रावली।

निदेशक

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