

ഭരണഭാഷ-മാതൃഭാഷ

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മേലാഴുത്ത് നമ്പർ : DTETVM/11332/2025-EA2
(EA)

തീയതി: 05-01-2026

തെരുവ് നായ ശല്യം സംബന്ധിച്ച വിഷയത്തിൽ ബഹു:സുപ്രീംകോടതിയുടെ WP(C) 5/2025 നമ്പർ കേസിന്റെ മേലുള്ള 07.11.2025 ലെ വിധിന്യായവും, 19.12.2025 ലെ K3/235/2025-HEDN നമ്പർ സർക്കാർ നിർദ്ദേശവും അറിവിലേക്കും തുടർ നടപടികൾക്കുമായി ഇതോടൊപ്പം ഉള്ളടക്കം ചെയ്യുന്നു. പ്രസ്തുത നിർദ്ദേശങ്ങളിനേൽ ആവശ്യമായ നടപടികൾ കൈകെടുത്തേണ്ടതും, ആയത് ഒരു മാസത്തിനുള്ളിൽ ഈ കാര്യാലയത്തിൽ അറിയിക്കേണ്ടതുമാണ്.

Signed by
Jayaprakash P
Date: 06-01-2026 11:58:22

JAYAPRAKASH P
DIRECTOR

"ഭരണഭാഷ- മാതൃഭാഷ"



കേരള സർക്കാർ

ഉന്നതവിദ്യാഭ്യാസ (കെ) വകുപ്പ്

നമ്പർ. K3/235/2025-HEDN

19-12-2025, തിരവനന്തപുരം

പ്രിൻസിപ്പൽ സെക്രട്ടറി

- കോളേജ് വിദ്യാഭ്യാസ ഡയറക്ടർ, തിരവനന്തപുരം
- സാക്ഷതിക വിദ്യാഭ്യാസ ഡയറക്ടർ, തിരവനന്തപുരം
- രജിസ്ട്രാർ, കേരള സർവ്വകലാശാല, തിരവനന്തപുരം/എം.ജി. സർവ്വകലാശാല, കോട്ടയം/ത്രിശ്ശേരി ശക്രാചാര്യ സംസ്ഥാന സർവ്വകലാശാല, കാലടി, എറണാകുളം/ കൊച്ചി ശാസ്ത്ര സാക്ഷതിക സർവ്വകലാശാല, കൊച്ചി/കാലിക്കൂർ സർവ്വകലാശാല, മലപുരം/ കണ്ണൻകുളം സർവ്വകലാശാല, കണ്ണൻകുളം/മലയാളം സർവ്വകലാശാല, തിരുവന്നന്തൻ യൂണിവേഴ്സിറ്റി ഓഫ് അധ്യാർശനാഡി ലിഗൽ സ്കൂൾ സീറ്റിന്, നൂവാൽസ് കൂനാസ്, എച്ച്.എം. ടി. കോളനി.പി.എ., കളമഴേരി, എറണാകുളം/എ.പി.ജേ അബ്ദുൾ കലാം ടെക്നോളജിക്കൽ യൂണിവേഴ്സിറ്റി, കോളേജ് ഓഫ് എഞ്ചിനീയറിംഗ് കൂനാസ്, തിരവനന്തപുരം/ ത്രിനാരായണമുത്ത ഓപ്പൺ സർവ്വകലാശാല, സർവ്വകലാശാല മന്ത്രിം, കർണ്ണപുരം, കൊല്ലം
- പ്രിൻസിപ്പൽ, ലോ കോളേജ്, തിരവനന്തപുരം/തുമ്പർ/എറണാകുളം/കോഴിക്കോട്
- ഡയറക്ടർ, എൽ.എ.എസ്. സെസ്റ്റർ ഫോർ സയൻസ് & ടെക്നോളജി, തിരവനന്തപുരം
- ഡയറക്ടർ, സെസ്റ്റർ ഫോർ കൺടിന്യൂയിംഗ് എജൂകേഷൻ കേരള, ആന്തരിക ലൈഞ്ച് ചാരാച്ചിറ, കവടിയാർ പി.ഈ., തിരവനന്തപുരം -3
- ഡയറക്ടർ, ഇൻസ്റ്റിറ്ച്ചുട്ട് ഓഫ് റൂമൻ റിസോഴ്സ് ഡവലപ്മെന്റ് ടി.സി 86/1949(2), എൽ.എച്ച്.ബൈ പാസ്സ് ജംഗ്ഷൻ, ചാക്ക, പേട്ട.പി.ഈ, തിരവനന്തപുരം.
- ഡയറക്ടർ, കെ ആർ. നാരായണൻ നാഷണൽ ഇൻസ്റ്റിറുട്ട് ഓഫ് വിഷയ സയൻസ് ആൻഡ് ആർട്ട്സ്, തെക്കുംതല, കോട്ടയം.

സർ,

വിഷയഃ- ഉന്നതവിദ്യാഭ്യാസവകുപ്പ് - തെരവ് നായ ശല്യം സംബന്ധിച്ച വിഷയത്തിൽ ബഹു. സുപ്രീംകോടതിയുടെ WP(C)5/2025 നമ്പർ കേസിൻമേലുള്ള 07/11/2025 -ലെ ഉത്തരവിലെ നിർദ്ദേശങ്ങൾ പാലിക്കുന്നത് - സംബന്ധിച്ച്.

സൂചന:- 29-11-2025-ന് ചീഹ്വ സെക്രട്ടറി വിളിച്ച ചേർത്ത യോഗത്തിലെ തീരുമാനം.

മേൽ വിഷയത്തിലേക്ക് താങ്കളുടെ ശ്രദ്ധ ക്ഷണിക്കുന്നു. തെരവ് നായ ശല്യം സംബന്ധിച്ച വിഷയത്തിൽ ബഹു. സുപ്രീംകോടതിയുടെ WP(C)5/2025 നമ്പർ കേസിൻമേലുള്ള 07/11/2025 -ലെ ഉത്തരവിലെ നിർദ്ദേശങ്ങൾ പാലിക്കുന്നതിന്റെ ഭാഗമായി എല്ലാ ഉന്നത വിദ്യാഭ്യാസ സ്ഥാപനങ്ങളുടെയും കോമ്പാനികളിൽ ആറുമതിൽ സ്ഥാപിച്ചിട്ടുള്ളുണ്ടെന്നതും, നിലവിൽ ആറുമതിലുകൾ ഇല്ലാത്ത സ്ഥാപനങ്ങൾ ആയത് അടിയന്തിരമായി സ്ഥാപിക്കുന്നതിനുള്ള നടപടികൾ സ്ഥാപിക്കുന്നതുമാണ്. തെരവ് നായ ശല്യം ഇല്ലാതാക്കുന്നതിനുള്ള നടപടികൾ സ്ഥാപിച്ചിട്ടുള്ളുണ്ടെന്ന് ഉറപ്പാക്കുന്നതിനായി ഓരോ സ്ഥാപനത്തിലും ഒരു നോഡൽ ഓഫീസറെ നിയമിക്കുന്നതും ഇതുമായി ബന്ധപ്പെട്ട മറ്റ് സഹായങ്ങൾക്കായി ഓരോ സ്ഥാപനവും

പ്രാദേശിക തദ്ദേശസ്വയംഭരണ സമാപന അധികാരികളുമായി ബന്ധപ്പെടുത്തുമാണ് എന്ന വിവരം താങ്കളെ അറിയിക്കുന്നു.

ബഹു. സുപ്രീംകോടതിയുടെ 07/11/2025 -ലെ ഉത്തരവിന്റെ പകർപ്പ് 29-11-2025-ന് ചീഫ് സെക്രട്ടറി വില്ലിച്ചു ചേർത്ത യോഗത്തിന്റെ മിനിട്ട്, എന്നിവ ഉള്ളടക്കം ചെയ്യുന്നു.

വിശദസ്തയോടെ,
സംഗീത എൻ
അംഗഭർ സെക്രട്ടറി
പ്രീസ്സിപ്പൽ സെക്രട്ടറിയ്യോണി

അംഗീകാരത്തോടെ

സെക്രട്ടർ ഓഫീസർ.

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 (CSVR) 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-studnet-in-wayand-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 **Horrible! 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/horrible-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 bye-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.

**Minutes of the Meeting held on 29/11/2025 under the Chairmanship of
the Hon'ble Chief Secretary of Kerala Regarding the Compliance of
Directives Issued in the Hon'ble Supreme Court's *Suo Motu* Case No.**

WP(C) 5/2025

The meeting started at 3.00 pm.

The proceedings of the meeting commenced with a comprehensive presentation delivered by the Special Secretary, Local Self-Government Department (LSGD). The core objective of the presentation was to formally apprise the attending members of the directives issued by the Hon'ble Supreme Court in the suo motu case, WP(C) 5/2025, regarding the stringent control of the stray dog menace. The Special Secretary emphasized the mandatory actions required for compliance with these directives, underscoring the gravity and critical intensity of the issue across the State. Following this briefing, the meeting initiated a comprehensive discussion concerning the challenges arising from the increasing stray dog population throughout the State. The Principal Secretary of the Local Self-Government Department (LSGD) informed the attendees that a separate meeting had previously been convened, and critical decisions adopted, specifically concerning the execution and compliance of the aforementioned Supreme Court order in WP(C) 5/2025. The meeting proceeded to take into detailed consideration the subjects referenced in the presentation. The specifics of the meeting's deliberations and resolutions, based on the aforementioned discussion, are formally documented in the subsequent sections of these minutes.

The Director of the Animal Husbandry Department informed the members that, as per the 2019 census, the state recorded **2.89 lakh street dogs**, noting that the current population is estimated to have increased by approximately **fifty percent (50%)**. The Hon'ble Chief Secretary directed the Director of the Animal Husbandry Department to immediately **produce records pertaining to vaccination drives** conducted in previous years for review. Given the escalating situation across the state, the **necessity for establishing additional Animal Birth Control (ABC) centres** was assessed. The meeting also duly evaluated the ongoing public protests concerning the implementation of these centres. It was noted that the state currently employs 595 trained Dog Catchers. However, considering the growing frequency of stray dog attacks, this number is **deemed inadequate**. Consequently, the consensus was reached on the urgent need to **increase the Dog Catcher workforce** and prioritize the **identification of high-incidence "hot spots."**

The urgent requirement for identifying suitable land for establishing new ABC centres and dog shelters was discussed. The Hon'ble Chief Secretary subsequently instructed the **Revenue Department to convene a meeting with all District Collectors** to expedite the process of land allocation for dog shelters. To facilitate the efficient establishment of ABC centres/shelters and to ensure proper maintenance and care of sheltered dogs, the Director of the Animal Husbandry Department was instructed to compile a **comprehensive list of Animal Welfare Organisations and individual animal lovers** for potential collaboration and assistance. The Hon'ble Chief Secretary directed the Animal Husbandry Department to formulate a **comprehensive project plan** detailing the proposed **ABC fund allocation and the associated Head of Account**. The current fleet of 15 ABC

operational vans across the state was highlighted as being insufficient. To address this deficiency, the Chief Secretary mandated that **ABC vans must be provided at all ABC centres immediately** and directed the initiation of necessary procurement steps. The Director of Animal Husbandry also informed the meeting that, currently, **third-party vehicles are being utilized** in some ABC centres to supplement the existing fleet.

The Principal Director of the Local Self-Government Department (LSGD) informed the meeting that action is currently being taken to establish **Public Feeding Spots**. This initiative addresses the lack of designated areas, which is identified as one of the contributing factors to the increasing incidence of street dog attacks. The LSGD Principal Director confirmed that steps are underway to establish a **Public Helpline** as directed. The Hon'ble Chief Secretary enquired whether the street dogs on highways could be accommodated in the shelters previously discussed. He further directed that the **existing patrolling teams/helplines** dedicated to monitoring stray animals on highways and roads should also be utilized for this purpose. **Nodal Officers in Institutions:** The Chief Secretary mandated that **Nodal Officers** must be appointed in institutions specified in the Hon'ble Supreme Court's *suo motu* order, WP(C) 5/2025, to oversee compliance and control measures. These institutions include: All Educational Institutions, Hospitals, Sports Complexes/Stadiums, Transport Hubs.

The meeting noted with concern the **increasing menace of street dogs at the State's Airports** and emphasized the need for coordinated action in these high-security areas. The Health Department assured the meeting that the **stock of vaccines and immunoglobulins** related to this issue is currently **adequate** across the state.

Given the severe street dog situation in the state, the Chief Secretary

directed that necessary steps must be taken by the Animal Husbandry Department to **request the Central Government to allow relaxation in the Animal Birth Control (Dogs) Rules**. Furthermore, this urgent matter must be immediately brought to the attention of the Hon'ble Supreme Court. The Chief Secretary mandated that District Collectors must take necessary steps to conduct **regular inspections (once every three months)** at institutions specified in the Hon'ble Supreme Court's order, WP(C) 5/2025. The concept of **Micro chipping** was discussed in the meeting as a means to identify stray dogs for various management purposes (e.g., vaccination status, sterilization tracking, ownership identification). Following the suggestion from the Principal Secretary of the Local Self-Government Department (LSGD) to mitigate the serious situation, the Chief Secretary directed that the services of **all Veterinary Surgeons** must be utilized, specifically for **ABC surgeries**. Furthermore, a specific **target** must be set for them regarding the number of surgeries to be performed to ensure the smooth functioning of ABC centres and shelters across the state. The meeting concluded with the commitment that the State intends to adopt **all possible measures** to effectively diminish the stray dog menace.

Decisions :-

1. A meeting shall be call for with all District Collectors for finding land parcels for setting up of dog shelters (**Action: Revenue Dept.**)
2. Animal Husbandry Department shall prepare a comprehensive plan regarding ABC specifying fund, head of account. (**Action : Animal Husbandry Dept.**)

3. To list out the data of dog lovers for the take care of dogs which are kept under shelters. **(Action : Animal Husbandry Dept.)**
4. To collect the list of Animal Welfare Organizations to provide the land for shelter **(Action : Animal Husbandry Dept.)**
5. To provide ABC vans to each and every ABC centres. **(Action : Animal Husbandry Dept.)**
6. To take up the matter with Central Govt. regarding changes in ABC Rules **(Action : Animal Husbandry Dept.)**
7. Action Taken Report shall be called for from Principal Director regarding the setting up of feeding centres and helpline. **(Action : PD, LSGD)**
8. Nodal Officers has to be designated in all educational institutions, hospitals, sports complexes /stadiums, transport hubs.
(Action : Genl. Edcn, Higher Edcn, Health, Sports & Youth Affairs, Transport Depts.)
9. Regular inspections has to be conducted by District Collectors once in every 3 months in the above institutions.
(Action : Revenue Dept/ District Collectors)
10. The existing patrol team / helpline has to be used for the surveillance of stray animals in Highways / Road **(Action:Home Dept.)**
11. Service of all Veterinary Surgeons shall be used for ABC surgeries and fix a target to them. **(Action : Animal Husbandry Department)**

The meeting concluded precisely at **4:00 P.M.**

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List of Participants :

- 1) Shri. Dr.A Jayanthilak IAS, Chief Secretary of Kerala
- 2) Smt. Tinku Biswal IAS, Principal Secretary, Local Self Government Department
- 3) Smt. Dr. Sharmila Mary Joseph, Principal Secretary, Higher Education Department
- 4) Shri. K. G. Sanal Kumar, Secretary, Law Department
- 5) Smt. Anupama T.V IAS, Special Secretary, Local Self Government Department
- 6) Smt. Dr. K. Vasuki IAS, Secretary, General Education Department
- 7) Shri. P.B Nooh IAS, Secretary, Transport Department
- 8) Shri. Rajamanickam IAS, Secretary, Revenue Department
- 9) Shri. Geromic George IAS, Principal Director, Local Self Government Department
- 10) Shri. P.S. Pramoj Sanker, Managing Director, Kerala State Road Transport Corporation (KSRTC)
- 11) Smt. Sheeba George IAS, Additional Secretary, Health and Family Welfare Department
- 12) Shri. M.C Rejul IAS, Director, Animal Husbandry Department
- 13) Shri. Dr. Sanjay.D, Deputy Director, Animal Husbandry Department
- 14) Shri. Dr. Syamlal, Assistant Director, Animal Husbandry Department
- 15) Smt. Dr. K. Sindhu, Additional Director, Animal Husbandry Department
- 16) Shri. Shibu A.T, Additional Secretary, Animal Husbandry Department
- 17) Smt. Asha, Joint Secretary, Local Self Government Department
- 18) Shri. Dr. A. Sasi Kumar, Joint Director, Principal Directorate, Local Self Government Department
- 19) Shri. Arun.R. Under Secretary, Local Self Government Department
- 20) Smt. Dr. Reena K.J, Director, Health Services

- 21) Shri. Biju IAS, Secretary, General Administration Department
- 22) Shri. Harikumar. Sivanandhan, Assistant Director, Directorate of Health Services