

10 Themes | 25 Focus Subjects | 68 Indicators

PUBLIC AFFAIRS INDEX

Governance in the States of India | 2016

Dr. C.K.Mathew | Athreya Mukunthan | Vivek Divekar



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Authors: Dr. C.K.Mathew, Athreya Mukunthan, Vivek Divekar for the Public Affairs Centre.

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Public Affairs Centre (PAC) is a not for profit organization, established in 1994 that is dedicated to improving the quality of governance in India. The focus of PAC is primarily in areas where citizens and civil society organizations can play a proactive role in improving governance. In this regard, PAC undertakes and supports research, disseminates research findings, facilitates collective citizen action through awareness raising and capacity building activities, and provides advisory services to state and non-state agencies.

Public Affairs Centre

No. 15, KIADB Industrial Area
Bommasandra – Jigani Link Road
Bangalore 562106 India
Phone +91 (0) 80 278 399 18 / 19 / 20
mail@pacindia.org
www.pacindia.org



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Civinitas: To good governance

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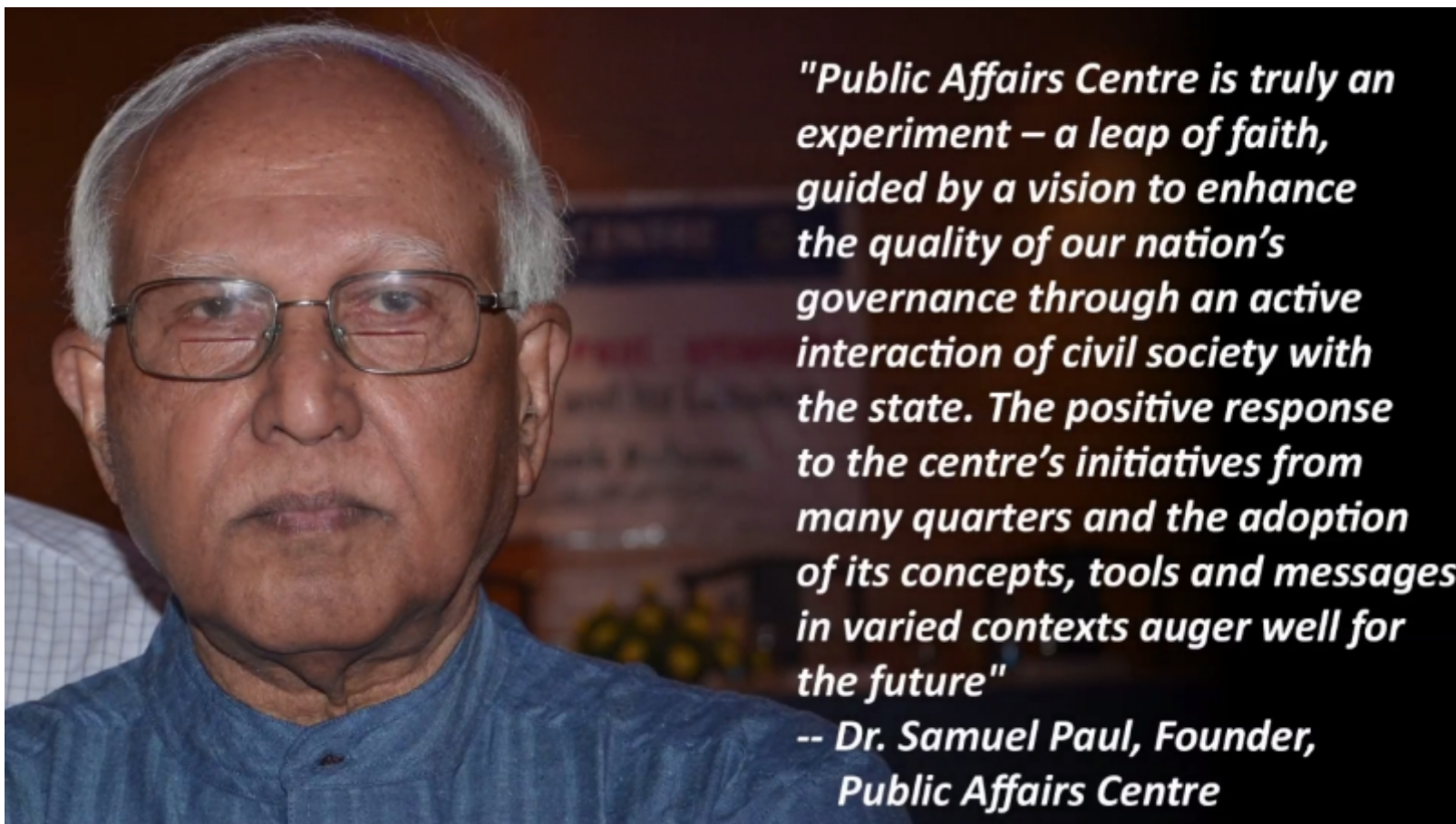
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This report is dedicated to the memory of Dr. Samuel Paul.



"Public Affairs Centre is truly an experiment – a leap of faith, guided by a vision to enhance the quality of our nation's governance through an active interaction of civil society with the state. The positive response to the centre's initiatives from many quarters and the adoption of its concepts, tools and messages in varied contexts auger well for the future"

***-- Dr. Samuel Paul, Founder,
Public Affairs Centre***

Public Affairs Index

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Measuring the quality of governance of Indian states

Although good governance has always been the objective of all governments across the world, it was from the early 1990s, that many international institutions like the World Bank started emphasising that “Good Governance” is a necessary condition for fast and inclusive development in any economy. Lately, there has been renewed focus in the country about governance processes and institutions to evaluate the quality and levels of governance. In a federal country like India, where the responsibilities and duties of the State Governments have been listed out clearly in the Constitution, the role of the States to achieve high levels of governance gains more importance.

Can governance be measured in an objective manner using data available in the public domain so as to capture the essence of this quality of governance? Can we identify the critical aspects of governance and use the same for comparison between the States? Can we assign scores and ranks to the States based on the aggregation of the data in various key areas of governance? These were the issues that attracted the curiosity of Public Affairs Centre and prompted it to undertake the study.

The Public Affairs Index (PAI) is an attempt to bring together the states of the country which are culturally, economically and socially diverse, into a common data-driven framework, to facilitate an interstate comparison. A well-framed methodology backed by statistical data from government sources, has been included in the study to provide insights into the subject.

10 Themes | 25 Focus Subjects | 68 Indicators

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Governance in the States of India | 2016

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Committed to good governance



The study was spearheaded by **Dr. C.K.Mathew**, a retired IAS officer of the 1977 batch, presently senior fellow at PAC. Until recently, he held the post of Chief Secretary to the Government of Rajasthan. He has wide experience in governance and public policy, having held several important assignments such as District Collector, Commissioner, Commercial Taxes, as well as Secretary/ Principal Secretary of Departments including Mining, Energy, Irrigation, Education, Information Technology and a long association with the Finance Department in various capacities. He has also held the post of Principal Secretary to the Chief Minister. An author of two books and an avid blogger, he has recently been awarded Ph. D in English Literature.



Athreya Mukunthan, Programme Officer in the Public Policy Research Group, was responsible for collection of data and its analysis using statistical methodologies. After graduation from Chennai, he pursued Masters in Economics from Symbiosis International University, Pune. He has worked with the Confederation of Indian Industry (South) and with the Tamil Nadu Planning Commission as a research intern. His interests lie in Development Economics, Growth-Equity trade off and macro issues on which he has published and presented research papers in many national seminars across the country. Athreya has represented the Tamil Nadu State Junior Cricket team for two years. His other interests include yoga, philosophy and poetry.



Vivek Divekar is a Project Consultant with PAC, for the PAI project. He provided guidance for program scheduling, as well as inputs for the study, and data-analysis. He has conceptualized and developed the two PAI products, viz the published report and website, with meaningful graphics and visualizations. He organized the panel discussion at NLSUI, Bangalore which gathered reflections from experts about the study and promoted institutional interaction with academia. He is responsible for the dissemination of the PAI findings and promoting its application. He is a post-graduate in Management (MAHE, Manipal) with a degree in Engineering (Mangalore University). He has a professional background with Industry, with over a decade of experience. His interest in Citizen engagement, participatory governance and civil society identity has evolved into his engagement with Public Affairs Centre.

ACKNOWLEDGEMENTS

This report was made possible by the vision and guidance of the late Dr Samuel Paul, who nurtured the Public Affairs Centre during the last two decades. The conceptualisation of the framework for evaluating the quality and levels of governance of the States of India was taken up under his tutelage. His passing away during the course of the writing of this report was a blow to us all. This report is dedicated to him.

This team received the unstinted support of interns responsible for collection and validation of data sets and the related number crunching. They are Priyanka Agarwal, Udit Datta, (both from Symbiosis School of Economics) and Vrashali Khandelwal and Arghadeep (both from Azim Premji University, Bangalore). In the initial stages, Nikhil John from Christ College assisted in the data collection. In addition, we have consulted with experts and other informed groups extensively. Special mention must be made of Dr. Suraj Jacob from the faculty of the Azim Premji University, and Prof Roudra from Alliance University who made incisive suggestions regarding the statistical methodology used in the study. Sentiment Analysis report was contributed by CPC Analytics. Distinguished panelists such as Mr. D. Thangaraj, former Information Commissioner, Karnataka, Mr. Vivek Kulkarni, CEO of Brickworks, and Mrs Nirmala Murthy, member of the Board of the Public Affairs Foundation provided critical comments on the completed work. Thanks are also due to Babu Mathew from the National Law School for facilitating intensive discussion with the students of NLS in the course of the preparation of this report.



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FOREWORD



*R. Suresh, Director,
Public Affairs Centre*

Since its inception two decades ago, the Public Affairs Centre (PAC) has championed the cause of citizen voice in the design and evaluation of government programmes. To this end, the Centre crafted the now well-known Citizen Report Card (CRC). With the assistance of many agencies in India and abroad, PAC tested and refined the applicability of CRC to several sectors. Governments now systematically use social accountability instruments such as the CRC and its variants to elicit opinion on the efficacy of their work. PAC's effort was coterminous with a period of economic and social emancipation for the average Indian citizen, matched by an increased sense of citizen rights and ownership of the nation's governance. The government's responses in this era included the facilitation of important people-centric initiatives such as the passing of the RTI Act and the RTPS Act, aimed at increasing the transparency and efficiency of government work, and pro-poor schemes such as the MGNREGS.

The time is ripe for the assessment of how well the governance mechanism has delivered on its plans and promises. PAC now takes the initiative to measure the effectiveness of governance, its quality and efficiency, its delivery and reach, through the simple expedient of taking the government's word for it. Using official statistics, each state's performance on key indicators is assessed, and the result is the Public Affairs Index (PAI). This effort will be repeated year-on-year to provide an independent measure of the government's self-assessment of the worth of its own work.

PAI, like the CRC, is a social accountability instrument. In the first, we measure government performance, in the other, citizen aspiration. Used together, they can be powerful tools by which governance structures can take stock of themselves, and identify the starting points to creatively address gaps and consolidate hard-won gains in the war against poverty and deprivation.

The Public Affairs Centre will be happy to support and work for the use of these approaches to improve governance through social commitment, transparency and accountability. The information in these pages is meant for sharing and using extensively. We request an acknowledgement of the Public Affairs Centre's work while using this approach or the data here (The suggested citation: Mathew, C.K.; Mukunthan, Athreya and Divekar, Vivek (2016). Public Affairs Index: Governance in the States of India, Bangalore: PAC, ISBN:978-81-88816-98-9).

R. Suresh, Director
Public Affairs Centre



INTRODUCTION

Governance in the States of India

Since the late 1990s, a concern with governance as an instrument to deliver the fruits of development and human well-being has dominated international debate. John Maynard Keynes once famously said: “The political problem of mankind is to combine three things: economic efficiency, social justice and individual liberty.” Ever since, the ability of the State to deliver on all three counts has been regarded as the touchstone for good governance.



Governance in the States of India

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image source # 01

In recent times though, a distinct ideological intervention has increased the complexity of the debate. A major shift in focus emerged after the 1989 World Bank report on Sub-Saharan Africa which examined why, despite the infusion of resources into some of the poorest countries of the world, there was no commensurate improvement in the levels of governance as well as quality of the lives of the people.ⁱⁱ

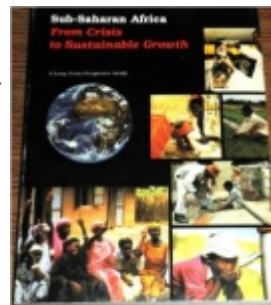


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Post 1991 and following the severe economic crisis India faced, leading to new policies of deregulation and liberalisation, we too became more sensitive to the international processes. Inevitably, new doubts about the definition of governance were raised. Derived from the neo-liberal thinking of structural adjustment, and based strongly on the path-breaking World Bank

Development Report of 1997, the new intervention stressed that governance cannot be restricted to only government, but it should include within its ambit the private sector and civil society. “An effective state is vital for the provision of goods and services – and the rules and institutions – that allow markets to flourish and people to live happier and healthier lives... Many said much the same thing fifty years ago, but then they tended to mean that development has to be state provided. The message of experience since then is rather different, that the state is central to economic and social development, not as a direct provider of growth but as a partner, catalyst and facilitator.”ⁱⁱⁱ

The United Nations Development Programme (UNDP) has also taken a position that is not contradictory to the above. According to it, “governance is defined as the exercise of political, economic and administrative authority to manage a nation's affairs. It is the complex of mechanisms, processes, relationships and institutions through which citizens articulate their interests, exercise their rights and obligations and mediate their differences.”^{iv}

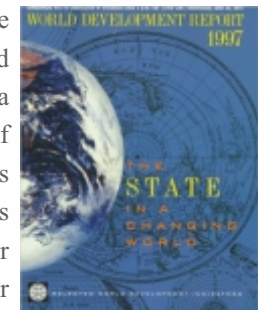


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Changing thoughts on these processes, buttressed by the failure of the great experiment of centralised state planning in many countries of the World, not excluding India, as well as the collapse of the Soviet Union and the Berlin Wall, was fast leading to the drawing of a map where national boundaries were being blurred and the integration of the international market was swiftly being undertaken. This new perspective where the state, the private sector and the civil society are seen as overlapping,

'Paradoxes abound have complicated the life of scholars grappling with the Indian situation... whatever inference, judgement or statement one may make about India, the exact opposite would be equally true as well. ... generalizations are extremely difficult.' - I.K. Gujral

complementary and sometimes even competing agencies of governance is a new vision that has suffused all debate on governance and development since the 1990s. The state creates the legal and political environment, the private sector generates jobs and income and the civil society facilitates political and social interaction.

In these fast changing perspectives, it was inescapable for the State to redefine its role. India's New Economic Policy of 1991 is itself a good example of the country reassessing its role and redefining what it can and should do, and what it should not do. However, one of

the dangers of the State disengaging itself from what was hitherto considered its core functions, is the possibility that these adjustments and reorientations could adversely impact the lives of vulnerable people who may slip through the cracks of the structural adjustment programmes. We have seen examples of this in the fierce implementation of economic policies of Thatcher regime in UK and Reagan's in the US.

Other examples of nations reconstructing themselves to achieve fast economic growth are also well-known. The story of the four Asian Tigers, namely, Singapore, Hong Kong, Taiwan and South Korea is also one such example. The model of the European Union is yet another example of collective growth over an entire region including 28 countries. There was much debate in consequence thereof, especially amongst liberal and left-leaning thinkers, who examined the plight of the poor in the light of the resultant emerging social and economic equations.

In this context, it stands to the credit of India with its large populations living below the poverty line that it did not sell itself wholly to the idea of structural adjustment; rather, it took several steps to provide the necessary social security measures to insulate the poorest from the possible impact of these cataclysmic

changes. Our Public Distribution System, our pension schemes for the vulnerable, our Right to Education Act providing free and compulsory education to the children, our relatively inexpensive health care systems, etc despite their often feeble delivery systems, are examples of how the State has intervened to aid and assist the vulnerable from the vagaries of the economy, to effect redistributive justice and to provide some quality of life to the poor.



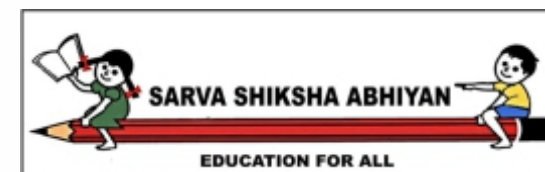
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INTRODUCTION

Governance and its dimensions.

Some of the identified pillars of good governance, as emerging from the studies carried out by the World Bank and the UNDP as well as other international organisations are:

- The rule of law: incorporating stability of government, security of property, a reliable judiciary and a relatively corruption-free system
- A benign policy environment: stable policy and law, strong macro-economic fundamentals, liberalisation of trade and investment, transparent policy making
- Fostering markets for growth and public services: Unfettered private sector in competition; Private sector complementing the state in health, education and infrastructure; creation of employment, etc
- Social sector responsibilities: protection of the vulnerable, inexpensive health and education, poverty reduction programmes leading to equitable distribution, etc
- Accountability and Information: incorporating second generation reforms such as transparency, accountability, focus on outcomes and not inputs, heeding the voice of the citizen and involving him in decision making and review, etc

While much has been said and written about governance, it has not been easy to arrive at a commonly shared meaning and definition of this term. Experts and non-experts alike have given multiple interpretations to the concept of public governance, adding to the confusion about its nature and scope. Some use the term interchangeably with government and all the things it does. Others have focused more on

the processes of government. Some others interpret governance as the exercise of public power, and hence focus on public decision-making.

While, as we have seen, UNDP defines governance as “the exercise of economic, political and administrative authority to manage a country's affairs at all levels”^v, the World Bank defines governance as “the way public power is exercised through a country's economic, political and social institutions”^{vi}. According to the Organisation for Economic Co-operation and Development (OECD), governance encompasses “the role of public authorities in establishing the environment in which economic operators function in determining the distribution of benefits as well as the relationship between the ruler and the ruled”^{vii}. Some definitions go on to spell out the key features of good governance, such as rule of law, transparency and accountability. Some authors have widened the scope of governance to include the state's interactions with the private sector and civil society at large.

On a different plane, the inherent difficulties in measuring economic progress and social development, in terms other than growth and GDP, have always been a concern for economists and political thinkers. The report of the commission set up by the French Government in 2008,^{viii} chaired by Joseph Stiglitz, with Amartya Sen and Jean-Paul Fitoussi as members, recommends looking beyond statistics and data to assess the governance of a country and its people's well-being.

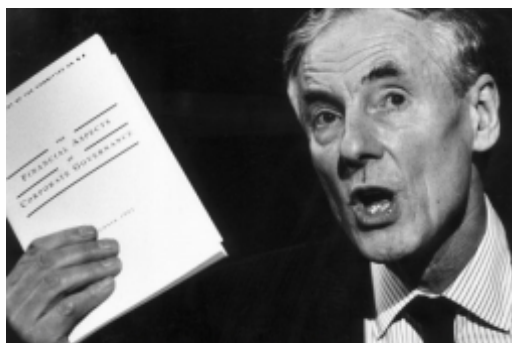
It is clear from these definitions and the difficulties experienced in assessing the quality of life of a people, that governance implies something that goes beyond the formal structures of government. The mere existence of a desired set of public institutions or structural arrangements, however, is not enough. How these institutions actually function is what the study of governance should be about. A legislative body or a set of social protection agencies may exist in a country. The test of the country's governance, however, lies in how well these institutions function and generate the outcomes expected of them. A legislature that meets rarely or fails to carry out its legislative programme should rate low on governance. A social protection agency that complies with laid down processes and delivers the desired outcomes should rate high on governance.

Admittedly, to achieve good governance, the structures of government should be properly designed and put in place. The necessary public institutions and the resources they require for these structures to effectively function should exist. But the quality of their governance will be judged only by how well they function and deliver the outcomes expected of them.

The literature on corporate governance also reveals a similar trend. The Cadbury Report in the UK (1992) defined corporate governance as the “system by which companies are directed and controlled”^{ix}. The Owen report (Australia, 2003) expands the concept as follows: “Corporate governance refers to the legal and organizational framework within which, and the

principles and processes by which, corporations are governed. It refers, in particular, to the powers, accountability, and relationships of those who participate in the direction and control of a company... Understood in this way, the expression embraces not only the models or systems themselves, but also the practices by which that exercise and control of authority is in fact effected.”^x Thus, both public governance and corporate governance signal the importance of how the various dimensions of governance actually function or perform.

Sir Adrian Cadbury holding up the report ‘The financial aspects of corporate governance’



<http://www.birminghampost.co.uk/Business/Business news/tributes-paid-after-sir-adrian-20022473>

image source # 06

Given the wide range of decisions and actions that governments are required to take, a major challenge is to identify those sectors and aspects of the work of the government that are critical to an assessment of the quality of governance. A degree of selectivity is clearly called for as the scope of the study can become unwieldy otherwise. Admittedly, in this process we are

bound to lose some information that might have given us a more comprehensive understanding of the state of governance. For instance, if interactions of the state with civil society are considered a dimension of governance worthy of study, detailed field surveys of such interactions will be necessary to assess their quality and outcomes. As this exercise can be costly and time consuming, it needs to be excluded from the scope of such studies in certain contexts. The rationale for including or excluding certain dimensions needs to be spelt out. Such choices are unavoidable as country contexts and resource availability can vary across the board. On the other hand, in democratic countries, there is a fair degree of agreement on the importance of certain essential dimensions or features of governance. Transparency, accountability, public participation and the absence of corruption are prominent among them.

To understand the wide scope of governance, we need to comprehend and assess the quality of governance of the numerous public institutions that constitute a State. Millions of decisions and a variety of ways in which public authority is exercised on a daily basis through these institutions need to be understood and evaluated before one can judge how well they are functioning. This clearly is an impossible task, or at the very least, time-consuming and cumbersome. The only pragmatic approach under these circumstances is to identify and assess certain key dimensions of governance, and hope that they will shed light on the functioning of all essential public institutions in an adequate fashion. People may reasonably differ on the range of

institutions to be included or even on the key dimensions of governance to be studied. This explains why studies of governance have differed in their scope, approaches and the dimensions selected for comparisons within and across countries.

The approach of the present study is to focus on those dimensions of governance that seem most relevant and critical in the Indian context. The objectives and priorities of the Indian state, the set of public institutions that are most likely to affect the quality of governance and the ease of access to the information required to assess them are the main factors that guide this choice. We know, for example, that the exercise of power will be influenced greatly by the quality of leaders in charge. If, however, it is difficult to get credible information about this, it may have to be left out of the scope of the study.

By now, it should be clear that a good understanding of the rules, norms and standards that public institutions are meant to adhere to, and their degree of compliance with them, is critical. Where such standards are not clearly laid down, the assessment will rely upon generally accepted standards and norms that are considered best practices internationally. It is also necessary to assess the outcomes of these processes. If compliance seems satisfactory in two countries or states, but the outcomes are found to be better in the first when compared to the second, the quality of governance of the former will attain a higher rating than the latter.



The Indian Context

The newly constituted NITI Aayog has also examined these issues and has listed out the seven principles of good governance for the nation.

"In essence, effective governance in India will rest on the following pillars:

- Pro-people agenda that fulfils the aspirations of the society as well as individual
- Pro-active in anticipating and responding to their needs
- Participative, by involvement of citizens
- Empowering women in all aspects
- Inclusion of all groups, with special attention to the economically weak (*garib*), the SC, ST and OBC communities, the rural sector and farmers (*gaon* and *kisan*), youth and all categories of minorities
- Equality of opportunity to our country's youth
- Transparency through the use of technology to make government visible and responsive"^{xi}

To the extent possible, these concerns are being reflected in our study.

Prime Minister Narendra Modi's election slogan, "Minimum government, Maximum governance" put the spotlight on public governance as a key issue in the national elections of 2014. Perhaps for the first time, a political party led a major campaign with a focus on improving the quality of governance in the country. It was a signal to the citizens that political leaders had

begun to recognize the importance of good governance as a key factor in India's development.

Similarly, development literature too has begun to pay increasing attention to issues of governance in recent years. Time was when development theories preached the pre-eminent role of investment as the key to economic growth, to the exclusion of all other factors. When it was found that investment of capital did not fully explain the inter-country variations in growth and development, technical progress was added as another factor contributing to economic growth. Education and knowledge were also added to the list of factors to explain growth patterns in subsequent iterations. Quality of public governance is now accepted as yet another contributory factor and experts have begun to identify and measure its role in development in recent years.

The persistent question that raises its head is that the market may bring prosperity to some sections of the people, but is economic growth an equivalent to development? A view has been held by many social activists who argue that only that policy, law or governance practice can be called 'good' which benefits substantial sections of society which are the most poor and vulnerable.^{xii} Indeed, we know that economic growth, as defined by GDP and macro-economic stability, does not alone lead to distributive justice and reduction of poverty.



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INTRODUCTION



<http://chihirosasaki.blogspot.in/>

The recent Socio-Economic and Caste Census (SECC 2011) shows 38% of the households of our country making their living by casual manual labour; 35% of our rural population is still illiterate.^{xiii} There are severe issues related to the integration of our Dalits and minorities with the mainstream population. Poverty reduction programmes have helped ameliorate the situation over the last three decades, but there are still substantial swathes of our population eking out an existence. There is often appalling discrimination in the manner in which the women of this country are treated. Marginalisation of the socially backward, despite many affirmative actions taken by all political parties over the last six-and-a-half decades, is still a

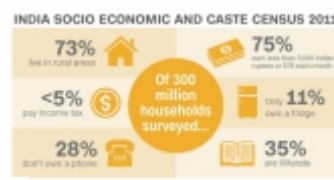


image source # 07

reality. A comprehensive view reflecting all these disparate concerns is perhaps yet to emerge in the literature of the

development of our country.

A significant development in the overall understanding of the same is required to be mentioned here. The Constitution of India provides for fundamental rights in Chapter III and special attention is to be paid to Article 21 pertaining to protection of life and personal liberty. While the initial intent of Article 21 may have been rather constricted, over the years, an activist Apex Court has been expanding the scope and ambit of Article 21 to cover various functions of the government vital for the development of human resources such as education, health, water and so on. Indeed, the core principles of governance have been subsumed through judicial pronouncements into the heart of Article 21. As a consequence, the citizens of the country have been empowered to seek remedy on the basis of the fundamental rights accruing from the expanded definition of Article 21, as incorporating the right to life. This rights-based approach is now the main distinguishing feature of the citizen movement in our country. Indeed, one of the significant factors that led to the selection of the final list of 68 variables is the underlying philosophy of governance as a rights-based

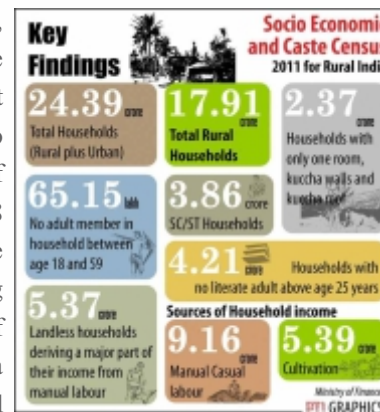


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mandate of a mature democracy.

Review of existing Literature

Countries and regions have been ranked in terms of development outcomes for several decades. Within



India, states have also been compared and ranked in terms of development as defined above. In contrast, comparative studies of countries and states in terms of governance are few and far between.

These studies are not always comparable as they do not share the same conceptual framework. Governments as well as scholars have published several comparative studies which rank the states on different parameters such as ease of doing business, or social indicators on health or education etc. Some studies look at broad macro-economic indicators such as GSDP or Per Capita Income, or at financial parameters such as



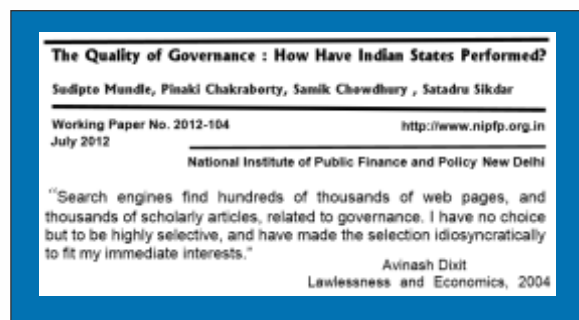
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Individual Liberty, Free Markets, and Peace
image source # 10

which look at aspects of the economy in the states as well as matters related to investment and business. The study sponsored by Cato on the comparative freedom in the economy, authored by Bibek Debroy and Laveesh Bhandari^{xiv} is a prominent example as is the recent World Bank study^{xv} on ease of doing business in the states of India. The various Ministry websites give periodic statements ranking the States according to the programmes carried out through the Ministry concerned.

The only comparative study of the governance of



Indian states is by Mundle, et.al.^{xvi} The governance dimensions included in their study are infrastructure delivery, social service delivery, fiscal performance, law and order, judicial service delivery and the quality of legislature. They used 17 indicators in all against

these dimensions. One of their findings was that there was a high correlation between governance and development. Their coverage was limited to 17 states, and the final rankings did not vary despite application



of differing statistical methods.

There are two major international comparisons of country-level governance. The earliest of these (2006) is by Kauffman, et.al,^{xvii} who produced ratings for 212 countries. The governance dimensions examined in their work are political stability and absence of violence, voice and accountability, government effectiveness, regulatory quality, rule of law and control of corruption. In all, they used 310 variables to derive their country rankings. Their unduly large set of indicators and the mixing of secondary data with field survey results of doubtful reliability are debatable.

The opposite approach was used in the study by Besley and Persson (2011)^{xviii} who assessed only three dimensions, viz, fiscal capacity,



image source # 011

Assessing State of Governance - A Toolkit



<http://darpg.gov.in/darpgwebsite.cms/Document/File/sogr-Toolkit.pdf>

legal capacity and peace.

Mention must also be made of the detailed set of indicators known as the 'State of Governance: Framework for Assessment' issued by the Department of Administrative Reforms and Public Grievances of the Government of India^{xix} in an effort to bring all matters of governance onto a uniform and standard framework for assessment and evaluation for the while country. This framework was prepared as a one-time effort and has not been used by any state so far.

INTRODUCTION

Public Affairs Index

The Public Affairs Centre (PAC) with its two-decades-old experience in the study of governance models and development of the Citizen's Report Card requires special mention here. It is one of the pioneers of evidence-based, citizen-centred research to study and advocate the improvement of the services provided by the Government. Indeed, the development of the Public Affairs Index (PAI) as a tool for the measurement of governance on a pan-national scale, is a continuation of the yeoman efforts of PAC in understanding and studying governance from the perspective of the citizen. Focus on the processes and outcomes of governance functions makes the PAI study different for reasons mentioned in this section. Moreover, it is our contention that the Public Affairs Index (PAI) constructed on the basis of indicators selected by us for our study on the governance dimensions in the States of India is wider in scope and more comprehensive. Apart from providing a single interstate ranking, based on all identified indicators, our study also provides theme-wise insights.

The present study will focus on governance at the state level in India. Though India's states vary widely in size, economic and social features, topography and other characteristics, they are governed by the same Constitution as well as national policies and laws. They have similar public institutions and follow common administrative practices for the most part. A comparison of the states in terms of their quality of

governance, therefore, can be considered a useful exercise that could yield valuable insights into their strong and weak areas of performance, and help generate ideas for remedial action. The scope of the study will, of necessity, be limited to the core dimensions of governance appropriate to the Indian context, and for which the required information is available. The study will be based on the latest year(s) for which information is available. The core dimensions of governance and the outcomes of the selected public institutions selected for study can give us only a partial view of the functioning of the state. Nevertheless, it is hoped that this assessment will be adequate for us to judge the quality of governance in the states of India.

Further, it has to be mentioned, at the risk of repetition, that the diverse and plural nature of society makes the task even more complex. Each State in the Indian Union has its own social, linguistic and cultural identity that constitutes inescapable factors in the assessment of the quality of its governance. In our federal structure, the assignment of duties and responsibilities between the Union Government and the State governments have been clearly spelt out in List I, List II and List III arising out of Article 246 and the Seventh Schedule. It would appear, therefore, that States are fully responsible for the areas of administration assigned to them in the Lists. There are, however, issues relating to the administration of the programmes and the finances assigned to them which have led to different perspectives in the manner and

direction of the practical aspects of this cooperative federalism as implemented in the States. The regional and local aspirations of the people of each state will also colour and mutate the definition of good governance. The challenge, therefore, is to identify the specific indicators that will assist in the assessment of the levels and quality of governance in the states of the country.

Further, we do know that there is sufficient evidence to categorically state that there are fundamental differences in the manner in which the North Indian States have evolved as compared to the South Indian States^{xx}. Historical advantages that the Southern States may enjoy out of a longer period of benevolent monarchies and cultural integration may have led to these differences. So also the North-Eastern states have a culture and history of their own which makes them unique when compared with the rest of the country. Other states with predominant tribal populations will demonstrate their own singularities when compared with states that have a mixed population. It is understood that the comparison of such a diverse collection of States inhabiting different time zones and cultural spaces is likely to result in situations where comparisons may be difficult. Be that as it may, this report is an attempt, notwithstanding the problems involved, to make a comparative assessment of the levels and quality of governance in the states of India, based on critical aspects of governance as identified after much discussion. In fact, this report will be a governance score card for the States of India.

It is in this context that we look at the principal elements that constitute good governance. This study identifies 10 broad themes encompassing 25 focus subjects spread over 68 specific indicators. All data accessed are secondary data and those available largely in the public domain. It is also a distinguishing feature of this study, that wherever possible, and where the data permitted it, we are looking at the movement of the state across a three-year period with respect to the progress, or otherwise, in the particular variable concerned, rather than at a static point. The purpose of adopting this strategy is to more accurately depict the efforts made by the state in improving the quality and levels of governance in the short term, perhaps thus hoping to capture the tenor of the leadership of the state.

The next section will discuss the data sources accessed by this study and the methodology that has been followed by us to arrive at our conclusions. These themes, subjects and indicators cannot give a complete picture of governance in the states of India, but, we contend that they are enough to convey a comprehensive and representative picture of the levels and quality of governance in the States of India.

 iog.ca/defining-governance/

Five Principles of Good Governance

Defining the principles of good governance is difficult and controversial. The United Nations Development Program (UNDP) enunciates a set of principles that, with slight variations, appear in much of the literature. There is strong evidence that these UNDP-based principles have a claim to universal recognition. In grouping them under five broad themes, the Institute on Governance recognizes that these principles often overlap or are conflicting at some point, that they play out in practice according to the actual social context, that applying such principles is complex and that they are all about not only the results of power but how well it is exercised.

Principles	The UNDP Principles and related UNDP text on which they are based
Legitimacy and Voice	Participation – all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. Consensus orientation – good governance mediates differing interests to reach a broad consensus on what is in the best interest of the group and, where possible, on policies and procedures.
Direction	Strategic vision – leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.
Performance	Responsiveness – institutions and processes try to serve all stakeholders. Effectiveness and efficiency – processes and institutions produce results that meet needs while making the best use of resources.
Accountability	Accountability – decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organizations and whether the decision is internal or external. Transparency – transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.
Fairness	Equity – all men and women have opportunities to improve or maintain their well-being. Rule of Law – legal frameworks should be fair and enforced impartially, particularly the laws on human rights.

INTRODUCTION - FOOTNOTES

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- xxi Chapter Foreword of book Revitalizing the State - A Menu of Options - by Pradip N Khandwalla. Published: Sage 1999 ISBN 81-7036-781-6 (India-HB)
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IMAGE SOURCES

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- 02 Sub-saharan Africa from crisis to sustainable growth source: ISBN-13: 978-0821313497 www.amazon.com/Sub-Saharan-Africa-Sustainable-Long-Term-Perspective/dp/0821313495/
- 03 World Development Report 1997: The State in a Changing World ISBN-13: 978-0195211146 www.amazon.com/World-Development-Report-1997-Changing/dp/0195211146
- 04 Will the Next Asian Tiger Please Stand Up? <http://www.milkeninstitute.org/publications/view/660>
- 05 RTE image - children and globe <http://www.apsabangalore.org/wp-content/uploads/2015/02/project-right-to-education-1170x455.jpg>
- 06 Sir Adrian Cadbury, chairman of corporate governance, in 1992 <http://www.birminghampost.co.uk/business/business-news/tributes-paid-after-sir-adrian-10002476>
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PM's Message to the Nation on Good Governance Day



“सुशासन - Good Governance is the key to a nation's progress. Our government is committed to providing a transparent and accountable administration which works for the betterment and welfare of the common citizen.”

- “Citizen-First” is our mantra, our motto and our guiding principle.
- An important step for Good Governance is simplification of procedures and processes in the Government so as to make the entire system transparent and faster.
- Our government considers redress of public grievances as a very important component of a responsive administration.
- Government process re-engineering is yet another measure that we are pushing for.
- I strongly believe that technology can and must bridge the divide between the government and the citizens. Digital India aims to transform the country into a digitally empowered society and knowledge economy.
- The effort to usher in an era of सुशासन has just begun, and begun on a very promising note. An open and accountable administration is what we had promised to deliver and we will do so.
- On the occasion of the birthday of our beloved leader, our former PM Shri Atal Bihari Vajpayee, we reiterate our commitment towards providing transparent, effective and accountable governance to the people of this country.

PM Narendra Modi

<http://www.narendramodi.in/pms-message-to-the-nation-on-good-governance-7080>



Extract from Budget speech of Union Finance Minister Mr Arun Jaitley, in the Parliament on 29th February, 2016:

“Our agenda for the next year is, therefore, to ‘Transform India’ in this direction. My Budget proposals are, therefore, built on this transformative agenda with nine distinct pillars.

These include:

(i) Agriculture and Farmers' Welfare: with focus on doubling farmers' income in five years;

(ii) Rural Sector: with emphasis on rural employment and infrastructure;

(iii) Social Sector including Healthcare: to cover all under welfare and health services;

(iv) Education, Skills and Job Creation: to make India a knowledge based and productive society;

(v) Infrastructure and Investment: to enhance efficiency and quality of life;

(vi) Financial Sector Reforms: to bring transparency and stability;

(vii) Governance and Ease of Doing Business: to enable the people to realise their full potential;

(viii) Fiscal Discipline: prudent management of Government finances and delivery of benefits to the needy; and

(ix) Tax Reforms: to reduce compliance burden with faith in the citizenry.”

METHODOLOGY



Conceptualisation of the study

The concept paper for the project was prepared by Dr. C.K.Mathew, Sr Fellow of PAC and was approved after a series of discussions with the late Dr Samuel Paul, then Permanent member of the Board of Public Affairs Centre and others. Thereafter, details of the themes, focus subjects and specific indicators were finalised after several rounds of discussions within PAC.

The study is an ambitious attempt to rank the states of the country, culturally, economically and socially diverse as they are, into a common, data-driven framework so as to enable an interstate comparison. Mr Athreya Mukunathan, Programme Office, PAC was assigned to this project exclusively. In the process of identification of data sources and its analysis, the assistance of interns from educational institutions such as the Azim Premji University, Bangalore and the Symbiosis School of Economics, Pune was utilised. Mr Vivek Divekar, Consultant to the PAC was assigned the task of defining, designing and dissemination of the final report. The technical assistance of experts, both academicians and practitioners, in the field of statistics, social sciences and economics was also obtained regularly, helping to define the framework of the study and to validate the processes adopted.

In collaboration with the National Law School University of India, Bangalore, an expert panel discussion was organised where the concept of the study in general, and the findings in certain themes, were discussed. Senior retired bureaucrats, academicians and students participated in the discussions and contributed valuable inputs.

The present report is a result of all the above activities mentioned

above. While we do not claim infallibility, we are happy that the study has revealed interesting observations that will help in the interstate comparison of governance in the states of India. While we acknowledge that this task is subjective and opinions may vary, we have exercised judicious discretion in identifying representative indicators and adopting the best possible method of their evaluation, which in our view, maximises the opportunities to accommodate the variations among states, while also minimising any bias.

This section explains in detail the data included in the study, their sources and details of the statistical framework developed to suit the requirements of the study. It also explains the methodology undertaken for building the Public Affairs Index which provides a rational basis to objectively compare and rank the states.



Data used for this study was extracted from of various Union Government Ministries and Departments, which collate such data state wise periodically. Only secondary data has been used. The two exceptions are the variables related to underweight children and educational learning levels, sourced from UNICEF and ASER reports respectively. The basis of including these non-governmental datasets in the study was high reliability and accuracy, coupled with sound international repute. Details of the sources for each of the indicators are provided in the appendix.



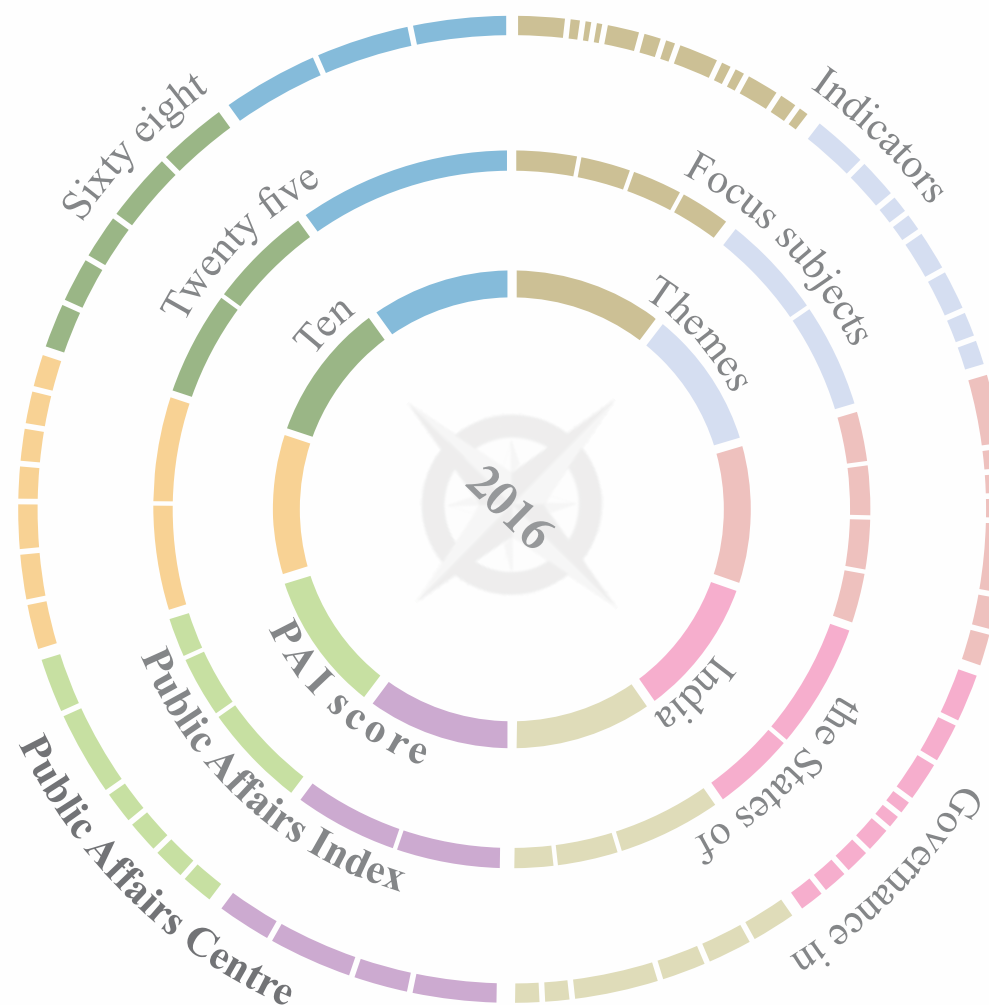
BOX 1

"There are lies, damned lies and statistics." Mark Twain

Selection of Variables

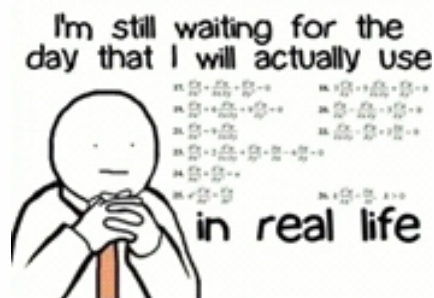
Comprehensive discussion and consultation resulted in the selection of the 68 indicators from a larger list which had to be left out due to unavailability of data. We also had to be cautious that no more significant subjects were left out that would hamper the objective comparison of states on the basis of quality and levels of governance. These indicators were grouped into relevant subjects and themes to suit the thrust of our study. While we cannot certify that all necessary indicators for a thorough comparison have not been omitted, we are assured that the present matrix is indeed representative enough as to enable a broad assessment of governance in the states of India.

The 68 indicators are arranged under 25 focus subjects, which in turn fall under the 10 themes identified for the purpose of this interstate comparison. (see BOX 1)



refer (page 107) Annexure for full list of themes, focus subjects, indicators, weightages, statistical-methodology, data-sources and period of data used for the PAI - 2016 study.

METHODOLOGY



Data Comparison

Standardisation of variables is a precursor to any statistical cross section analysis. This is especially true in a pan-Indian context where each state is heterogeneous. Therefore, this study has adopted one of the following two methods of standardising the variables across states, where either of these two methods was thought appropriate.

For one, population has been used to standardise the variables. The absolute values of the variable are divided by the respective state population to represent the variable in terms of per unit of population. Throughout the study the 2011 census population figures have been used to convert the variable into per population terms.

E.g.: If the murders reported in Kerala in 2013 were 372, it is divided by the population of the state which is 3.32 crores and is, therefore, expressed as 11.41 murders per ten lakh population

The second method employed to standardise variables is representing them in a percentage form.

E.g.: Variables such as the revenue deficit or health expenditure is represented as a percentage of the State GDP. E.g.: The total health expenditure of Tamil Nadu in 2013 was Rs. 6,398 crores and the State's GDP was estimated at Rs 4,80,618 crores. Therefore, the expenditure on health as a percentage of GDP stood at 1.33 percent.

Both these methods standardise the variables across different states and make interstate comparisons possible.

Ranking Methodology

The study has adopted a three stage aggregation method to rank the states. First at the indicator level, second at the focus subject level and finally at the theme level..



At the indicator level, the formula used is

$$\frac{\text{Value} - \text{Minimum}}{\text{Range}}$$

where Range = Maximum – Minimum. The formula has been appropriately revised for cases where lower values suggest better results.

E.g. In case of pendency of cases in courts, where “the lower the better”, the formula has been modified as

$$\frac{\text{Maximum} - \text{value}}{\text{Range}}$$

This has been carried out to accommodate the change in direction of the variable.

Further, where the expected response is in the form of a yes/no answer, either 1 or 0 has been awarded. E.g. A state which enacted the Water Regulation Act was awarded a score of 1, while one which did not, was awarded 0.

At the focus subject level, a weighted aggregation technique is used. The weightage at this level is subjective and decided purely on:

- The extent of control the state has on this variable, and;
- The impact that the variable has on society at large.

The discretion to award a certain weightage lies with the authors of the report at PAC, but is certainly not arbitrary. It is based on a reasoned subjectivity arrived at as a result of the assessment of the importance of the variable in the context of governance, as also practical experience of governance at the implementation level. The weightage assigned has also been validated during discussions at various stages.

At the third and final level all the ten themes have been assigned equal weights and aggregated.

Span of Data

Further, this study captures two aspects of a variable:

- Where the state stands at any given point of time, and;
- The change that the variable has undergone over time, normally over a period of three years.

The three-year period taken for the indicators is not uniform: this is again dictated by the availability of data. The data available for the latest three-year period has been adopted for this study.

An arithmetic mean or the latest data point is used for the former aspect, while the growth rate or CAGR has been used to capture the latter. Equal weightage has been assigned in the analysis to both mean / latest data point and CAGR to capture both these aspects of development. However, in certain cases, only one of the above has been used for practical and intuitive reasons.

At this juncture two aspects of the methodology need more elaboration and clarity. One pertains to the appropriateness of combining and assigning equal weights to the static variable (the latest data point or average) and a dynamic variable (CAGR or Simple Growth Rate). However, it is to be noted that the PAI does not combine the absolute values of the variables but passes them through a funnel of standardization which individually reduces both the variables to a relative index score (by assigning values between 1 and 0). After this, both the index values are combined to arrive at a single value for each state, so that the ranking of the states is thereby enabled.

The authors of this report were of the view that merely taking any one of the two factors would not reflect the import of the achievement of any particular state. A high achiever state will not be able to depict growth rate over a three-year period because they have already reached a very high level by consistent efforts in the

past (e.g. Literacy rates in Kerala). For such states, the average of the three-year period or the latest data point would be a better indicator of the high levels achieved. On the other hand, the best performance of those states, with historically low or medium rates of achievement, but who are putting in their best efforts now, can be more accurately depicted by the CAGR or growth rate of the variable over the said three-year period. A combination of the two factors would thereby be ideal for depiction of the varied and diverse performance of the states of India in the various indicators, focus subjects and themes taken up for examination in this report.

In an attempt to minimize subjectivity, it was also decided that rather than restricting the number of indicators for applying the combined value of the CAGR and Average factors, an effort was made to identify all such indicators where data is available over the three-year period, and where such combination of factors is suitable and serves our purpose.

The second matter requiring clarification pertains to the application of the formula

$$\frac{\text{Value} - \text{Minimum}}{\text{Range}}$$

to assign 1 to the best performing state and 0 to the worst performing state. A panel of experts expressed a view that such a method could assign very high values or very low ones to the outlier states, exceptionally high performing states and exceptionally low performing states, thereby skewing the results. An alternative

method to index variables by measuring the deviation from the average was suggested. However, upon running robustness checks with the suggested formula it was observed that the rankings do not change at any level, thereby providing a significant and robust statistical framework to rank the states.

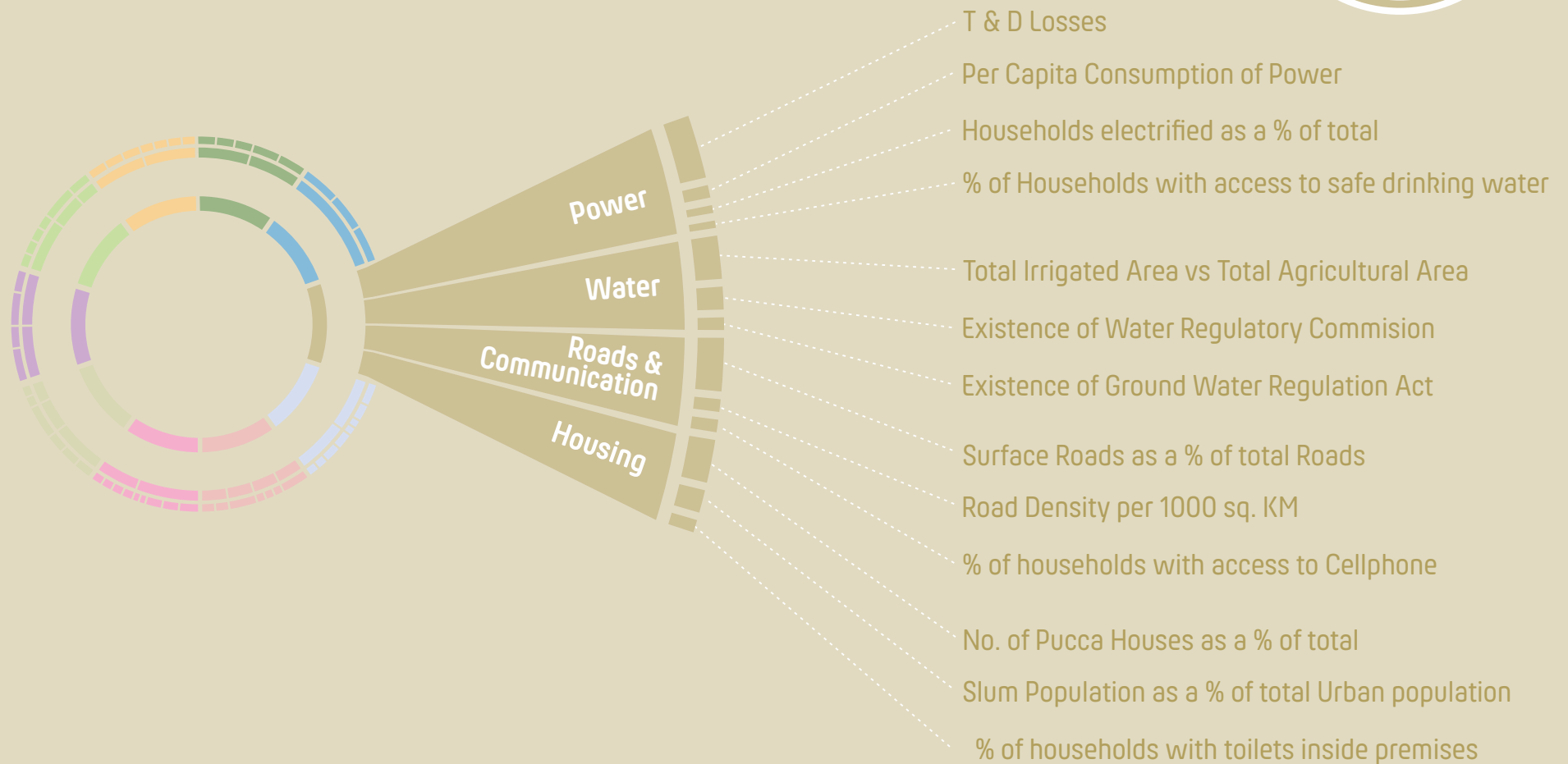
Categorisation of States

In the process of the ranking, the states have been arranged in two lists, namely, the large states and the small states. This differentiation has been done on the basis of population, with two crores as the dividing line. For the information of the reader it is clarified that such a differentiation is used even by the Government of India in some of its websites to avoid the difficulties that may be experienced in comparing the very populous states with much less populous ones. Despite categorisation into large and small states, the index permits comparison across all states for all the themes.

We have not included the Union territories in this assessment. We have also taken for all purposes the figures of undivided Andhra Pradesh, as the data examined in most of the indicators pertains to the periods prior to 2014-15 when the state was divided.

THEME #1

ESSENTIAL INFRASTRUCTURE



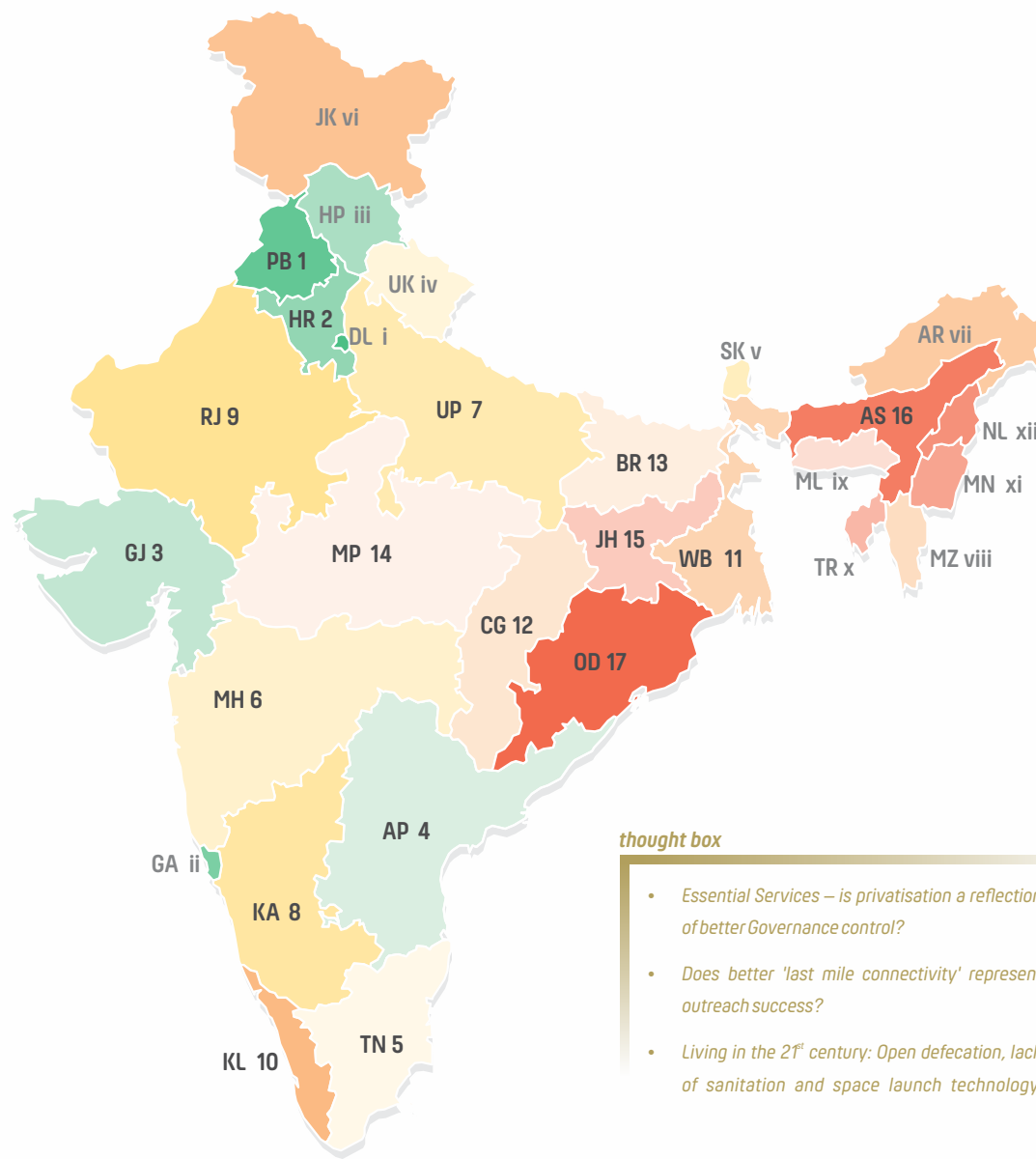
THEME -1



ESSENTIAL INFRASTRUCTURE

Rank	Large States	Index	0 ---- scale range ---- 1
1	PB Punjab	0.774	
2	HR Haryana	0.716	
3	GJ Gujarat	0.675	
4	AP Andhra Pradesh	0.656	
5	TN Tamil Nadu	0.636	
6	MH Maharashtra	0.612	
7	UP Uttar Pradesh	0.582	
8	KA Karnataka	0.558	
9	RJ Rajasthan	0.557	
10	KL Kerala	0.553	
11	WB West Bengal	0.472	
12	CG Chhattisgarh	0.428	
13	BR Bihar	0.414	
14	MP Madhya Pradesh	0.387	
15	JH Jharkhand	0.359	
16	AS Assam	0.317	
17	OD Odisha	0.239	

Rank	Small States	Index	0 ---- scale range ---- 1
i	DL Delhi	0.812	
ii	GA Goa	0.721	
iii	HP Himachal Pradesh	0.714	
iv	UK Uttarakhand	0.613	
v	SK Sikkim	0.608	
vi	JK Jammu and Kashmir	0.537	
vii	AR Arunachal Pradesh	0.476	
viii	MZ Mizoram	0.470	
ix	ML Meghalaya	0.366	
x	TR Tripura	0.356	
xi	MN Manipur	0.352	
xii	NL Nagaland	0.344	



thought box

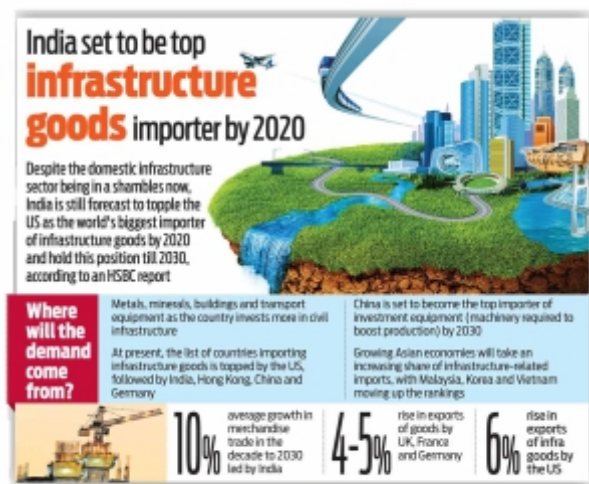
- Essential Services – is privatisation a reflection of better Governance control?
- Does better 'last mile connectivity' represent outreach success?
- Living in the 21st century: Open defecation, lack of sanitation and space launch technology.

Highest Index value ■ ■ ■ ■ Lowest Index value

"The wars of the twenty first century will be fought over water." Ismail Serageldin

The establishment of essential infrastructure has always been considered as a fundamental responsibility of the State, though this is in sharp contrast to a growing neo-liberal view that looks at this as a joint responsibility with the private sector, appointed after a due process of competitive price discovery. The toll-based roads are a successful example of the same. But in a country like India where the spectrum of economic and political ideology is large, the widely accepted emphasis is on the state to supply these basic infra requirements. The argument is that access to basic infrastructure falls within the fundamental rights of all citizens and is not a form of largesse by the State; thus it cannot be farmed out to the private sector or even certain forms of non-governmental organisations for this purpose.

In this study we are examining the comparative quality of governance with regard to four identified focus subjects, namely power, water, roads & communication and housing.



<http://www.dailymail.co.uk/infographics/photo/India-set-to-be-top-infrastructure-goods-importer-by-2020-1390992>

1: India's **power** sector has an installed capacity of almost 280 GW. Renewable energy constitutes about 28% of this capacity while conventional energy makes up the rest. For India, this is a substantial achievement though still below the requirements to provide uninterrupted quality power.

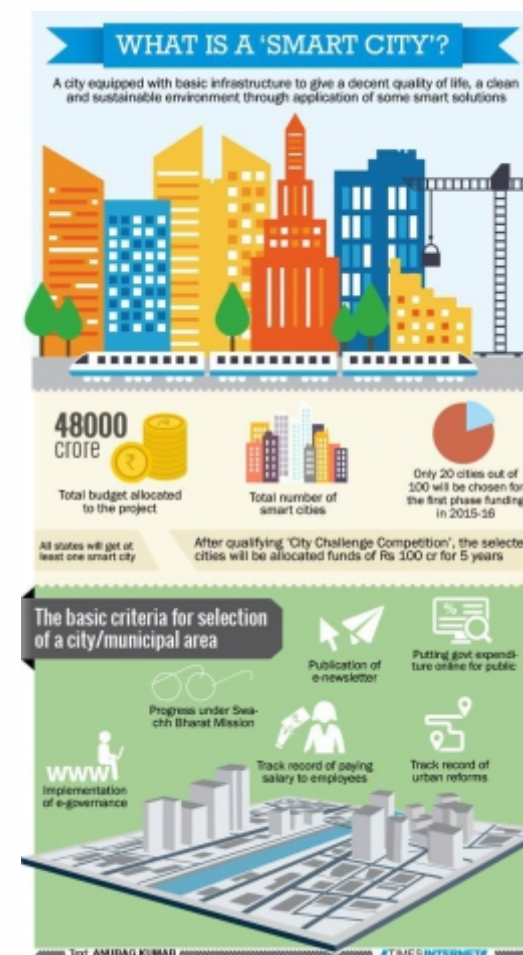
Electricity is a concurrent subject at Entry 38 in List III of the Seventh Schedule of the Constitution of India. Thus both the Union government and the state governments are involved in establishing policy and laws for its electricity sector. The sector faces many complex problems including high dependence on coal, quality of the power distributed in the last mile, the very high losses of power in transmission and distribution, skewed cross-subsidization practices that favours the agricultural sector against industrial requirement, distressed financials of the power utilities, balancing of demand and supply side requirements, etc.

Steps have been taken in the last decade or so to bring order into the sector. This includes unbundling of the Electricity Boards, the Electricity Act of 2003, the establishment of Regulators to determine tariff on sound financial principles, the focused diversification to non-conventional energy, the restructuring of the finances of the utilities, etc. The recent announcement for financial restructuring of the distribution companies is another step in this direction.

Three indicators, with data spread over a three-year period, have been selected after much discussion to represent the comparative levels and quality of the governance of the electricity sector in the states of India.

They are:

- Reduction in T&D losses to indicate the determination of the states to bring down losses arising out of mismanagement and inefficiency;
- Trends in per capita consumption of power in the State; and
- Households in the state electrified as a percentage of the total households in the State.





2: The second focus subject that this study evaluates is **water**. Around 16 percent of the world's population resides in India, though it has but 2.5 percent of its area and 4 percent of its water resources. The current consumption pattern reveals a staggering 89 percent for irrigation followed by domestic use at 7 percent and industrial use at 4 percent. There are wide variations in the availability of water in the States. Depleting water levels, regional disparities in the availability of water, worsening ground water quality and contamination issues, irregular supply of drinking water, issues of equity in water pricing, and the rising demand of water in urban agglomerations are some of the issues that are engaging the attention of the State Governments. Flooding in Odisha and Bihar are common occurrences, so is the severe water scarcity that afflicts Rajasthan and Gujarat. Per capita availability of drinking water varies across the States just as assured irrigation is available only for about 35% of the arable land in the country.

The National Water Policy of India, formulated in 1987 and updated in 2002 and 2012, strives to treat water as an economic good and looks at various related issues such as establishment of a standardized national information system with a network of data banks and data bases, resource planning and recycling for providing maximum availability, regulating the exploitation of ground water and rationalization of water rates. Water allocation priorities are attempted to be determined in this order: Drinking water, Irrigation, Hydropower, Navigation, Industrial and other uses. In our study, we have looked at four specific indicators which will attempt to evaluate the efforts of the States to address crucial issues in management of the water sector.

They are:

- a. Percentage of households with access to safe drinking water.
- b. The total irrigated area (with assured irrigation water) as a percentage of total arable area.
- c. The existence of Water Regulatory Commissions in the states.
- d. The promulgation of Ground Water Regulation Acts in the states.

The last two will determine the legislative determination of the State to firmly place regulatory framework to deal with the otherwise intractable issues in this vital area.

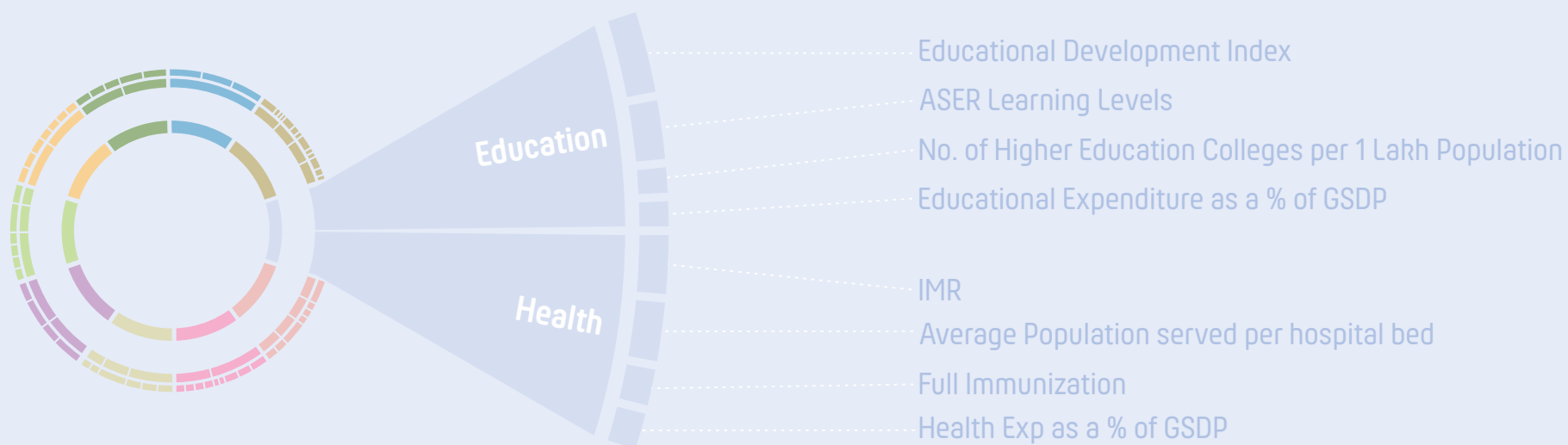
3. The third of the four focus sectors identified in this theme is **Roads & Communication**. It was once said that it is not a country that makes its roads, it is the roads that make a country. Attempting to connect the far-flung areas of the State so as to make them accessible to growth centres, economic markets and the State capital for political and administrative reasons is a critical indicator to demonstrate the determination of the State to bring all its areas to levels of development that are not geographically and economically asymmetrical.

The total road infrastructure in the country is about 48 lakh kms (4.80 million kms). The National Highways contribute about a lakh of kilometres only, which is about 2% of the total road length. The share of State highways is another 3% of road length. The overwhelming majority of the road network of the country can be categorized under district and rural roads which contribute 95% of the total road length in the country. The importance of roads towards the development of the country, especially with regard to easy access to educational and health institutions and to bring the benefits of economic progress into the interior hinterland cannot be overemphasised.

The Vajpayee government's creation of a dedicated fund for the benefit of road infrastructure through levying a statutory cess on the sale of petrol and high-speed diesel in 2000 was an important measure that assured funds for the creation of major roads. Similarly, the Pradhan Mantri Gram Sadak Yojana begun in the same year, is a centrally sponsored scheme which takes road infrastructure right down to villages with a population of above 500. Both have contributed to enhancing the extent of roads in the country in a dramatic way.

THEME # 2

SUPPORT TO HUMAN DEVELOPMENT



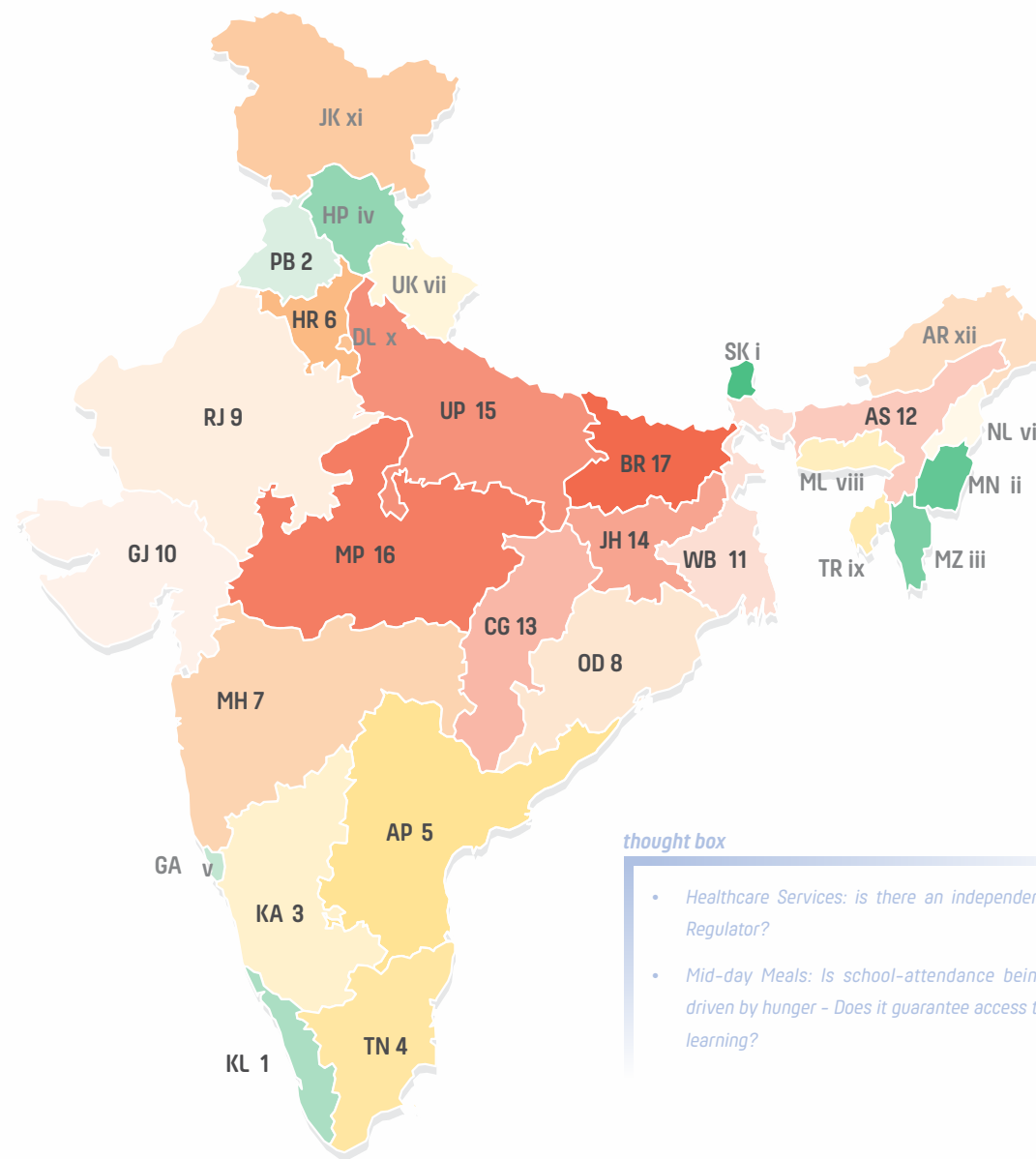
THEME # 2



SUPPORT TO HUMAN DEVELOPMENT

Rank	Large States	Index	0 ---- scale range ---- 1
1	KL Kerala	0.692	
2	PB Punjab	0.637	
3	KA Karnataka	0.580	
4	TN Tamil Nadu	0.551	
5	AP Andhra Pradesh	0.549	
6	HR Haryana	0.548	
7	MH Maharashtra	0.510	
8	OD Odisha	0.439	
9	RJ Rajasthan	0.439	
10	GJ Gujarat	0.431	
11	WB West Bengal	0.420	
12	AS Assam	0.415	
13	CG Chhattisgarh	0.391	
14	JH Jharkhand	0.288	
15	UP Uttar Pradesh	0.284	
16	MP Madhya Pradesh	0.266	
17	BR Bihar	0.220	

Rank	Small States	Index	0 ---- scale range ---- 1
i	SK Sikkim	0.770	
ii	MN Manipur	0.746	
iii	MZ Mizoram	0.727	
iv	HP Himachal Pradesh	0.724	
v	GA Goa	0.643	
vi	NL Nagaland	0.591	
vii	UK Uttarakhand	0.583	
viii	ML Meghalaya	0.573	
ix	TR Tripura	0.565	
x	DL Delhi	0.539	
xi	JK Jammu and Kashmir	0.511	
xii	AR Arunachal Pradesh	0.492	



thought box

- Healthcare Services: is there an independent Regulator?
- Mid-day Meals: Is school-attendance being driven by hunger - Does it guarantee access to learning?

Highest Index value Lowest Index value



<https://socialissuesindia.files.wordpress.com/2010/07/rte.png?w=640&h=488>



<http://www.newindianexpress.com/education/student/article250292.ece>

The second of the broad themes identified in the PAI is the quality and nature of the support being provided by the States for the education and health of the citizens. It cannot be denied that these two focus subjects contribute hugely to the development of the human capital. Two of the three indicators used in UNDP's Human Development Index pertain to health and education. It may be said that the future of any people depends to a great extent on the inputs provided by the State towards these two life-quality enhancing interventions.

Education is the first of the two focus subjects identified in this theme. India has made great strides in the field of education. In the 60s, the Kothari Commission had laid down the basic requirements for a progressive and extensive education structure in the country. In 1976, as part of the 'infamous' 42nd amendment to the Constitution, promulgated at the height of the Emergency, the subject of education was placed in the Concurrent List. Later, almost four decades after Independence, with the passage of the Right of Children to Free and Compulsory Education Act in 2005 (RTE), elementary education became a right.

There are, however, serious issues in learning outcomes which remain deplorable despite heavy financial and human inputs in the education sector over the last few decades. Even today women's literacy rate for the country is just about 65%. We are nowhere near the recommended figure of 6% of GDP for expenditure on education. While the Sarva Shiksha Abhiyan made valuable contributions to improving educational infrastructure in the country, there is much to be said regarding the poor quality of education in the public

schooling system. The Annual State of Education Report (ASER) only emphasize this point year after year.

In order to capture the levels of governance in the states on a vast subject such as education, we have identified five indicators:

- a. Educational Development Index (EDI)¹
- b. ASER learning levels.
- c. Number of higher education colleges per unit of population
- d. Educational expenditure as a percentage of SDP.

It is our expectation that these indicators will be representative enough to capture a broad view of the governance of the education sector across the various states of India.

¹ The EDI comprises about 20 indicators covering different aspects of education such as access, infrastructure, teachers and outcomes. For further information please visit www.dise.in



The second focus subject is **health**. The Constitution places the responsibility of health directly on the States. However, there are strong interventions by the Central Government to assist the states in the task. The National Health Policy was endorsed by the Parliament of India in 1983 and updated in 2002. The National Health Mission, both for rural and urban areas, is an important thrust area for the country. There are severe disparities in the indicators used for assessing the health parameters between the States. These are reflected in standard indicators such as Infant Mortality Rate, Maternal Mortality Rate, Life expectancy, percentage of immunization, hospital beds and staff per unit of population, nutrition levels, etc. Issues related to safe drinking water, gender issues, nutrition levels, etc cannot be isolated from the discussions on health. The hierarchical network of medical institutions starting from sub-centres at the grass root level, the Primary Health Centres, Community Health Centres, the District hospitals providing secondary health care, as well as State and specialization hospitals at the tertiary level, all contribute to the efforts made by the country in this sector. By end 2014, there were 1,52,326 Sub Centres, 25,020 Primary Health Centres (PHCs) and 5,363 Community Health Centres (CHCs) functioning in the country.

In our study, we are assessing these health indicators for comparison amongst States:

- a. IMR
- b. Average Population served by a hospital bed
- c. Full immunization
- d. Expenditure on health as a percentage of state GDP.

We are conscious of the fact that the two focus subjects and the eight indicators may be limited in scope as to fully evaluate the nature and quality of governance in support given for human development; however, they will certainly serve in obtaining a reasonable assessment of the manner in which health and education are governed and managed in the States. Our results reveal the following:

Again, to no one's surprise, Kerala stands at the top of the category of large states, with Punjab Karnataka, Tamil Nadu and Andhra Pradesh following. Uttar Pradesh, Madhya Pradesh and Bihar are at the bottom. Amongst smaller states, Sikkim and Manipur lead the list while J&K and Arunachal Pradesh are at the bottom.



‘The proposed children school bags (limitations on weight) bill has been pending in parliament since 2006.’

WEIGHTY ISSUES

THE PROPOSED CHILDREN SCHOOL BAGS (LIMITATION ON WEIGHT) BILL 2006

Govt. should notify in gazette average weight of child for each class to determine bag's weight

Weight of school bag should not be more than **10 p.c.** of child's body weight

Students should not be allowed to sling bag over one shoulder

Any school violating provisions liable to pay penalty

Guidelines issued by schools should prescribe bag's dimension, fabric for each class

Schools should ensure students use both straps of school bags

Govt. should ensure lockers to store sports equipment, books

ADVERSE EFFECTS OF CARRYING HEAVY BAGS

Permanent stoop

Children carrying excess weight may develop poor lung functioning

Excessive weight can affect spine, leading to offensive skeletal and muscle maturity

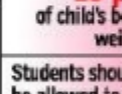
BENDING FORWARD WHILE CARRYING HEAVY BAGS MAKES BREATHING DIFFICULT

In government schools, school bags weigh a maximum of 3 kg for high school students, and 2 kg for primary classes. We are thinking of formulating guidelines. —**MOHAMMAD MOHSIN**, COMMISSIONER FOR PUBLIC INSTRUCTION

Medical experts recommend a bag not weighing more than 10 p.c. of the child's weight. But, it is more than two and a half times that. —**P.P. BABURAJ**, CHILD RIGHTS ACTIVIST

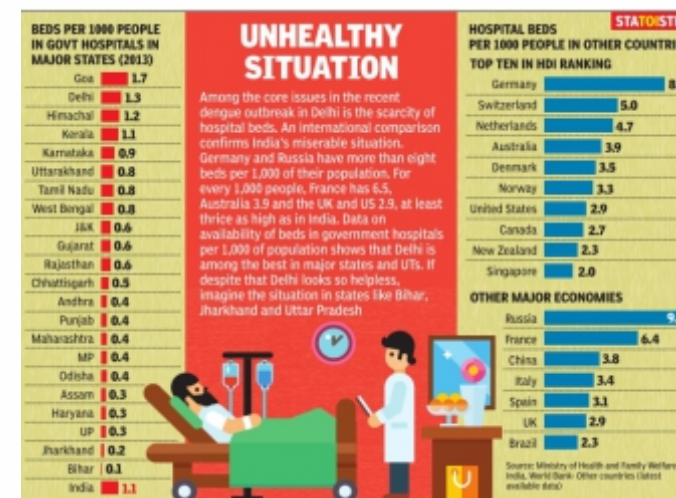
Though parents want to send only a few books in the bag, school managements insist on bringing about two dozen books. —**MULLAHALI SURI**, PRESIDENT, THE PARENTS ASSOCIATION

While the teacher is responsible for ensuring burden of books is less, parents need to take responsibility of sending books in an organised manner. —**D. SHASHI KUMAR**, ORGANISING SECRETARY OF THE KARNATAKA STATE PRIVATE SCHOOLS MANagements' FEDERATION

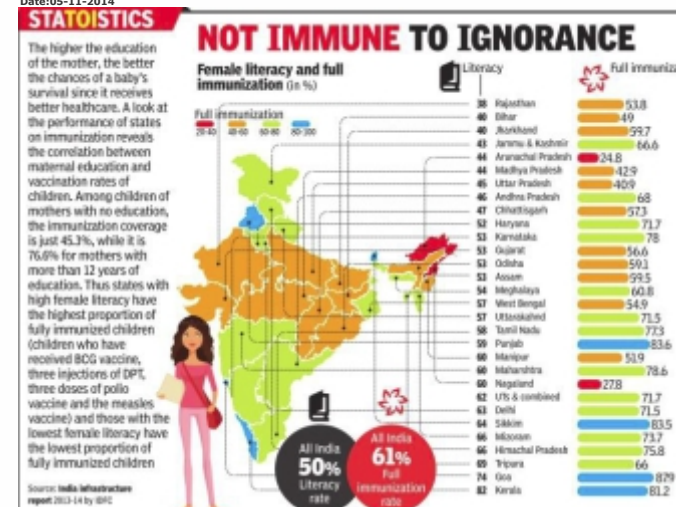




Source: Times of India news paper

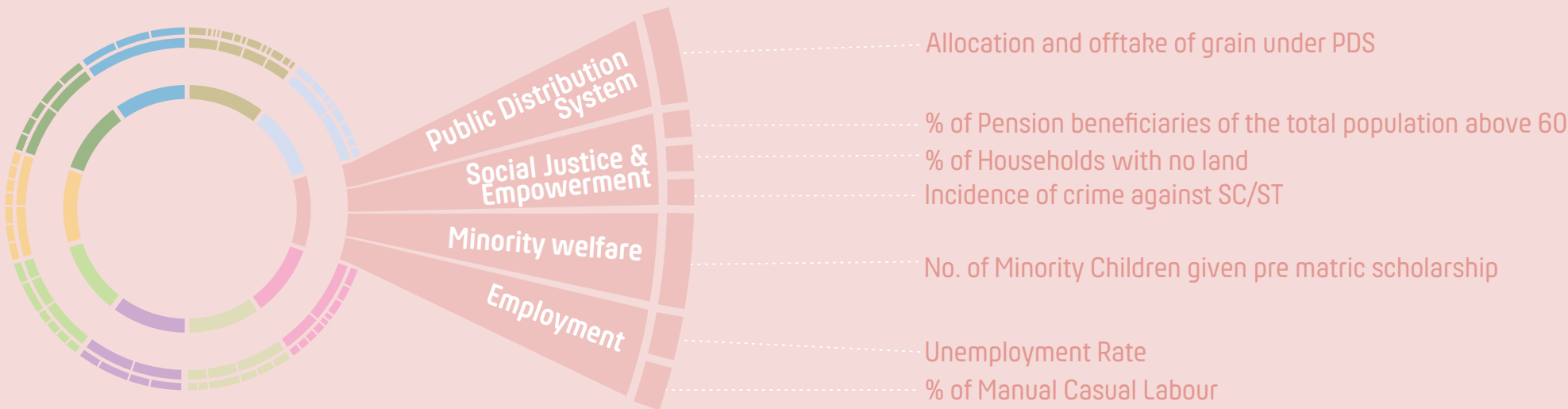
EditionName:The Times of India
Date:05-11-2014



Note: The data and state wise rankings as shown in images and visualisation may not match PAI findings as period, indicators, methodology may differ.

THEME # 3

SOCIAL PROTECTION



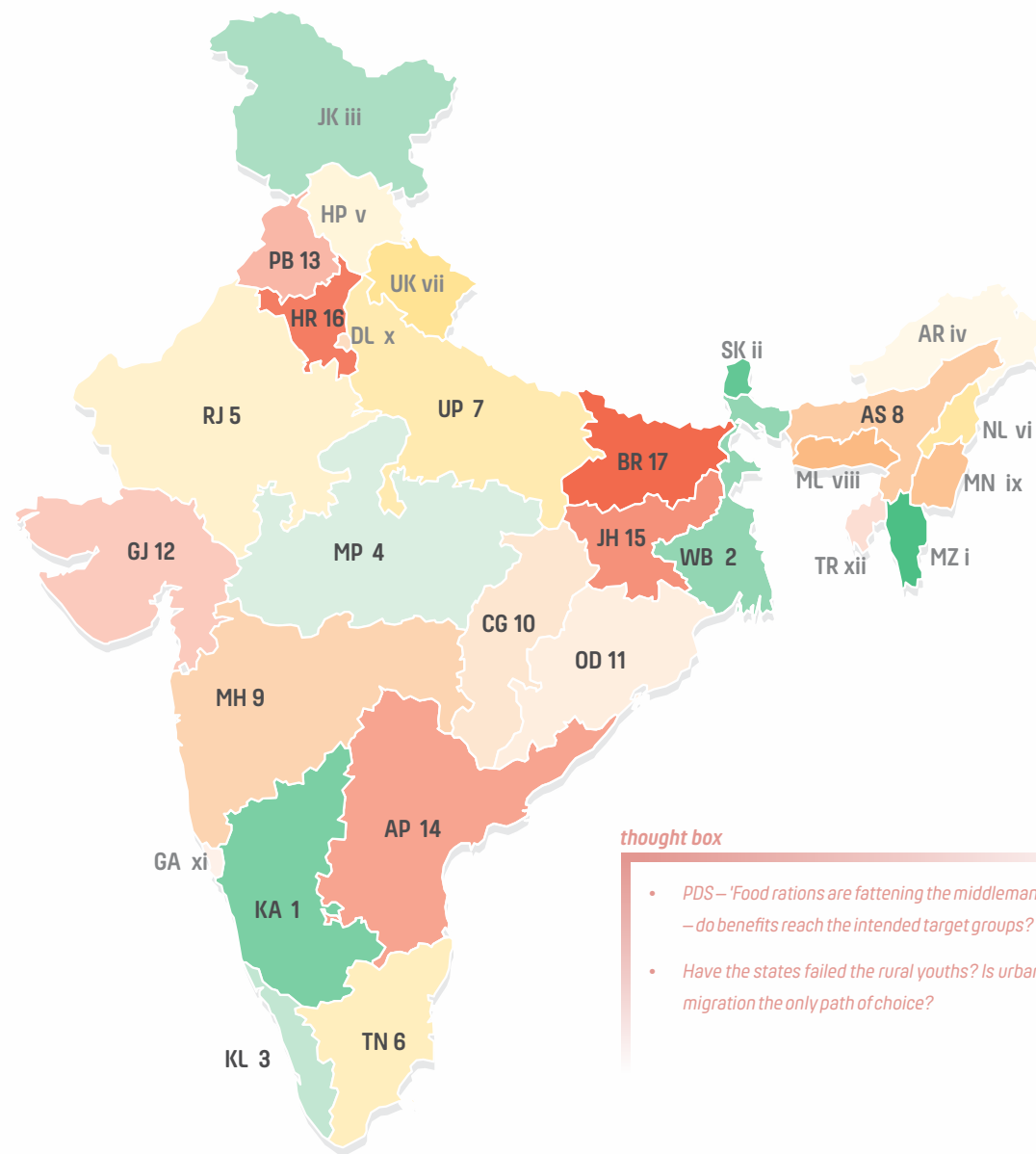
THEME # 3



SOCIAL PROTECTION

Rank	Large States	Index	0 ---- scale range ---- 1
1	KA Karnataka	0.665	
2	WB West Bengal	0.650	
3	KL Kerala	0.636	
4	MP Madhya Pradesh	0.603	
5	RJ Rajasthan	0.592	
6	TN Tamil Nadu	0.589	
7	UP Uttar Pradesh	0.575	
8	AS Assam	0.543	
9	MH Maharashtra	0.521	
10	CG Chhattisgarh	0.519	
11	OD Odisha	0.516	
12	GJ Gujarat	0.432	
13	PB Punjab	0.400	
14	AP Andhra Pradesh	0.389	
15	JH Jharkhand	0.385	
16	HR Haryana	0.350	
17	BR Bihar	0.303	

Rank	Small States	Index	0 ---- scale range ---- 1
i	MZ Mizoram	0.795	
ii	SK Sikkim	0.672	
iii	JK Jammu and Kashmir	0.642	
iv	AR Arunachal Pradesh	0.603	
v	HP Himachal Pradesh	0.600	
vi	NL Nagaland	0.572	
vii	UK Uttarakhand	0.567	
viii	ML Meghalaya	0.562	
ix	MN Manipur	0.559	
x	DL Delhi	0.521	
xi	GA Goa	0.469	
xii	TR Tripura	0.468	



thought box

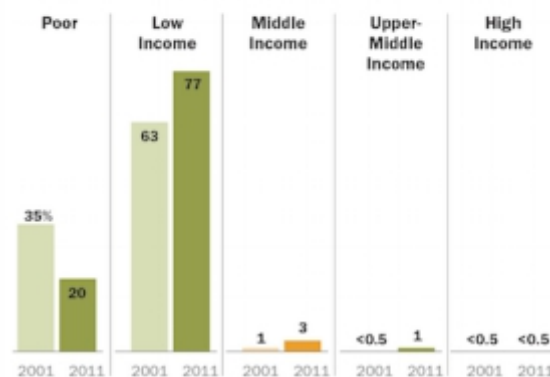
- PDS – 'Food rations are fattening the middleman' – do benefits reach the intended target groups?
- Have the states failed the rural youths? Is urban migration the only path of choice?

Highest Index value Lowest Index value

In a country as vast and diverse as India, the need to ensure that all its citizens derive the benefit of economic growth in equal measure is a sine qua non for holistic development. However, the very nature of economic growth is such that only some people are able to extract the best out of the processes of growth. The hard fact is that almost 30% of the population of this country live in poverty even as economists debate whether the definition of the poverty line should be Rs 32 per day or more or less.

Poverty Drops Sharply in India from 2001 to 2011, but a Sizable Middle-Income Population Fails to Emerge

% of India's population by income PEW RESEARCH CENTER



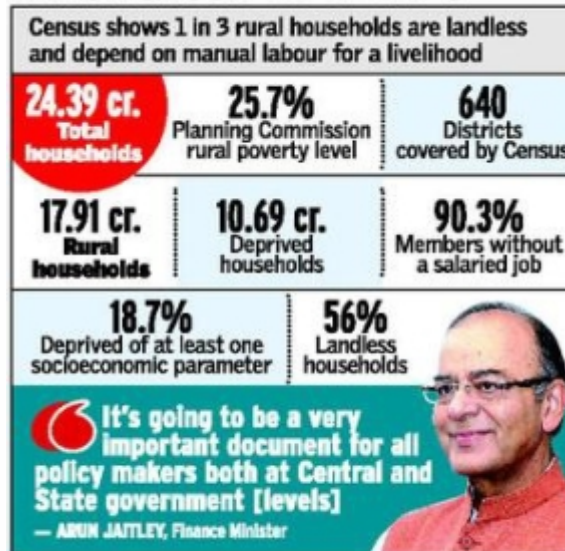
Note: The poor live on \$2 or less daily, low income on \$2.01-10, middle income on \$10.01-20, upper-middle income on \$20.01-50, and high income on more than \$50; figures expressed in 2011 purchasing power parities in 2011 prices.

Source: Pew Research Center analysis of data from the World Bank PovcalNet database (Center for Global Development version available on the Harvard Dataverse Network)

http://www.pewglobal.org/files/2015/07/Global-Middle-Class-Report_FINAL_7-8-15.pdf

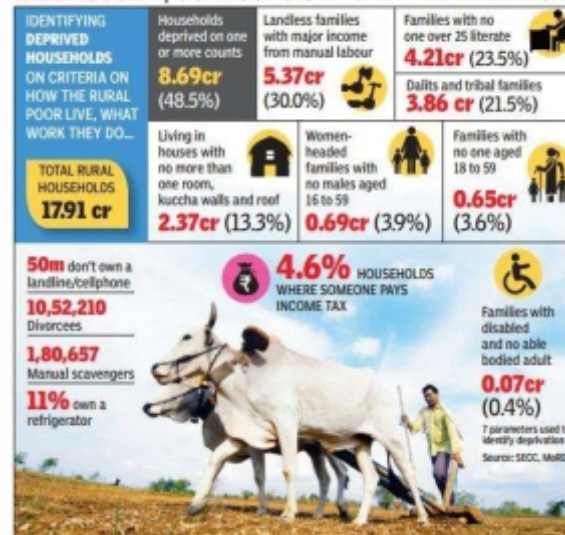
Note: The data and state wise rankings as shown in images and visualisation may not match PAI findings as period, indicators, methodology may differ.

HARSH GROUND REALITIES



http://www.thehindu.com/multimedia/dynamic/02461/T_H03_Page-1-Gro_TH_2461692e.jpg

INDIA COUNT | CONTOURS OF RURAL DEPRIVATION



<http://timesofindia.indiatimes.com/photo/47931814.cms>



http://india.gov.in/sites/upload_files/epi/files/spotlights/pension-fund-new.jpg

The manner in which the States take necessary steps to provide a security net to those of its population which require support to earn a decent wage, or require a helping hand in their day-to-day existence, is a true measure of the country's commitment to the principle of inclusion in development. There are Castes and Tribes notified in the Scheduled Lists of the Constitution that get the benefit of this affirmative action either in the form of reservation in government employment or by way of grants and subsidies in various programmes and schemes of the government. Special attention is being paid to vulnerable sections of society such as women, and the differently-abled, senior citizens, as also the minority communities.

The announcement last year by the Prime Minister of three new social security schemes, namely the Pradhan Mantri Suraksha BimaYojana, the Jeevan Jyoti Yojana and the Atal Pension Yojana underline the emphasis being paid by the government towards ensuring a life of dignity for its not-so-fortunate citizens.





<http://media.newindianexpress.com/REAL.JPG/2015/07/06/article2904956.ece/binary/original/REAL.JPG>

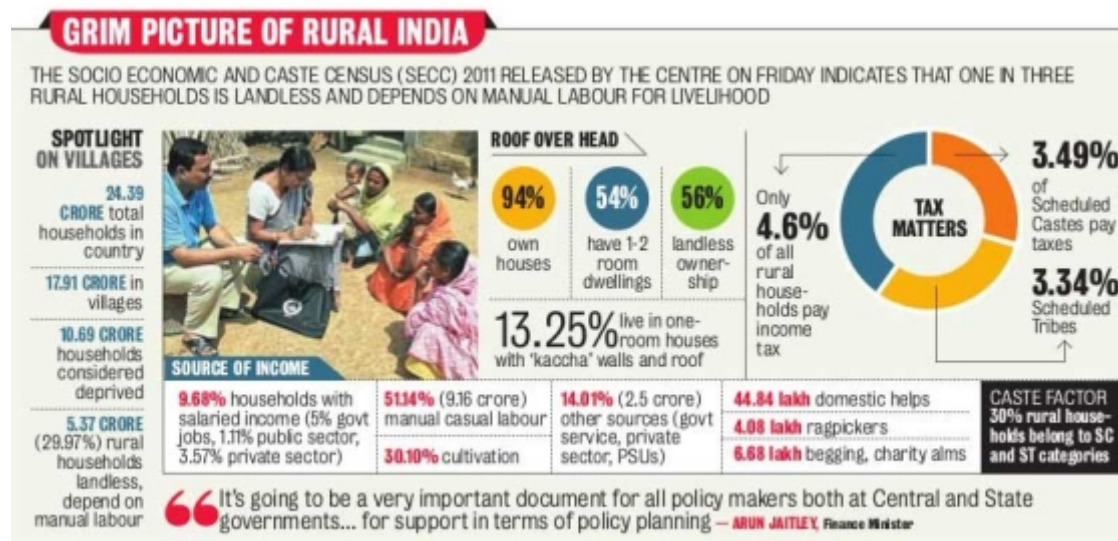
In fact, the Five Year Plans that were hitherto formulated under the aegis of the Planning Commission have tried to reflect this concern for social protection and empowerment in its vision statements issued from time to time. The 11th Five Year Plan (2007-12) stated in its vision document that the Plan was,

“an opportunity to restructure policies to achieve a new vision based on faster, more broad-based and inclusive growth. It is designed to reduce poverty and focus on bridging the various divides that continue to fragment our society.”

So also the current 12th Five year Plan (2012-2017) has as its byline the phrase *“faster, more inclusive and sustainable growth.”* These concerns are partly addressed by making adequate provisions in the budgets of the relevant departments that cater to the well-being of the poor and the deprived. Typically, enhanced budgets for health, education, social sector programmes for women, BPL families, children, the differently abled, the minorities, etc reflect this national concern. Recently,

after the annual budget for the year 2015-16 was presented in the Parliament, there was much criticism for reduced outlays in some of these critical social sectors. Fortunately, we see an attempt to make a correction in the new budget for the year 2016-17 which was presented in the Parliament on 29th February 2016. The role of the Planning Commission in the past to address these issues and focus national attention on these sectors deserves to be applauded.

In our study of this broad theme, we are not examining the normal indicators of reservation in jobs as this is a growingly contentious issue and there is sufficient debate about the pros and cons of the same. Further, reliable data across states of affirmative action in employment through the constitutional device of reservation, is not available. Rather, we have identified four focus areas for assessment and evaluation, namely, the Public Distribution System, Social Justice and Empowerment (through a representative scheme of old age pensions), Employment and Minority welfare.



<http://media.newindianexpress.com/Graphic.jpg/2015/07/04/article2901958.ece/binary/original/Graphic.jpg>



http://www.afternooncd.in/userfiles/28NAT-1_500x484.jpg



The identified indicators under each of them are as follows:

Public Distribution System (PDS):

- Allocation and off-take under the National Food Security Act.

Social Justice and Empowerment

- Old age pensions distributed under the National OAP (Old Age Pension) scheme as a percentage of persons above age 60
- Percentage of households with no land
- Incidence of crime against SC/ST

Minority Welfare

- Number of minority students sanctioned pre-matric scholarship

Employment

- Unemployment rate in general, and finally,
- Percentage of manual casual labour

In the first of these subjects, i.e. PDS, we are assessing the States on the basis of the offtake of grain made by them in the three-year period 2011-12 to 2013-14. It is our contention that higher lifting of the grain would indicate the commitment of the State to ensure food and nutrition for its citizens. The provision of food grains at subsidized rates has been a part of the food security programme of the country for long. Families living below the poverty line (BPL) are extended a certain quota of food grains (wheat in the north, rice in the south) at extremely subsidized rates. Many Governments had extended the scope of the subsidy to Rs 2/- or even Rs 1/- per kilo. Those people living above the poverty line (known as APL) are also extended the benefit of subsidized food grains, as the rates of the grain made available to them is still below the market rate for such grains. The role of the Food Corporation of India in this regard, despite severe criticism of inefficiencies and losses, has to be acknowledged. Purchase of wheat, its transportation and storage in godowns spread across

the country is a mammoth task that is more often ignored than appreciated.

Under the sweeping definition of National Food Security Act (NFSA), on an average about 50% of the urban population and 75% of the rural population was made eligible for availing the subsidised food grains. Much latitude was given to the States to identify the persons who can be made eligible within the broad guidelines issued under the statute. It is a matter of some concern that not all the States have started implementing the liberal provisions of the NFSA, though much more of their population would indeed have been covered had they but gone the extra mile to do so.

As far as social justice issues are concerned we are examining both the OAP scheme and the number of households possessing no land at all: both these are sure indicators of distress conditions. In addition, we are taking a close look at the crimes committed against the Scheduled Castes and Scheduled Tribe persons. While there are special provisions in law for the manner in which such crimes are investigated, an examination of the available data can reveal the seriousness with which the States are tackling such crime.

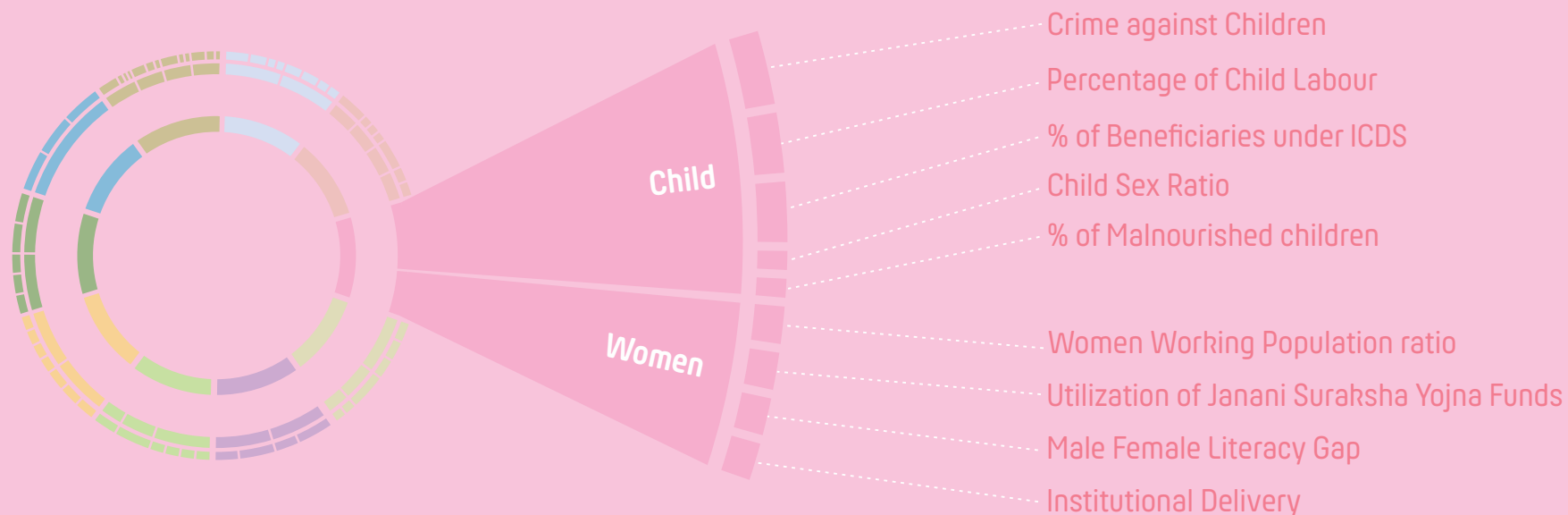
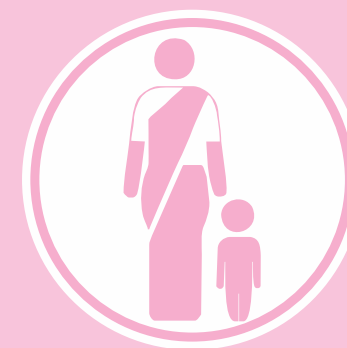
For the focus subject of minority welfare, for want of better information and comprehensive data, we are but taking one indicator, namely the number of children of minority communities deriving the benefit of post-matric scholarships.

And finally, we are also looking at the unemployment rate of the population of the states as well as the percentage of labour deriving sustenance from manual casual employment alone.

Karnataka, West Bengal, Kerala, Madhya Pradesh and Rajasthan stand at the top amongst the large states with Jharkhand, Haryana and Bihar at the bottom. Amongst the small states, Mizoram and Sikkim are at the top while Tripura and Goa are at the bottom.

THEME # 4

WOMEN AND CHILDREN



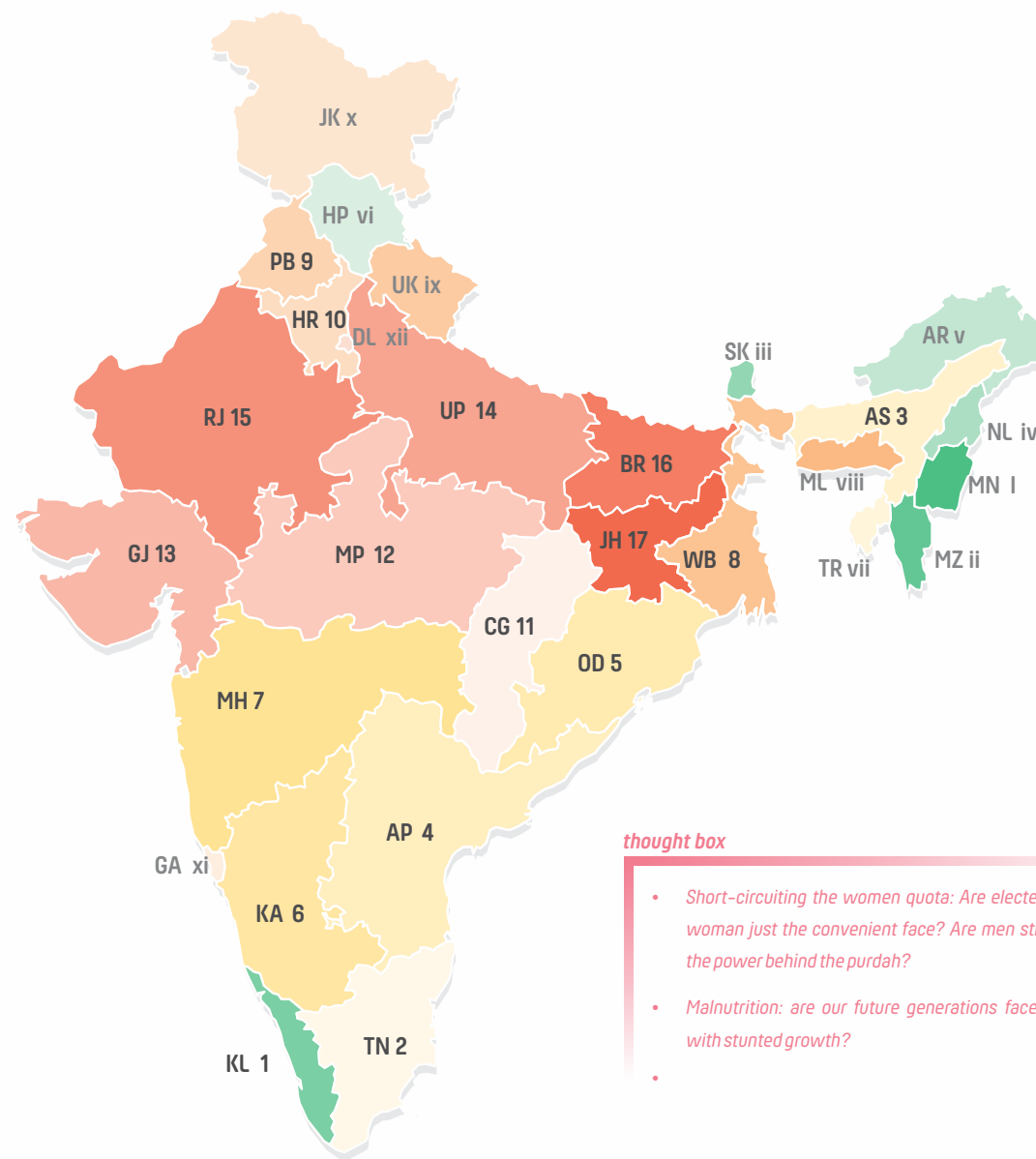
THEME # 4



WOMEN AND CHILDREN

Rank	Large States	Index	0 ---- scale range ---- 1
1	KL Kerala	0.655	
2	TN Tamil Nadu	0.608	
3	AS Assam	0.605	
4	AP Andhra Pradesh	0.589	
5	OD Odisha	0.561	
6	KA Karnataka	0.559	
7	MH Maharashtra	0.554	
8	WB West Bengal	0.548	
9	PB Punjab	0.540	
10	HR Haryana	0.527	
11	CG Chhattisgarh	0.500	
12	MP Madhya Pradesh	0.483	
13	GJ Gujarat	0.472	
14	UP Uttar Pradesh	0.466	
15	RJ Rajasthan	0.437	
16	BR Bihar	0.404	
17	JH Jharkhand	0.359	

Rank	Small States	Index	0 ---- scale range ---- 1
i	MN Manipur	0.723	
ii	MZ Mizoram	0.700	
iii	SK Sikkim	0.640	
iv	NL Nagaland	0.623	
v	AR Arunachal Pradesh	0.619	
vi	HP Himachal Pradesh	0.610	
vii	TR Tripura	0.606	
viii	ML Meghalaya	0.550	
ix	UK Uttarakhand	0.546	
x	JK Jammu and Kashmir	0.506	
xi	GA Goa	0.503	
xii	DL Delhi	0.486	



thought box

- Short-circuiting the women quota: Are elected woman just the convenient face? Are men still the power behind the purdah?
- Malnutrition: are our future generations faced with stunted growth?

Highest Index value Lowest Index value

"Gender equality is more than a goal in itself. It is a precondition for meeting the challenge of reducing poverty, promoting sustainable development and building good governance." Kofi Anan

The vision of the Union Ministry of Women and Child Development has been articulated as follows in their website: *Empowered women living with dignity and contributing as equal partners in development in an environment free from violence and discrimination. And, well-nurtured children with full opportunities for growth and development in a safe and protective environment.*

There is adequate legislation available for the security of both women and children, as the portal reveals. However, the actuality on the ground reveals vast inequities and discrimination prevailing across the states of the country. Atrocities against women are regularly monitored by the National Crime Records Bureau (NCRB) and other regulatory institutions such as the National and State Women's commissions. A slew of new laws to prevent the sexual exploitation of children have been introduced.

Nevertheless, the situation on the ground is far from satisfactory. The level of nutrition of children shows appalling malnourishment. There are also severe issues regarding the manner in which women are ill-treated in the country. Literacy levels reveal vast gaps between the genders. In terms of equality and social dignity for women and children, many critical issues have been raised in the past few decades. While the government has been largely concerned about these issues and women activists have pushed the agenda onto centre stage, the ingrained social behavioural mores have not been transformed as they should be. There is marked improvement in urban areas where the women

contribute to the organized work force and are earning members of the family. However,



<http://www.google.co.in/imgres?imgres=281313imgres&imgres=3-1.jpg>

in rural areas, despite heavy dependence on the women folk for agriculture production as well as domestic management, their position leaves much to be desired. While this study realises the difficulties in selecting a representative mix of indicators to reveal this complex picture, an attempt has been made in the manner described below:

In order to assess the level and quality of life of these two vulnerable sections of our society and to evaluate the various government programmes initiated for their benefit, the study has identified 9 crucial indicators to representatively portray their state.

For **women**, the following indicators, though not exhaustive, would reveal a broad representative picture of their condition and status in the States:

- Working women population ratio
- Institutional delivery
- Utilisation of funds under the Janani Surakhsha scheme
- Female literacy gap



For **children**, the following have been examined:

- Crimes against children
- Child labour in the age group 5-14
- Beneficiaries in the special nutrition programme under ICDS
- Percentage of malnourished children
- Child sex ratio




AT WORK, UNDER AGE

WORLD ANTI-CHILD LABOUR DAY A look at why, 25 years after the enactment of a child labour prohibition act, India still employs the largest number of child labourers in the world

Rudhir Raj
a senior journalist

prohibiting the employment of children under 14 in the hazardous industries and occupations, but leaving out cultural activities such as agriculture and domestic work.

Child rights activists have been pressing the government to raise the age limit to the internationally accepted minimum working age of 18.

Meanwhile, little is being done to tackle the most common of such non-past child labour – a massive unorganised sector functioning with little or no regulation, and a lack of awareness among parents about the long-term benefits of keeping a child off the workforce.

"We need to look at the macro-level," says Sharmistha Mukherjee, general secretary and chairperson of the National Commission for Protection of Child Rights, a government body based in Delhi. "There are even at least 10 lakh children in a government body based in Delhi. There are even at least 10 lakh children in a government body based in Delhi. There are even at least 10 lakh children in a government body based in Delhi."

For New Delhi, at least, the story has had a somewhat happy ending. Since 2008, after the child labour law was passed, it was revised by the National Commission for Protection of Child Rights, a government body based in Delhi. There are even at least 10 lakh children in a government body based in Delhi. There are even at least 10 lakh children in a government body based in Delhi."

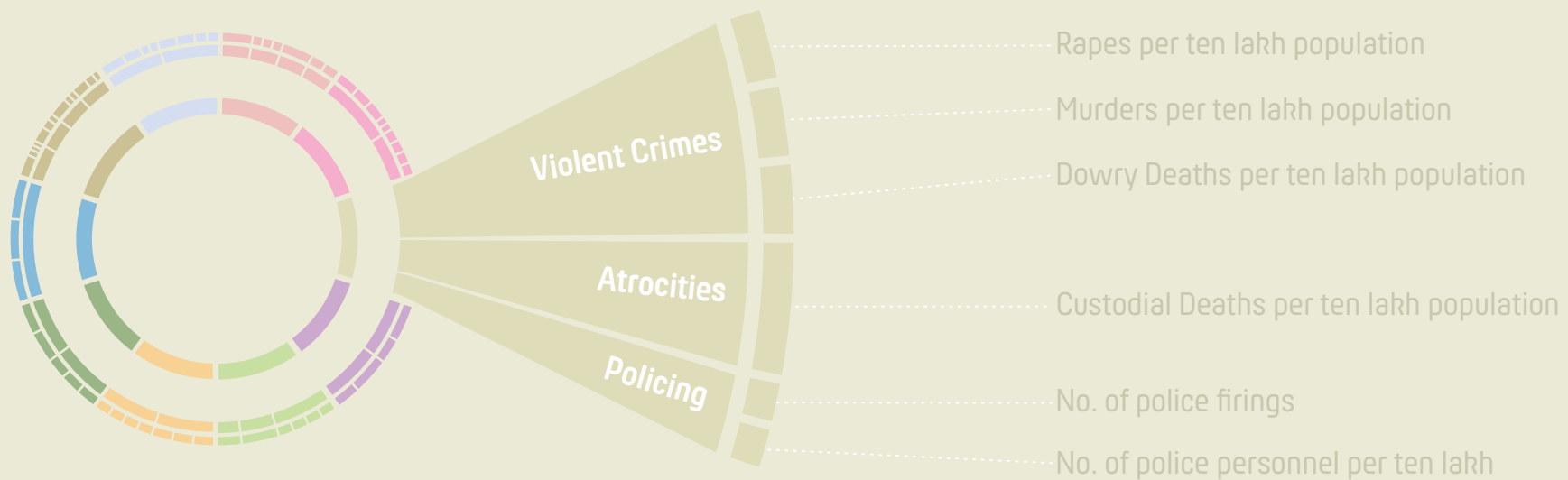
<http://www.bhaskar.com/wp-content/uploads/2015/07/child-labour-india-e143797554752.jpg>

It is our contention that the above indicators would reveal a broad picture of the quality of their life in the country. In both women and children, where possible we have considered the situation over a three-year period to ascertain if there has been improvement or not.

Kerala stands first among the larger states, followed closely by Tamil Nadu, Assam, Andhra Pradesh and Odisha, with Rajasthan, Bihar and Jharkhand at the bottom. Amongst the small states, Manipur and Mizoram top the list while Goa and Delhi are the laggards.

THEME # 5

CRIME, LAW & ORDER



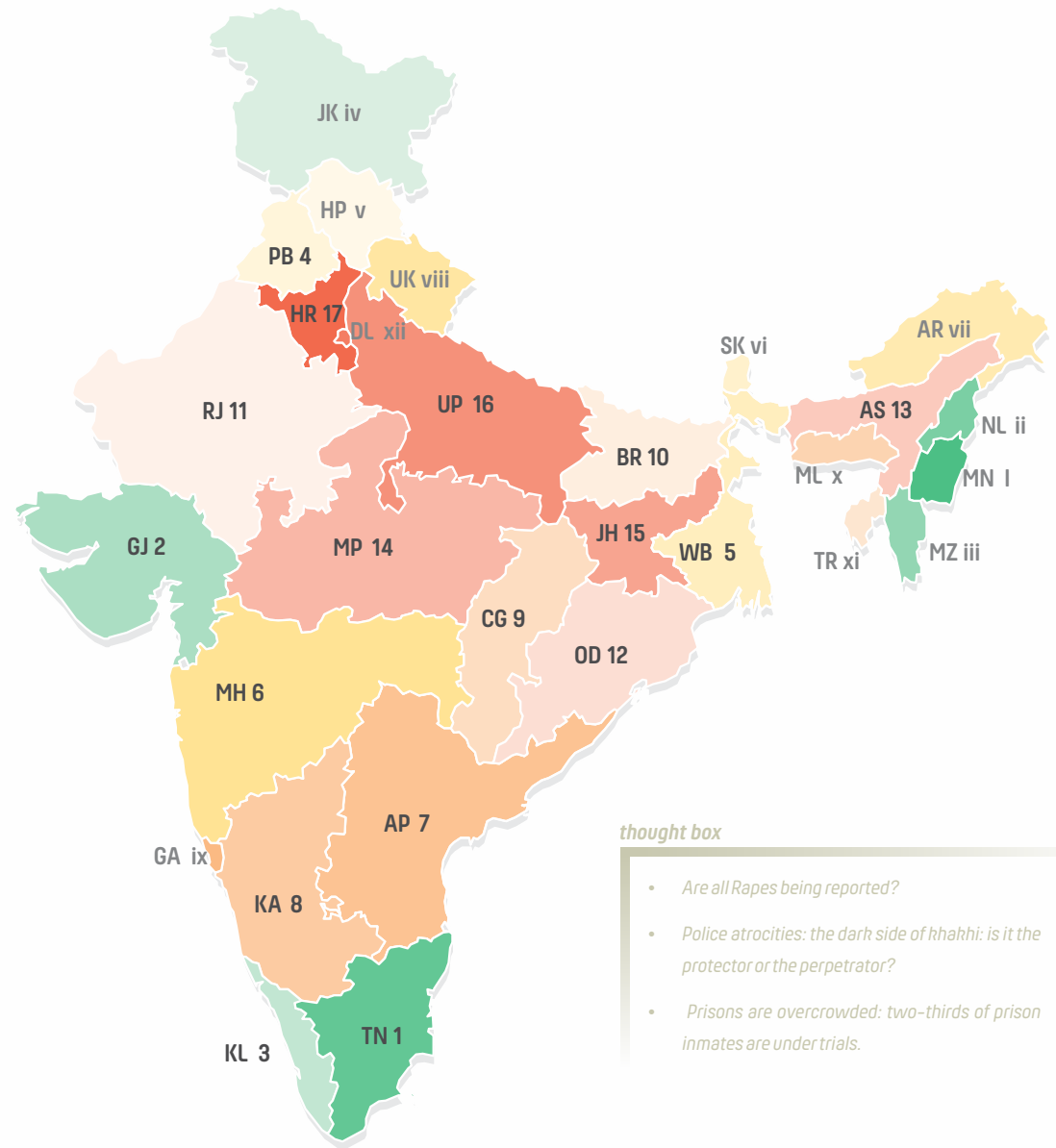
THEME # 5



CRIME, LAW & ORDER

Rank	Large States	Index	0 ---- scale range ---- 1
1	TN Tamil Nadu	0.724	
2	GJ Gujarat	0.670	
3	KL Kerala	0.658	
4	PB Punjab	0.650	
5	WB West Bengal	0.641	
6	MH Maharashtra	0.622	
7	AP Andhra Pradesh	0.603	
8	KA Karnataka	0.597	
9	CG Chhattisgarh	0.554	
10	BR Bihar	0.537	
11	RJ Rajasthan	0.536	
12	OD Odisha	0.510	
13	AS Assam	0.510	
14	MP Madhya Pradesh	0.499	
15	JH Jharkhand	0.495	
16	UP Uttar Pradesh	0.441	
17	HR Haryana	0.406	

Rank	Small States	Index	0 ---- scale range ---- 1
i	MN Manipur	0.795	
ii	NL Nagaland	0.682	
iii	MZ Mizoram	0.674	
iv	JK Jammu and Kashmir	0.654	
v	HP Himachal Pradesh	0.653	
vi	SK Sikkim	0.645	
vii	AR Arunachal Pradesh	0.635	
viii	UK Uttarakhand	0.632	
ix	GA Goa	0.614	
x	ML Meghalaya	0.595	
xi	TR Tripura	0.554	
xii	DL Delhi	0.415	



thought box

- Are all Rapes being reported?
- Police atrocities: the dark side of khakhi: is it the protector or the perpetrator?
- Prisons are overcrowded: two-thirds of prison inmates are under trials.

Highest Index value Lowest Index value

Even before serious issues of economic and social development of the State are considered, there is the essential requirement for the State administration to ensure that crime is prevented and law and order maintained. Crime and Law & Order are two terms often mentioned in the same breath. They are, however, different and the responsibility of the State, towards these two imperative preconditions to development, has to be evaluated separately.

Crime is the action of individuals against the State or against other individuals. They may include economic offences (where the State may be the aggrieved party) or crimes committed for personal profit or passion (where the offended parties are other individuals or groups). The prevention of crime is a fundamental duty of the State; equally, where the crime has been committed despite the vigilance of the State, the detection of the crime and the criminals and bringing them to justice is a vital and essential role of the State.

Law and order pertains to public tranquillity and peace. In the event of social disturbances, public agitations by large sections of the society or caste/class-based uprising which threaten to disrupt the normal life in the State, it is for the State machinery to ensure that the aggrieved parties are brought to the negotiation table and matters negotiated, without causing any disruption to normal life in the State. Often, everyday economic activities are disturbed, public property is damaged and serious conflagrations take place, affecting the lives and properties of ordinary citizens. This can have serious repercussions calling to question the authority and efficacy of the State in maintaining peace and tranquillity. The situation may at times be so explosive that large parts of the country may be affected, such as the situation arising out of the assassination of Smt Indira Gandhi in 1984 or the destruction of Babri

Masjid in 1992 or the communal conflagration in Gujarat in 2002. The ability of the State to defuse a potentially dangerous law and order situation and resolve the issue with negotiation and discussion between the agitating parties is an indication of the high political and administrative skills of the State machinery.

As the website of the Ministry of Home Affairs categorically states:

“‘Police’ and ‘Public Order’ are State subjects under the Seventh Schedule to the Constitution of India and therefore, it is the primary duty of the State Governments to prevent, detect, register and investigate crime and prosecute the criminals. Central Government, however, supplements the efforts of the State Governments by providing them financial assistance for modernization of their Police Forces in terms of weaponry, communication, equipment, mobility, training and other infrastructure under the Scheme of Modernization of State Police Forces. Further, intelligence inputs are regularly shared by the Central Security and Intelligence Agencies with the State Law Enforcement Agencies to prevent crime and law and order related incidents.”

There are occasions when serious conflagrations of an extreme nature, or those not restricted to one state alone, have to be tackled by the deployment of central para military forces or by the presence of the Army itself, on the requisition of the State Government. In such situations there is close coordination between the state and the Union Government so as to restore normalcy at the earliest. In some cases, such as the

heinous case of rape in Delhi some years ago, there can be serious repercussions on the whole country, bringing into question the very provisions and processes of law mandated to protect the victim from the predator. It may be recalled that the Justice JS Verma Committee was able to make significant changes in law to deliver justice more effectively. In the same way, the states can take active measures to improve and speed up the dispensation of justice.

The three focus subjects and the specific indicators identified in each of them are indicated below:

Violent crimes

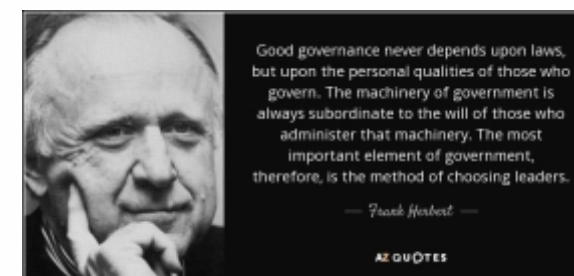
- a. Rape
- b. Murder
- c. Dowry deaths

Atrocities

- a. Custodial deaths
- b. Police firing in law and order situations

Policing

The ratio of police personnel per one unit of population, appointed in each of the states.





Finally, under the focus subject of policing, we consider the deployment of police personnel in adequate numbers as an indication of the commitment of the state towards the objective of achieving a peaceful society. This means the assessment of the ratio of police personnel deployed, duly normalised based on the

Amongst large states, Tamil Nadu, Gujarat, Kerala, Punjab and West Bengal stand at the top while Jharkhand, Uttar Pradesh and Haryana are at the bottom. Among the small states, Manipur and Nagaland lead the rest while Tripura and Delhi stand at the bottom.



One rape every 30 minutes in India

Himanshi Dhanwan, TNN | Jul 28, 2014, 12:18 AM IST

[READ MORE](#) » [Rape In India](#) | [Criminal Amendment Act](#) | [Commonwealth Human Rights](#)

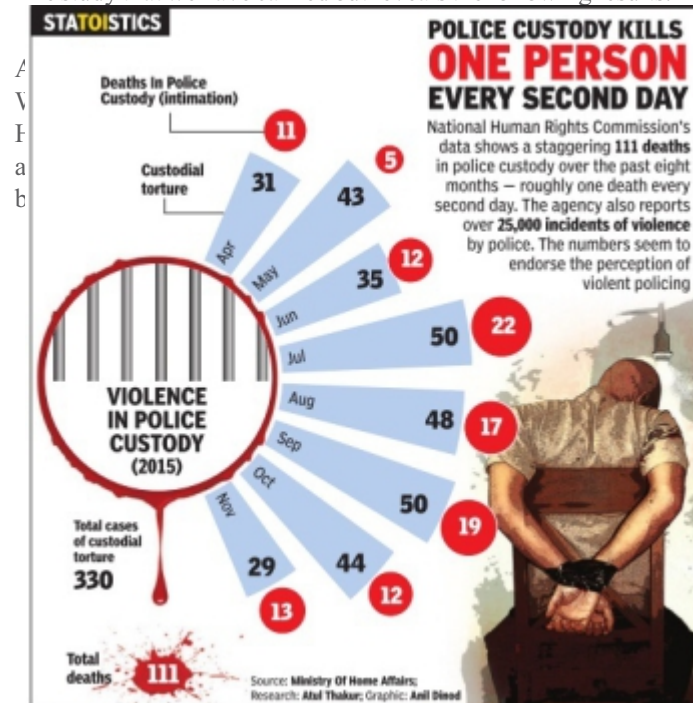


NEW DELHI: Even as violent crimes against women continue to be reported, a 13-year analysis of crime data shows more than 57 rapes were reported every two days during the last 13 years. This averages over two days during the last 13 years, cases were reported across all Union Territories in this period.

A Commonwealth Human Rights Initiative (CHRI) analysis of reports from 2001 and 2012 shows

<http://www.searchindia.net/images/sib/rape-noise-india.jpg>

The study that we have carried out reveals the following results.



www.indiaexpress.com/india/images/6/66/violence_torture_and_deaths_in_police_custody_2015.jpg

GUIDELINES TO COPS

THE SUPREME COURT HAS LAID OUT A SET OF GUIDELINES TO BE FOLLOWED BY POLICE WHILE ARRESTING A PERSON IN THE DK BASU VS STATE OF WEST BENGAL CASE

- The police personnel should bear visible and clear identification and name tags with their designations.
- A memo of arrest at the time of arrest must be prepared which shall be attested by at least one witness.
- Arrest of a person must be informed to a known person to him as soon as practicable.
- The time, place of arrest and venue of custody must be informed to the relatives or friend of suspect within a period of 8 to 12 hours after the arrest.
- The person arrested must be made aware of his right to have someone informed of his arrest.
- An entry must be made in the diary at the place of detention regarding the arrest of the person which shall also disclose the name of the next friend of the person who has been informed of the arrest.
- The detainees should be subjected to medical examinations by the trained doctor every 48 hours during his detention in custody.
- The detainees should be examined at the time of his arrest and major and minor injuries, if any, present on his/her body, must be recorded.
- Copies of all the documents including the memo of arrest, referred to above, should be sent to the Magistrate for his record.
- The detainees may be permitted to meet his lawyer during interrogation, though not throughout the interrogation.
- A police control room should be provided at all district and State headquarters where information regarding the arrest and the place of custody of the detainees shall be communicated by the officer causing the arrest, within 12 hours of effecting the arrest.

http://www.indiaexpress.com/india/images/6/66/violence_torture_and_deaths_in_police_custody_2015.jpg

Note: The data and information as shown in images and visualisation may not match PAI findings as period, indicators, methodology differ.

Far too many reform committee reports remain unimplemented

Over three decades, the National Police Commission and various committees including Ribeiro, Padmanabhaiah and Malimath have urged radical reorganisation of the police force. Despite agreement on the following recommendations made by these committees, most reforms have not been implemented.

Mitigating political interference

The threat of transfer/suspension is the most potent weapon in the hands of politicians. Most committees have recommended states to set up mechanisms to assure fixed tenures and merit-based promotions for police officers.

Separating investigation from L&O

The investigating wing should be separated from law and order functions and officers should be specially trained in modern investigative techniques. Every subdivision should also possess a mobile forensic science laboratory.

Registering all offences

It should be made mandatory for police officers to register all crimes that are reported to them. They should register an FIR even if a given crime does not occur in their jurisdiction and then transfer it to the concerned station.

Complaints against Police

Judicial inquiries should be made mandatory for any alleged incident of rape, grievous hurt or death in police custody, and in cases where two or more persons die during police firing against unlawful assemblies.

Preventing police torture

Training institutes should impart scientific interrogation techniques to replace third degree methods. Senior officers should also pay surprise visits to various stations to identify cases of ill treatment of arrested persons.

Recording of statements

Instead of recording statements given by witnesses in detail, the investigating officer can record the facts revealed by a witness in his own language. A copy of the same should then be handed over to the witness.

Dealing with the weaker sections

Special investigation cells should monitor cases of atrocities against SC/ST and women. This should be combined with special measures to reverse the frequent failure of police to register complaints against upper castes.

Targeting recruitment of women

Only 1.79% of the police force comprises of women. They should be recruited in much larger numbers, made an integral part of the police organisation, and used to deal with crimes against women and children.

Abiding by the Supreme Court

In its judgement of September 2006 the SC had directed state governments to implement police reform without delay. The governments' reservations were dismissed by its January 2007 order. They have to comply by March 31.

source: <http://www.sushilias.blogspot.in/2012/09/police-reforms-in-india-law-and-order.html> vtr02-21@r

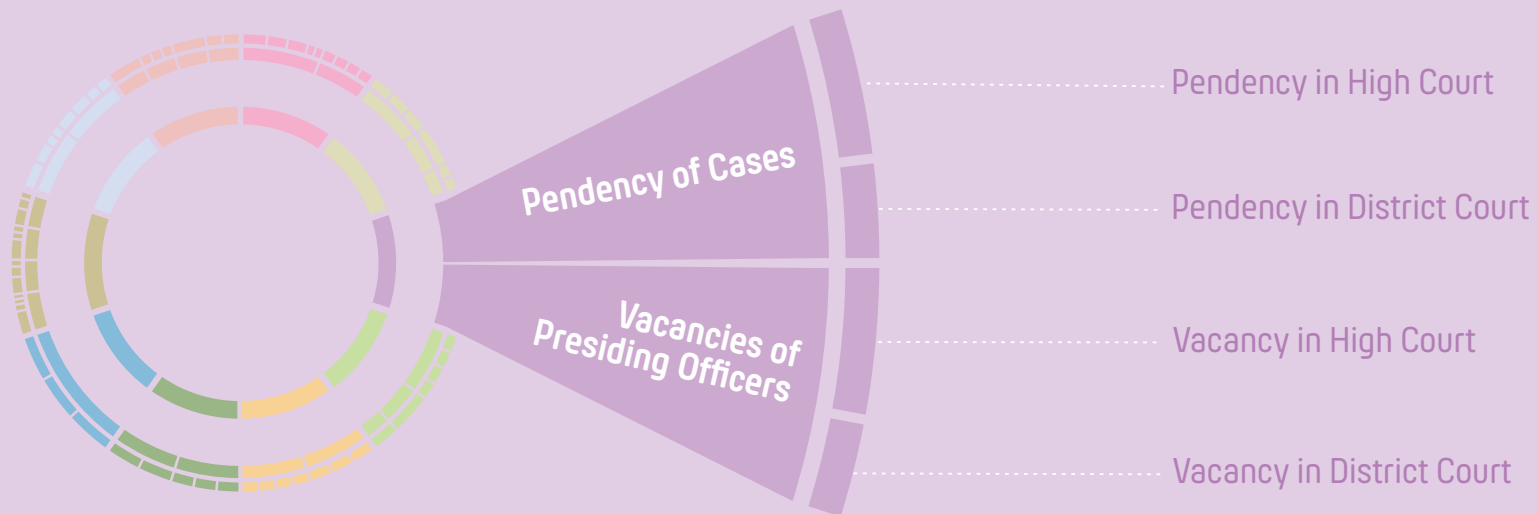
'The state is a remarkable invention of the human race. Other species have models of regulation. The state is much more than a system of dominance and coercion. Hobbes called it the Leviathan.'

'Locke and Rousseau mention that the state arose by virtue of a social contract between the governance system and the people, in which 'free' people agree to restrict their freedom of action in exchange for collective security and collective good.'

Above quoted from: Revitalizing the State - A Menu of Options - by Pradip N Khandwalla. Published: Sage 1999 ISBN 81-7036-781-6 (India-HB)

THEME # 6

DELIVERY OF JUSTICE



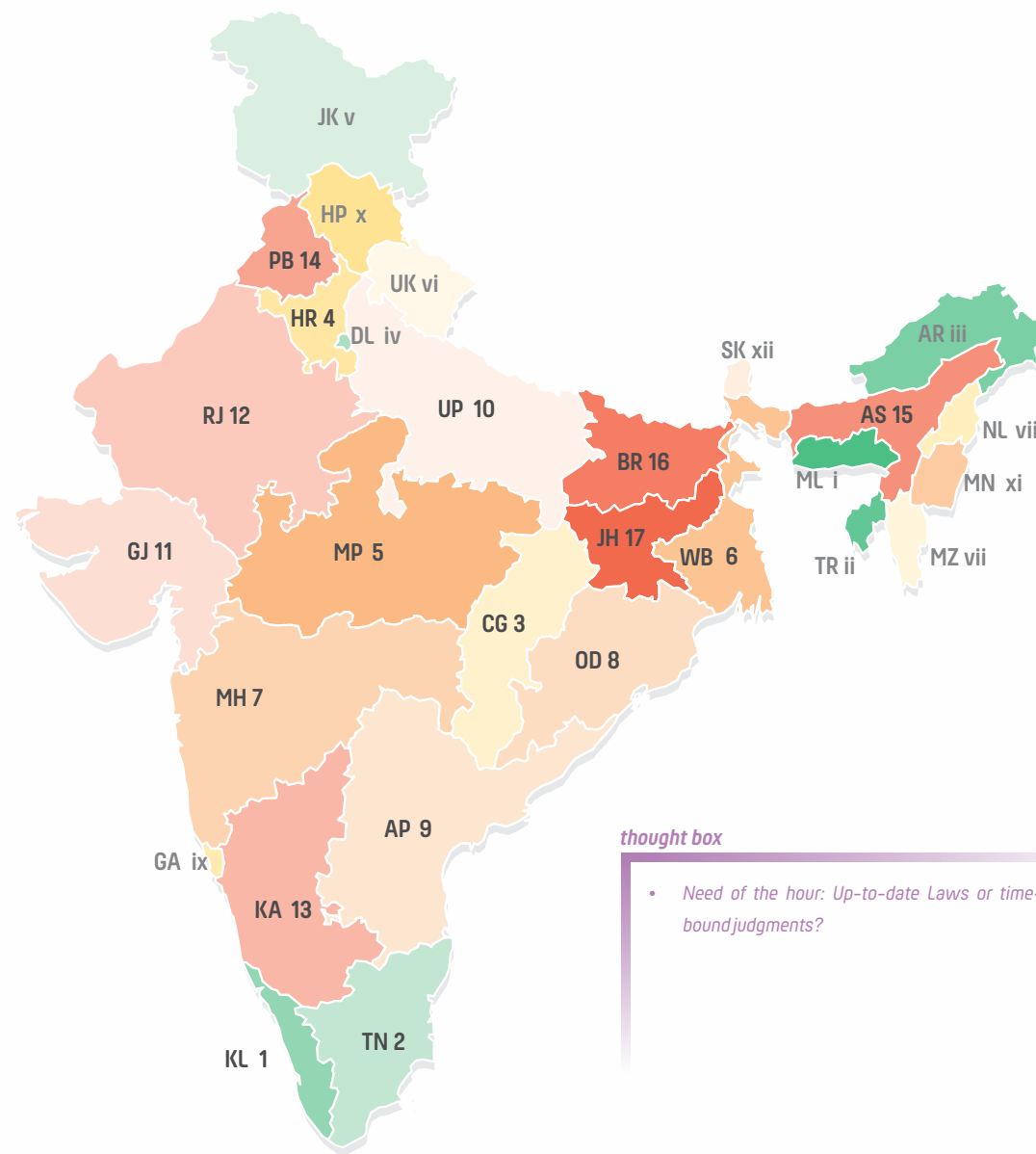
THEME # 6



DELIVERY OF JUSTICE

Rank	Large States	Index	0 ---- scale range ---- 1
1	KL Kerala	0.565	
2	TN Tamil Nadu	0.529	
3	CG Chhattisgarh	0.478	
4	HR Haryana	0.464	
5	MP Madhya Pradesh	0.445	
6	WB West Bengal	0.445	
7	MH Maharashtra	0.442	
8	OD Odisha	0.433	
9	AP Andhra Pradesh	0.421	
10	UP Uttar Pradesh	0.393	
11	GJ Gujarat	0.391	
12	RJ Rajasthan	0.388	
13	KA Karnataka	0.386	
14	PB Punjab	0.376	
15	AS Assam	0.335	
16	BR Bihar	0.327	
17	JH Jharkhand	0.244	

Rank	Small States	Index	0 ---- scale range ---- 1
i	ML Meghalaya	0.727	
ii	TR Tripura	0.625	
iii	AR Arunachal Pradesh	0.597	
iv	DL Delhi	0.551	
v	JK Jammu and Kashmir	0.525	
vi	UK Uttarakhand	0.497	
vii	MZ Mizoram	0.486	
viii	NL Nagaland	0.477	
ix	GA Goa	0.468	
x	HP Himachal Pradesh	0.459	
xi	MN Manipur	0.442	
xii	SK Sikkim	0.414	



thought box

- Need of the hour: Up-to-date Laws or time-bound judgments?

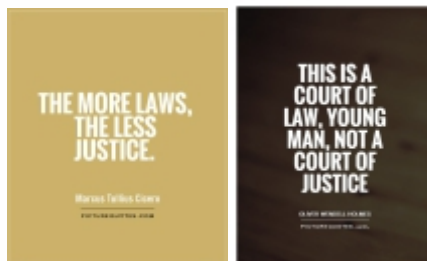
Highest Index value Lowest Index value

"The time is always right to do right" – Nelson Mandela

While we have examined crime and law & order in a separate theme, it would be ideal to also assess the process involved in the delivery of justice in the States of India.

It is not the intention of this report to comment in any manner on the working of the courts, and hence we are restricting ourselves only to two focus subjects, namely the High Courts and the District Courts; here too we shall look at the data pertaining only to the pendency of cases and the vacancies in the posts of the presiding officers. It is well known that there are about three crore cases pending in the various courts of the country. According to data available with the apex court, the number of pending cases with the Supreme Court is about 60,000 as on February, 2015. The data available for the 24 High Courts and lower courts up to the year ending 2013 showed pendency of 44.5 lakhs and whopping 2.6 crores, respectively.

The argument that Indians are generally prone to litigation by nature may not be proven on the basis of hard facts. There may be many systemic reasons for the huge pendency including the manner in which the cases are disposed of so as to avoid mistrial and repeated litigation. However, it is generally understood that the vacancies in the posts of presiding officers in the courts is an important reason for such pendency.



However, this is not to say that measures are not being taken to reduce litigation, both in terms of numbers and pendency. Five states of the country have passed legislation to prevent unnecessary and vexatious litigation. These states include Maharashtra, Goa, Tamil Nadu, Madhya Pradesh and Rajasthan. For example, the Rajasthan Vexatious Litigation (Prevention) Bill, 2015, was passed recently in the State Vidhan Sabha, to cover both civil and criminal cases in the high court and subordinate courts. These measures will surely help in the reduction of litigation. From time to time State and National Law Commissions have done their best to reduce the number of statutes and legislations that have grown outdated with the passage of time. The Modi Government has taken a commendable step by the repealing of 125 obsolete central laws through two notifications in May 2015.

For our study, as already stated, we have identified just two indicators applied with equal weightage to both the High Courts and the district courts as may be seen below:

High court

- Pendency of cases
- Vacancies of presiding officers.

District Courts

- Pendency of cases
- Vacancies of presiding officers.



The data has been aggregated over a three-year period for all of these four indicators to assess whether the pendency and the vacancies of the presiding officers are rising or falling, both at the level of the district courts and the High Courts. Indeed, the Supreme Court

has been monitoring these matters very closely and brings out detailed data on these matters. The High Courts have also been pushing the district and lower courts to perform and dispose of the cases expeditiously. Nevertheless, the number of cases is increasing at a quick pace and the measures attempted to expedite process of delivery of justice are yielding results though slowly.

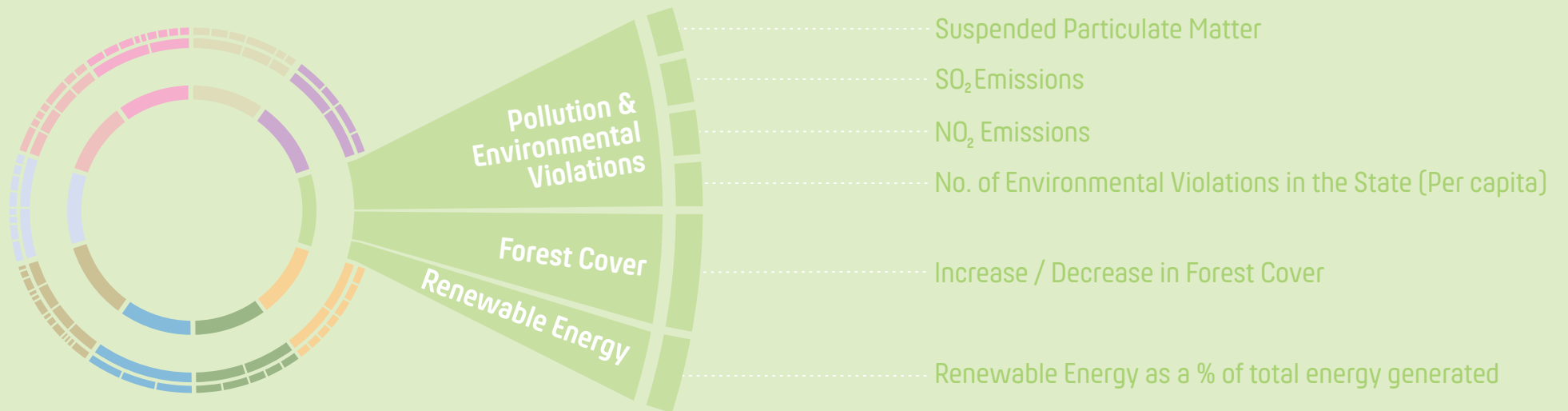
The position that then emerges is as follows:

Kerala, Tamil Nadu, Chattisgarh, Haryana and Madhya Pradesh are at the top amongst the large states, with Assam, Bihar and Jharkhand at the bottom. Amongst the small states, Meghalaya and Tripura are the toppers with Manipur and Sikkim at the bottom.



THEME # 7

ENVIRONMENT



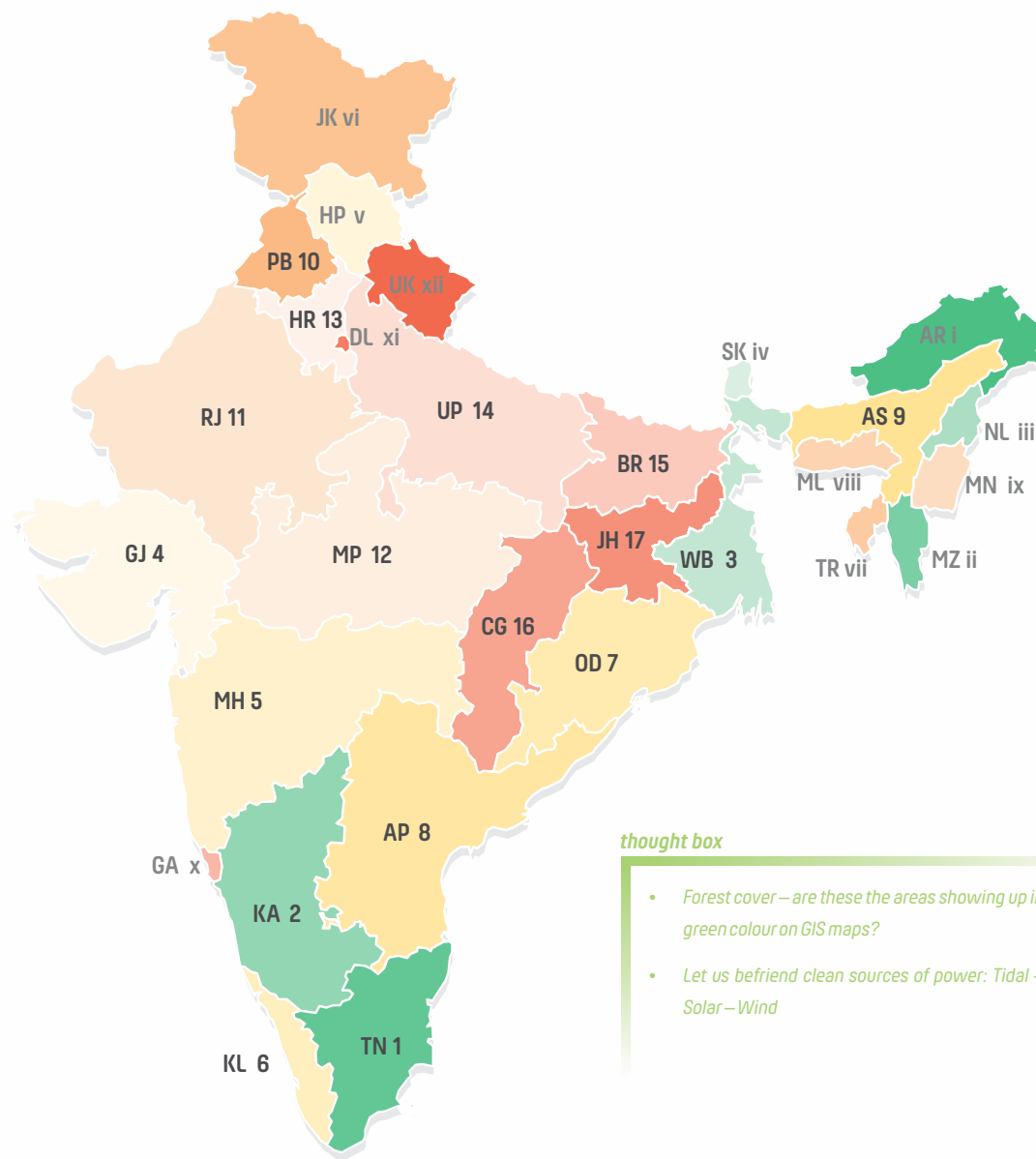
THEME # 7



ENVIRONMENT

Rank	Large States	Index	0 ---- scale range ---- 1
1	TN Tamil Nadu	0.682	
2	KA Karnataka	0.625	
3	WB West Bengal	0.529	
4	GJ Gujarat	0.497	
5	MH Maharashtra	0.484	
6	KL Kerala	0.482	
7	OD Odisha	0.481	
8	AP Andhra Pradesh	0.475	
9	AS Assam	0.473	
10	PB Punjab	0.472	
11	RJ Rajasthan	0.436	
12	MP Madhya Pradesh	0.433	
13	HR Haryana	0.416	
14	UP Uttar Pradesh	0.397	
15	BR Bihar	0.391	
16	CG Chhattisgarh	0.356	
17	JH Jharkhand	0.343	

Rank	Small States	Index	0 ---- scale range ---- 1
i	AR Arunachal Pradesh	0.720	
ii	MZ Mizoram	0.641	
iii	NL Nagaland	0.570	
iv	SK Sikkim	0.527	
v	HP Himachal Pradesh	0.497	
vi	JK Jammu and Kashmir	0.462	
vii	TR Tripura	0.448	
viii	ML Meghalaya	0.445	
ix	MN Manipur	0.442	
x	GA Goa	0.377	
xi	DL Delhi	0.341	
xii	UK Uttarakhand	0.331	



thought box

- Forest cover – are these the areas showing up in green colour on GIS maps?
- Let us befriend clean sources of power: Tidal – Solar – Wind

Highest Index value Lowest Index value

Environmental concerns revolve around issues of water, air, land and human beings and other living creatures and the inter-relationships between them.

India woke up to the realities of environment degradation and the need to focus attention on the same as a result of a series of developments that can be traced to the mid-seventies. In fact, both nationally and globally, growing concern was initially focused on the hazardous impacts of the changing environment on human populations due to anthropogenic activities. This state of alarm arose from the realization that a single-minded pursuit of economic growth had serious consequences for life on the planet.

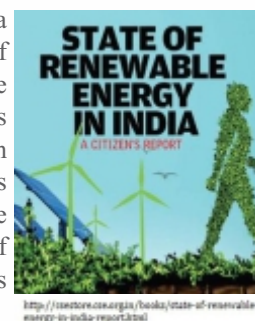
The inclusion of forests as a subject in the Constitution's Concurrent List in 1976 is a significant aspect of the same. India witnessed a spate of new legislations which can be considered as a step towards course correction while pursuing the goals of development. These laws on environment, pollution, wild life, bio-diversity, etc can be interpreted as our national concern for the issues that we have growingly understood and have alarmed us. Amidst the continuing debate of climate change and the recent international agreement at Paris, the significance of environmental concerns that can shape the course of development of a state or a country cannot be overstated.

The current analysis does not intend to go into the rationale why State Governments should necessarily invest in a clean environment and better forest cover, or for that matter the imperative of a conscious policy for promoting sustainable alternative energy. It is assumed that in the context of this comparative study on the levels and quality of governance, there need not be any debate on the subject.

ZERO DEFECT, ZERO EFFECT GOAL		Six laws which are being reviewed:
PANEL'S KEY SUGGESTIONS:		
➤ An umbrella environmental law which will subsume existing legislations and set up central and state-level environment management authorities ➤ Revised application process for environmental clearance: Single-window, unified and time-bound procedure ➤ Special treatment for linear projects, power/mining and strategic border projects ➤ Environmental mapping of the country: Clearly identifying areas where projects can or	- cannot be allowed ➤ Strict penalty provisions for those who break green laws ➤ Authorize officers of Wildlife Crime Control Bureau to file complaints in courts ➤ New systems and procedures for handling municipal solid waste in cities ➤ Setting up a national laboratory for air/water quality ➤ New All India Environment Service (a dedicated pool of officers to man central/state pollution control boards)	➤ Environment (Protection) Act, 1986 ➤ Forest (Conservation) Act, 1980 ➤ Wildlife (Protection) Act, 1972 ➤ The Water (Prevention and Control of Pollution) Act, 1974 ➤ The Air (Prevention and Control of Pollution) Act, 1981 ➤ The Indian Forest Act, 1927

<http://timesofindia.indiatimes.com/photo/46592022.cms>

In this broad theme of Environment, we have placed the spotlight on three focus subjects, namely, air pollution and environmental violations, forest cover, (that is to say whether the green cover in the state is increasing or decreasing and at what rate) and alternative energy as a percentage of the total energy production in the state. The question of air pollution in the context of Delhi and China which has attracted international notice is, therefore, all the more critical in the context of governance. It is necessary to point out here, as already emphasized elsewhere in the report, that the availability of credible data is one of the limiting factors; the six variables identified here do have the requisite credible data base available in the public domain and hence helped us make the final choice. These three focus subjects, and the six identified indicators, should reflect a broad picture of the intent of the state to reduce dependence on hydrocarbons and enhance the production of non-conventional sources of power, as well as the improvement of environmental parameters as a whole.



<http://sectorenergy.in/book/state-of-renewable-energy-in-india-report.html>

The specific indicators are as follow:

Air pollution and environmental violations

- Sulphur dioxide levels
- nitrogen dioxide levels; and,
- suspended particulate matter
- The number of cases of environmental violations registered by the authorities in the states.

There has been much debate recently about the quality of air and steps that can be taken to improve this and hence, these aspects covered in the identified indicators are quite topical and relevant. The recent experiment regulating the number of vehicles in the roads of Delhi by their registration numbers is a bold experiment that has attracted attention.

Forest cover

- The percentage of land under forest cover; its increase or decrease over a three-year period

Alternate Energy

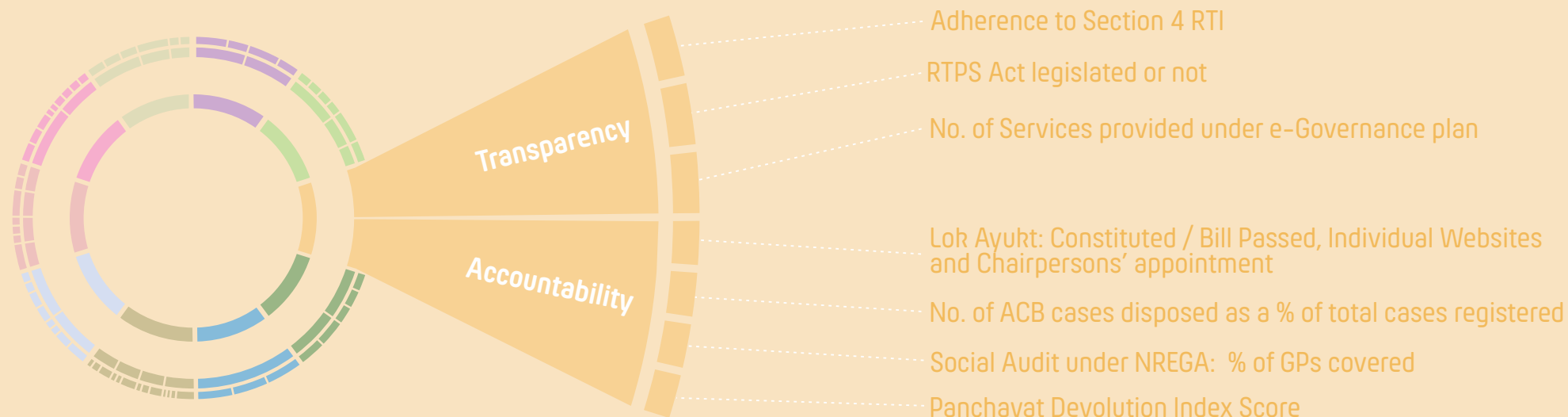
- Non-conventional energy as a percentage of total energy produced in the state

Our findings based on data are as follows:

Tamil Nadu, Karnataka, West Bengal, Gujarat and Maharashtra stand at the top amongst the large states, while Bihar, Chattisgarh and Jharkhand are at the bottom. Within small states, Arunachal Pradesh and Mizoram are at the top, while Delhi and Uttarakhand stand at the bottom.

THEME # 8

TRANSPARENCY AND ACCOUNTABILITY



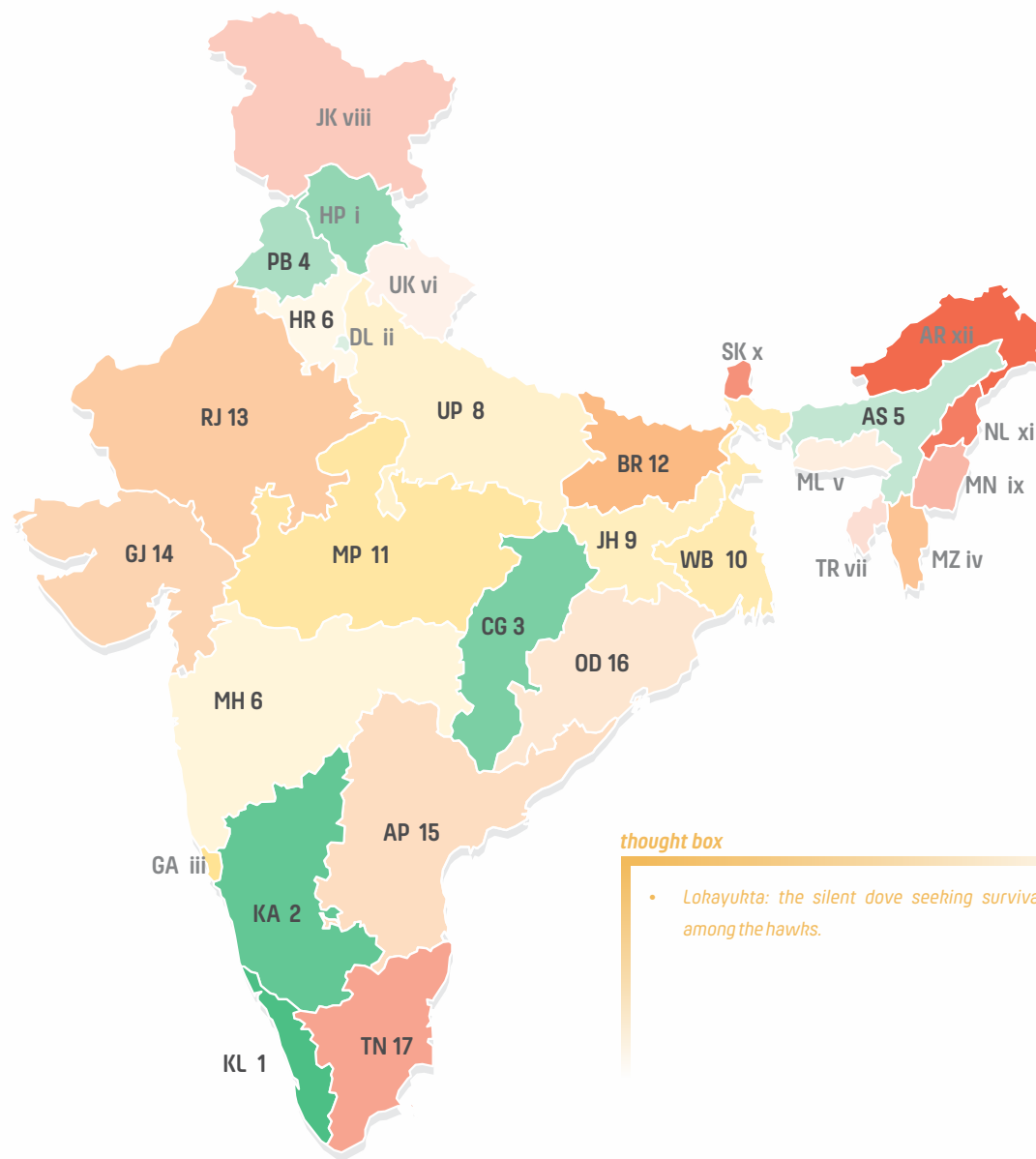
THEME # 8



TRANSPARENCY AND ACCOUNTABILITY

Rank	Large States	Index	0 ---- scale range ---- 1
1	KL Kerala	0.757	
2	KA Karnataka	0.714	
3	CG Chhattisgarh	0.694	
4	PB Punjab	0.663	
5	AS Assam	0.648	
6	HR Haryana	0.627	
7	MH Maharashtra	0.609	
8	UP Uttar Pradesh	0.604	
9	JR Jharkhand	0.602	
10	WB West Bengal	0.584	
11	MP Madhya Pradesh	0.571	
12	BR Bihar	0.513	
13	RJ Rajasthan	0.479	
14	GJ Gujarat	0.469	
15	AP Andhra Pradesh	0.445	
16	OD Odisha	0.442	
17	TN Tamil Nadu	0.312	

Rank	Small States	Index	0 ---- scale range ---- 1
i	HP Himachal Pradesh	0.674	
ii	DL Delhi	0.646	
iii	GA Goa	0.545	
iv	MZ Mizoram	0.513	
v	ML Meghalaya	0.436	
vi	UK Uttarakhand	0.423	
vii	TR Tripura	0.418	
viii	JK Jammu and Kashmir	0.416	
ix	MN Manipur	0.350	
x	SK Sikkim	0.249	
xi	NL Nagaland	0.224	
xii	AR Arunachal Pradesh	0.087	



thought box

- Lohayukta: the silent dove seeking survival among the hawks.

Highest Index value Lowest Index value

The theme of transparency and accountability as a measure of governance is vital in the general perception of an informed citizen. These two concepts have an identity beyond the normal expectations of economic growth and the well-being of its citizens. With the opening up of the offices of the government to the provisions of the Right to Information Act (RTI), there has been a sea change in the manner in which ordinary citizens view government. It is now considered their inviolable right that important policy decisions, and the manner in which they are taken, are available for public scrutiny. And while both bureaucrats and politicians openly express their reservations in this matter, it is a truth universally acknowledged that the Act has brought about some change in the practice of governance. Undoubtedly, the looming presence of the television, as well as wide-spread use of social media has added to the requirement that government maintains the required openness in its working.

RTI officials within right to info reach!

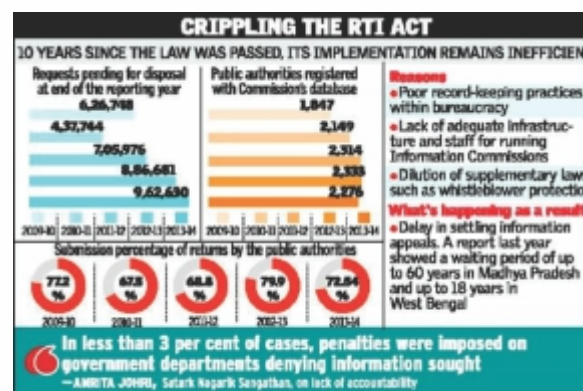
FAIR GETS FAIRER as chief election commissioner allows inspection of files related to complaints filed under RTI Act



<http://www.topnews.in/files/RTI.jpg>

It needs to be mentioned that there are several legislative and other measures that are ongoing in the country, both at the national level as well as the levels of the States, to enhance transparency in the public administration. The citizen charters announced in Central Government Ministries as well as in many States express the specific commitment of the government to improving the quality of timely public services providing services to the citizens within a certain specific time frame. While these charters do not create any new legal rights they certainly help in enforcing the existing rights of citizens. As in the Union Government, many States have also implemented the system of Chief Vigilance Commissioners and Vigilance Officers in sensitive departments to keep a watch on the working of its own officers and to address complaints by the public regarding alleged corrupt practices. Many States have also legislated Transparency Acts to ensure openness and objectivity in the procurement of public goods. The Whistle

Blowers Protection Act of 2011 is intended to protect citizens who make a disclosure on allegations of corruption against public servants and to conduct the enquiry into such complaints in an objective manner. It is conceded that it is well-nigh impossible to make an objective comparison between the States on the measures adopted by them in this sensitive area to promote transparency and accountability. Accordingly, some selected indicators will have to suffice to meet our objective.



http://www.thehindu.com/india/media/dynamic/02468/TH16_RTI_Col.jpg_2468393.jpg

Note: The data and numbers as shown in images and charts from external sources may not match PAI findings.



"Let's never forget that the public's desire for transparency has to be balanced by our need for concealment."

content/uploads/2015/03/transparency_cartoon2.jpg

The theme has two focus subjects, namely transparency and public accountability. Their indicators are follows:

Transparency includes

- Adherence to Section 4 RTI
- whether the Right to Public Services Act has been legislated or not
- The number of services provided in the States on a digital platform under the e-Governance plan.

Openness in the government is a much cherished attribute and a sure indicator of the quality and level of governance. The days of the Official Secrets Act are over. Conscious measures taken by the governments to dispel distrust are appreciated by the citizens. The RTI Act, though much questioned by government officers and political persons, has provided the right incentive to citizen groups to force open many matters that may have remained secret. The Act is a path-breaking step taken some years ago and is a game changer. Voluntary disclosure by the Ministries and the Departments under Section 4 of the Act reveal the commitment of these bodies to openness in the government. In the same fashion, many States have now implemented the Right to Public Services Act, which makes access to public services a right of the citizens and justifiable in court. The fact that the Government has placed many of its services in the public domain which can be accessed through the internet without human interface (read the absence of graft) is a step towards making citizens stake holders, in the actual sense, in the government.

MARUTI SUZUKI presents an initiative by THE TIMES OF INDIA

I LEAD INDIA RTI DAY
OCTOBER 25th

YOU DON'T HAVE TO REVOLT TO START A REVOLUTION

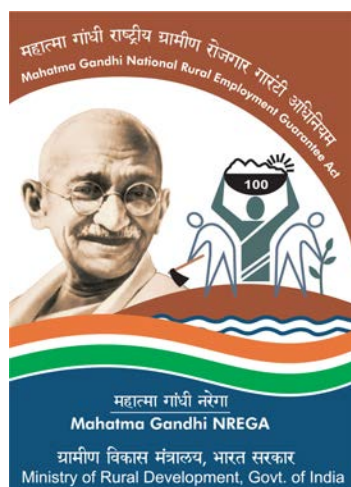
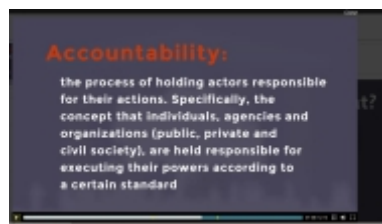
"Weren't these damn potholes supposed to be filled by now?"
We all have questions we'd like to ask the authorities.
"Is that decrepit building next to yours even legal?"
Often, they make us angry, get us agitated, and yet leave us, unanswered.
"Yaar, why the hell is my passport taking so long to arrive?"

Nothing wrong with what we are asking. After all, it's only when we can question and correct wrongs that true change will come about. But is anger and agitation the only way to go about changing things? The answer is no. The Right to Information Act (RTI) is a powerful tool meant for citizens to seek factual information about issues that directly impact them.

It empowers each of us to influence the way we are governed, by asking even uncomfortable questions civilly, in a structured manner. Become an RTI activist. I Lead India will give you the required platform. File an RTI application on an issue of critical importance to you on the 25th of October, RTI Day. You'll have made yourself heard, without raising your voice.

NATIONAL CAMPAIGN FOR PEOPLE'S RIGHT TO INFORMATION

The I Lead India RTI Day initiative seeks to spread awareness of the impact, process and nuances of the Right to Information Act, empowering citizens to understand the functioning of government authorities, across levels. Participate in the RTI workshop in your city and get your queries answered by activists. For more information visit www.ileadindia.com



The focus subject of **Accountability** includes the following specific indicators:

- The Lok Ayukt office in terms of the enactment of the statute, the maintenance of its website and the appointment of the Lok Ayukt himself
- Cases registered against public servants by the Anti-Corruption Department and disposed of
- Social audit through the statutory provisions under the MNREGA to curb unfair practices of misappropriation of funds
- The Panchayat Devolution Index which looks at the depth of devolution of funds, functions and functionaries by the States to the Panchayat Raj Institutions in compliance with the 73rd Constitutional amendment

Public Accountability is difficult to capture and we can only search for imperfect proxies to reflect the practice of the same in the States of India. In this connection we have identified the above indicators, partly because data is available in the public domain for the same. Most of the States do indeed have the Lok Ayukt Act in place, but whether the Lok Ayukt has, in fact, been appointed and is functioning, including the activities revealed through a website in the public domain, would make interesting comparisons. In the same vein, the working of the Anti-Corruption Department and the alacrity with which cases are detected and disposed of in the courts is a good indicator of how serious the States are in tackling graft.

Similarly, it is interesting to note that the MNREGA is perhaps the only piece of legislation which provides within its framework a system of social audit to be actually carried out as a part of its implementation. A State-wise picture would reveal how serious the State is to involve the community in an audit of the physical assets created under the programme.

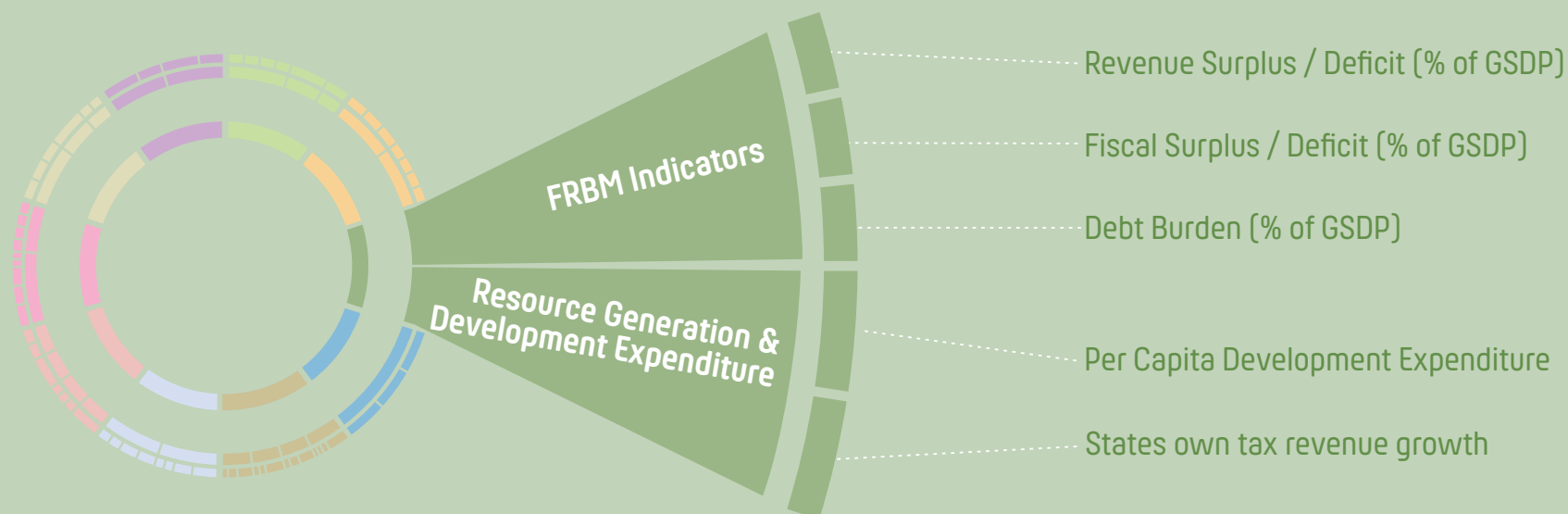
And finally, this study also examines the great experiment carried out to achieve the goal of participatory development by involving the local bodies, rural and urban, in development activities by amending the Constitution through the 73rd Constitutional Amendment. The apprehension is that it is more of lip service than actual devolution of funds, functions and functionaries. The Government of India has evolved an index to assess the depth of such devolution and the Panchayat Devolution Index is being utilised as a part of the focus subject of Public Accountability.

The position that emerges is as follows: Kerala, Karnataka, Chattisgarh, Punjab and Assam stand at the top of the country amongst the large states, while Andhra Pradesh, Odissa and Tamil Nadu are at the bottom. Amongst small states, Himachal Pradesh and Delhi top the list with Nagaland and Arunachal Pradesh at the bottom.



THEME # 9

FISCAL MANAGEMENT



THEME # 9

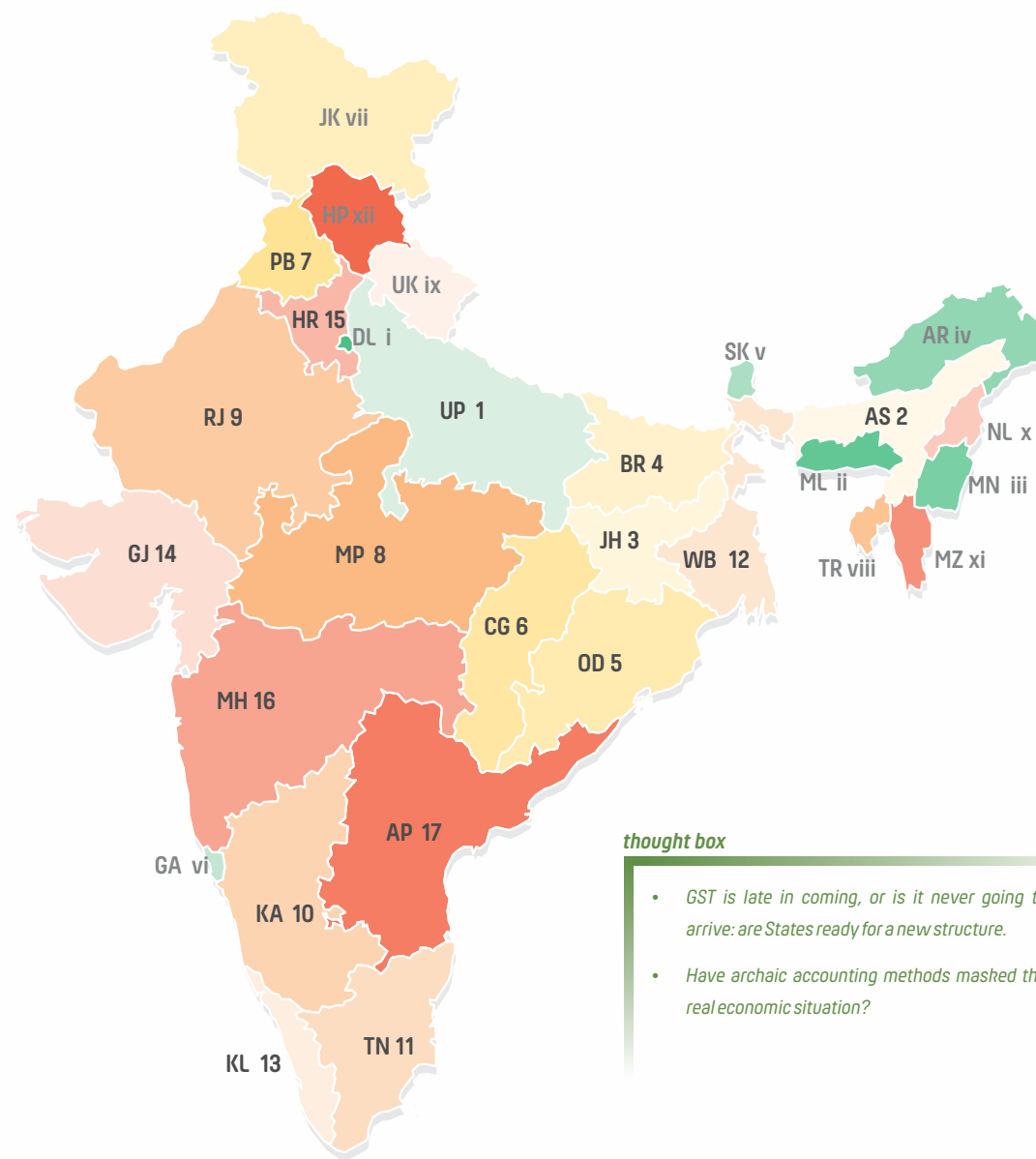


FISCAL MANAGEMENT

Rank	Large States	Index	0 ---- scale range ---- 1
1	UP Uttar Pradesh	0.494	
2	AS Assam	0.490	
3	JH Jharkhand	0.483	
4	BR Bihar	0.473	
5	OD Odisha	0.469	
6	CG Chhattisgarh	0.455	
7	PB Punjab	0.454	
8	MP Madhya Pradesh	0.450	
9	RJ Rajasthan	0.433	
10	KA Karnataka	0.427	
11	TN Tamil Nadu	0.426	
12	WB West Bengal	0.425	
13	KL Kerala*	0.425	
14	GJ Gujarat*	0.421	
15	HR Haryana	0.410	
16	MH Maharashtra	0.393	
17	AP Andhra Pradesh	0.331	

Rank	Small States	Index	0 ---- scale range ---- 1
i	DL Delhi	0.567	
ii	ML Meghalaya	0.557	
iii	MN Manipur*	0.554	
iv	AP Arunachal Pradesh	0.538	
v	SK Sikkim	0.517	
vi	GA Goa*	0.506	
vii	JK Jammu and Kashmir	0.472	
viii	TR Tripura*	0.435	
ix	UK Uttarakhand	0.423	
x	NL Nagaland	0.419	
xi	MZ Mizoram*	0.347	
xii	HP Himachal Pradesh*	0.248	

Note: '*' sign indicates that GDP figures for 2014-15 are not available



thought box

- GST is late in coming, or is it never going to arrive: are States ready for a new structure.
- Have archaic accounting methods masked the real economic situation?

Highest Index value Lowest Index value

“State tax should be such which should not prove to be a burden on the subject: the King should behave like those bees which collect honey without causing harm to the tree”. Chanakya.

This theme is of paramount importance in the achievement of the long term goals of development and strengthening of the economy. The severe financial crisis that the country faced in the pre-1991 days led to new policies and deregulation as well as opening up of the economy. Emphasis was thereafter placed on more efficient fiscal management at the Central government level and at the level of the States. Ultimately in 2003, legislation was brought in through the Fiscal Responsibility and Budget Management Act, 2003 (FRBMA) to institutionalise financial discipline, reduce India’s fiscal deficit, improve macroeconomic management and the overall management of the public fund. Elimination of revenue deficit and thereafter, building up revenue surpluses as well as the reduction of fiscal deficit to manageable 3% of the GDP, became objectives of the Act, along with phased reduction of debt burden.

There are two focus subjects in this overall theme of Fiscal Management; namely, the **FRBM compliance** and aspects related to **mobilization of tax revenue and per capita development expenditure**. In this study we are evaluating all these three basic FRBM Act indicators as being achieved by the States. Figures for the last three years have been accessed to delineate the path being adopted by each of the States to achieve the objectives of the FRBM Act. It is laudable that most of the States have adhered to the rigour of the FRBM Act and are in revenue surplus, whereas many of the states are well within the prescribed fiscal deficit limits. The burden of debt as a percentage of the GDP is also slowly being brought down over the years. The days of financial indiscipline and profligacy, it seems, are over.

“Foul cankering rust the hidden treasure frets, but gold that’s put to use more gold begets”. William Shakespeare from 'Twelfth Night, or what you will'.

The indicators described above are captured below:

FRBM compliance

- a. Revenue deficit as a percentage of SGDP
- b. Fiscal deficit as a percentage of SGDP
- c. Debt burden as a percentage of SGDP

Tax and Development Expenditure

- a. States own tax revenue growth. It may be recalled that tax growth is a critical measurement to assess the fiscal path that each State has adopted and is often used as a criterion to incentivize the States by the Government of India.
- b. Per capital development expenditure as assessed by the Plan expenditure of the State normalized by the population of that State as in 2011

With better financial management imposed on the States through the operation of the Act, there is greater availability of resources to enable the states to carry out ambitious developmental plans. The size of the annual plans of the States, as approved by the Planning Commission in the last decade, gives a good indication about the same. Accordingly, the indicator of per capita developmental expenditure is a reasonably robust indicator to evaluate the path that the State has embarked upon to make the lives of its citizens better.

To the average citizen, the performance of the State in this theme may not be of much relevance except for the impact that it brings on the taxes he has to pay. However, as a stakeholder in the overall development of the state, the manner in which the state machinery exercises financial discipline and mobilizes resources

so as to achieve its developmental goals is certainly a matter for any concerned citizen to be interested in.

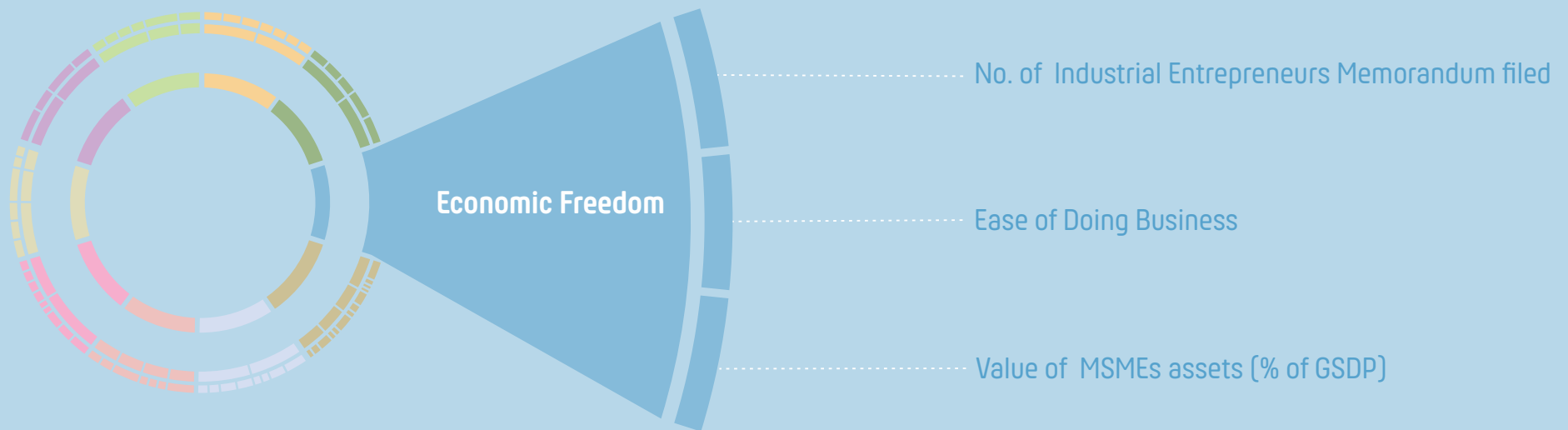
It is important to point out here that we are looking at not merely the classical parameters of financial management as embodied in the FRBMA but are combining these with the expenditure made by each state for the welfare of its citizens. This is a unique study where weightage has been assigned not merely to the efficiency with which the management of its finances are being carried out, as also the benefits of that financial management in developmental expenditure depicted as per capita spending.

The comparison of the larger states on fiscal management reveals Uttar Pradesh, Assam, Jharkhand, Bihar and Odisha at the top with Maharashtra and Andhra Pradesh at the bottom. It may raise some eyebrows as to how Uttar Pradesh stands at the top of the list of large states. It may also be surprising that Maharashtra and Andhra Pradesh are at the bottom of the list of large states. In this connection it may be recalled that we are looking at the performance of the states over a three-year period so as to measure improvement or decline. It is in the context of the efforts made by the State over this period that this position emerges.

Amongst smaller states, it is Delhi and Meghalaya at the top with Mizoram and Himachal Pradesh at the bottom.

THEME # 10

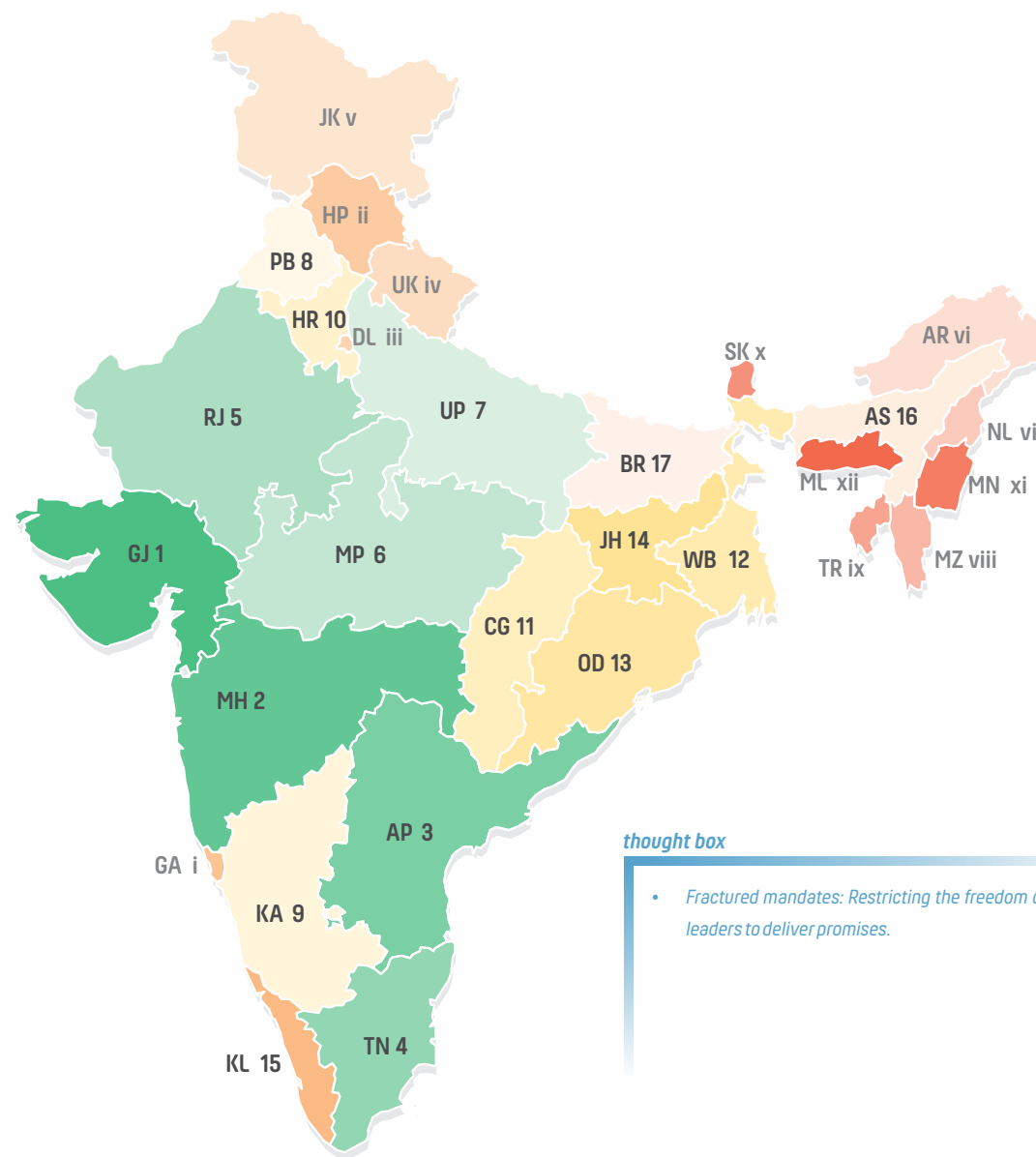
ECONOMIC FREEDOM





Rank	Large States	Index	0 ---- scale range ---- 1
1	GJ Gujarat	0.890	
2	MH Maharashtra	0.610	
3	AP Andhra Pradesh	0.532	
4	TN Tamil Nadu	0.443	
5	RJ Rajasthan	0.436	
6	MP Madhya Pradesh	0.384	
7	UP Uttar Pradesh	0.375	
8	PB Punjab	0.366	
9	KA Karnataka	0.358	
10	HR Haryana	0.345	
11	CG Chhattisgarh	0.345	
12	WB West Bengal	0.337	
13	OD Odisha	0.331	
14	JH Jharkhand	0.328	
15	KL Kerala	0.252	
16	AS Assam	0.125	
17	BR Bihar	0.121	

Rank	Small States	Index	0 ---- scale range ---- 1
i	GA Goa	0.226	
ii	HP Himachal Pradesh	0.210	
iii	DL Delhi	0.201	
iv	UK Uttarakhand	0.172	
v	JK Jammu and Kashmir	0.157	
vi	AR Arunachal Pradesh	0.111	
vii	NL Nagaland	0.089	
viii	MZ Mizoram	0.075	
ix	TR Tripura	0.055	
x	SK Sikkim	0.034	
xi	MN Manipur	0.034	
xii	ML Meghalaya	0.031	



thought box

- Fractured mandates: Restricting the freedom of leaders to deliver promises.

Highest Index value Lowest Index value

"Pennies don't fall from heaven; they have to be earned here on earth." Margaret Thatcher

This final theme has been selected to assess the vigour of the State in pushing the economic growth agenda. Admittedly, the particular circumstances of a State in this regard may depend on its local resources, its geographical situation and indeed the overall economic environment of the country as a whole. Nevertheless, there is much that a State can do to encourage investment, simplify laws, and generate a positive atmosphere to encourage potential investors. The argument has been held that there is a correlation between economic freedom and the well-being of the citizens. Admittedly, there are different kinds of freedom such as political freedom, the freedom of the individual and so on. But it is our contention that when economic freedom as a critical theme is included in the matrix of other themes, along with the interplay of specific variables, the overall picture should prove to be an interesting study, where comparisons and contrasts can be made about a particular state vis-à-vis the others.

The Cato study, exclusively looked at economic freedom and examined three aspects, namely the size of government with reference to expenditures, taxes and enterprises; the legal structure and security of property rights; and finally, the regulation of labour and business. In the PAI study, economic freedom is but one of the ten themes identified and hence we have sought to restrict ourselves to those variables which can serve to depict the nature of the freedom extended by the state towards businesses.



Cato study reports. *Economic Freedom of the States of India* - by Bibek Debroy, et al.

These are the three focus subjects identified for this purpose, with the same three also functioning as indicators:

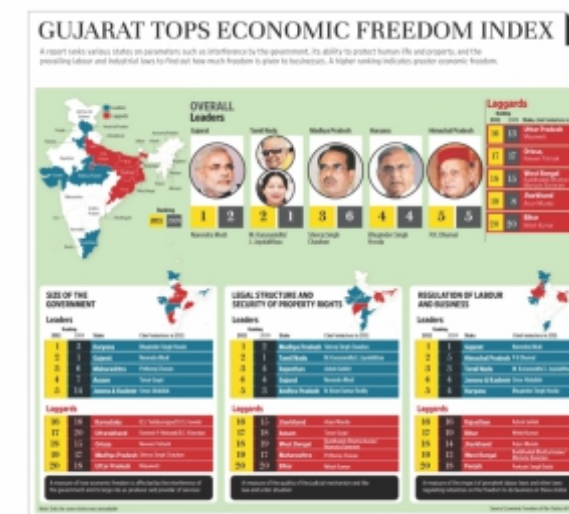
- The ease of doing business as demonstrated by the recent World Bank report that ranks the states in this regard. We have adopted their findings with no changes at all.
- The number of Industrial Entrepreneurship Memoranda filed in the State has also been identified as this indicates the serious intent of the industrialist to make investment in the State concerned. This will be a better indicator than MoUs signed for obvious reasons.
- It is our contention that the promotion of SMSEs (small and medium scale enterprises) is a good indicator of the economic environment in the States. The valuation of the fixed assets of SMSEs (duly standardized as a percentage of the State GDP) is critically relevant. The dependence of the state on very large or mega industries, though important, does not reveal the depth or spread of industrialization in the State. The SMSEs, however, are more dispersed over the hinterland of the States while at the same time, also employing larger number of persons, both from rural and semi-urban backgrounds. High levels of technical skill may not be as critical to the sector as in the heavy or large industrial sector.

The focus subjects themselves are the indicators in this theme. The results of our detailed examination are as follows:

The findings reveal, as expected, that the major industrial and manufacturing states of Gujarat, Maharashtra, Andhra Pradesh, Tamil Nadu and Rajasthan stand at the top of the list in that order. Kerala, Assam and Bihar are at the bottom. Amongst the small states, Goa and Himachal Pradesh are at the top while Manipur and Meghalaya are at the bottom. ■



http://articles.economictimes.indiatimes.com/2015-01-17/news/58175336_1_prime-minister-narendra-modi-pm-modi-all-round-development



<http://img1.www.bhaskar.com/LiveMedia/Period1/2015/11/16/Photos/gujarat-economic-freedom-1520x1024.jpg>

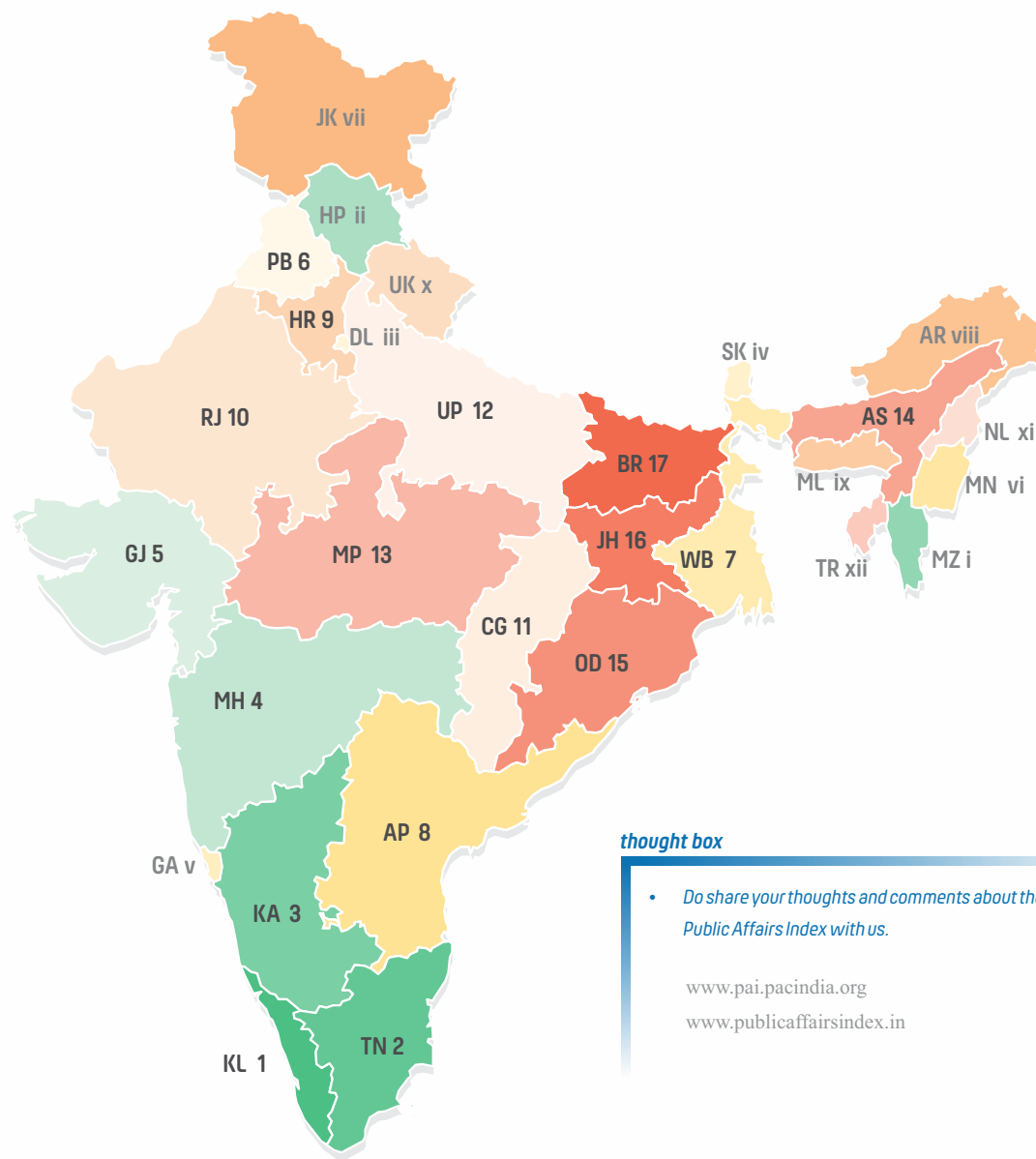
Note: The data and state wise rankings as shown in images and visualisation may not match PAI findings as period, indicators, methodology may differ.

PAI SCORE AGGREGATED RANKING



Rank	Large States	Index	0 ---- scale range ---- 1
1	KL Kerala	0.5675	
2	TN Tamil Nadu	0.5498	
3	KA Karnataka	0.5470	
4	MH Maharashtra	0.5356	
5	GJ Gujarat	0.5348	
6	PB Punjab	0.5332	
7	WB West Bengal	0.5050	
8	AP Andhra Pradesh	0.4991	
9	HR Haryana	0.4810	
10	RJ Rajasthan	0.4733	
11	CG Chhattisgarh	0.4722	
12	UP Uttar Pradesh	0.4610	
13	MP Madhya Pradesh	0.4521	
14	AS Assam	0.4459	
15	OD Odisha	0.4421	
16	JH Jharkhand	0.3886	
17	BR Bihar	0.3703	

Rank	Small States	Index	0 ---- scale range ---- 1
i	MZ Mizoram	0.5428	
ii	HP Himachal Pradesh	0.5389	
iii	DK Delhi	0.5080	
iv	SK Sikkim	0.5075	
v	GA Goa	0.5072	
vi	MN Manipur	0.4998	
vii	JK Jammu and Kashmir	0.4883	
viii	AR Arunachal Pradesh	0.4877	
ix	ML Meghalaya	0.4842	
x	UK Uttarakhand	0.4786	
xi	NL Nagaland	0.4591	
xii	TR Tripura	0.4531	



thought box

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A ranking of the Indian states on Governance

Well-being is multidimensional

To define what well-being means a multidimensional definition has to be used. Based on economic research and a number of concrete initiatives developed around the world.

...the following key dimensions [that] should be taken into account. At least in principle, these dimensions should be considered simultaneously.

- i. Material living standards (income, consumption and wealth);
- ii. Health;
- iii. Education;
- iv. Personal activities including work;
- v. Political voice and governance;
- vi. Social connections and relationships;
- vii. Environment (present and future conditions);
- viii. Insecurity, of an economic as well as physical nature

All these dimensions shape people's well-being, and yet, many of them are missed by conventional income measures.

[Mis-measuring our lives: Why GDP doesn't add up. The report by the Commission on the Measurement of Economic Performance and Social Progress. By Joseph Stiglitz, Amartya Sen and Jean-Paul Fitoussi.]

The PAI Index: Summation of the report

The aggregation of the ten themes comprising the 25 focus subjects and the 68 indicators should reveal a picture of the comparative levels and quality of governance in the States of India. It may be argued, and with much justification, that the choice of the indicators as well as the weightage assigned to them may distort the picture as it emerges: a small percentage change in any one of them may result in major variations in the subject-wise ranking as well as the final ranking of the States of India.

It is our contention that when arriving at the matrix we have decided upon, the element of subjectivity is limited to the identification of the indicators which themselves stood the test of scrutiny. The question asked at each stage of the identification of the indicators was: are they irrelevant or are they crucial to evaluate the levels and quality of governance. If they are indeed relevant, the comparative weightage assigned to them should not be completely whimsical or irrational, but should reflect the magnitude of importance of the variable in the evaluation of the levels and quality of governance in the theme identified.

The apprehension has also been raised that such a mix of various and diverse themes, focus subjects and indicators, when aggregated, may not reflect the true nature of governance in the states of India, but shall only function as a palette of discrete colours with no overarching or unifying concept to merge them into an integrated whole. While we see the sense in this argument, PAC is also of the view that from the perspective of the informed reader, depiction of all the elements into a unified matrix with suitably reasoned

weightages will portray a composite picture that will not be far from the truth. It will also assist the states themselves to go into the analysis of the ranking and raise arguments on why the methodology is erroneous. We welcome such criticism so as to help us further hone our report in successive years. Alternatively, the report shall function as an incentive for the states to further improve their performance where such improvement is possible.

It is now increasingly accepted that GDP or per capita income alone cannot reflect the well-being of the people. The indices to assess governance, or for that matter, the well-being of the citizens of the country or the States, will necessarily have to be a mix of many factors. Indeed, the larger the number of indicators, the more comprehensive would be the assessment. But in practical terms, PAC has identified these ten themes we have discussed in the preceding chapters and assigned the weightages to the focus subjects and the indicators in a manner we hope stands justified in the evaluation of the same. We gain strength in this approach from a perusal of the seminal report written by Joseph Stiglitz, Amartya Sen and Jean Paul Fitoussi, submitted to the French Government in 2010 (pl see box) where the authors attempted to comprehensively list out the factors contributing to well-being.

Dimensions of well-being



Developed from report of the 'Sarkissay Commission' on the Measurement of Economic Performance and Social Progress by Professor Joseph E. Stiglitz, Professor Amartya Sen and Professor Jean-Paul Fitoussi

The overall summation on the basis of the data we have collected and analyzed covering the ten broad themes reveals the following ranking of the States of India, segregated into big and small states.

Kerala stands at the top of the country, both amongst large and small states. The balancing of all the ten themes, including economic, social, infrastructure and other aspects of governance, has given an edge to this small coastal state. The social balance in the population in terms of religious groups and the high place that it has traditionally accorded to women, the huge advancements made in the areas of health and education, the accessibility of the State to influences from across the seas, the slant in political environment towards a leftist and socialistic economy, etc have all contributed to the special nature of the social and economic backdrop against which the people of the State have evolved. The Kerala model of development, as it is popularly known, has its own unique position in the polity of this country.

Tamil Nadu and Karnataka at ranks 2 and 3 respectively, have also received the advantage of the mix of variables selected for this study and thereby reinforce the idea of two India's with a North-South divide splitting the states into two clearly demarcated halves reflecting the quality of governance in the country. Maharashtra and Gujarat, with ranks at 4 and 5 respectively, follow: with economic strength and financial prowess, they have wrested for themselves positions among the top states of the country. Significantly, as opposed to the Kerala model of development, the contrasting model of development of Gujarat, while still significant in the ranking of the states, falls below the top states because of the comparatively lesser rank it holds in certain social indicators. The combination of the matrix of indicators

identified for such ranking, which gives high importance for social and human factors as well, has pushed Gujarat down from the topmost ranks amongst the states.

Amongst the small states, Mizoram, Himachal Pradesh, Delhi and Sikkim stand at the top. Over the years, Himachal Pradesh and Sikkim have shown their increasing capacity to perform well in crucial areas of governance, including education and health. A consistent approach to governance has yielded dividends to these states over time.

While the results indicated above, we hope, would be debated hotly, it would be relevant to see if we can identify certain emerging themes or patterns arising out of our study. One such emerging subject is the importance of the human and social factors that contribute to the well-being of the citizens. An inter-relationship between economic growth and social development also seems to have clearly emerged. It has been noted that states that do well in health also almost necessarily do well in education as well, as also in issues related to the well-being of women. For example, Kerala stands at the top of the large states when both health and education are concerned. So also, in the broad theme of the welfare of women and children, Kerala is at the top. The fact that in the aggregated summation of all ten themes too Kerala occupies the top position may be a pointer that in overall governance evaluation, human development, especially in health, education and women's issues, plays a big role in aiding the state concerned to achieve top ranking. Social empowerment has spin-off effects in the overall economy and this relationship should empower and motivate the states to strive for better achievement in other sectors as well.

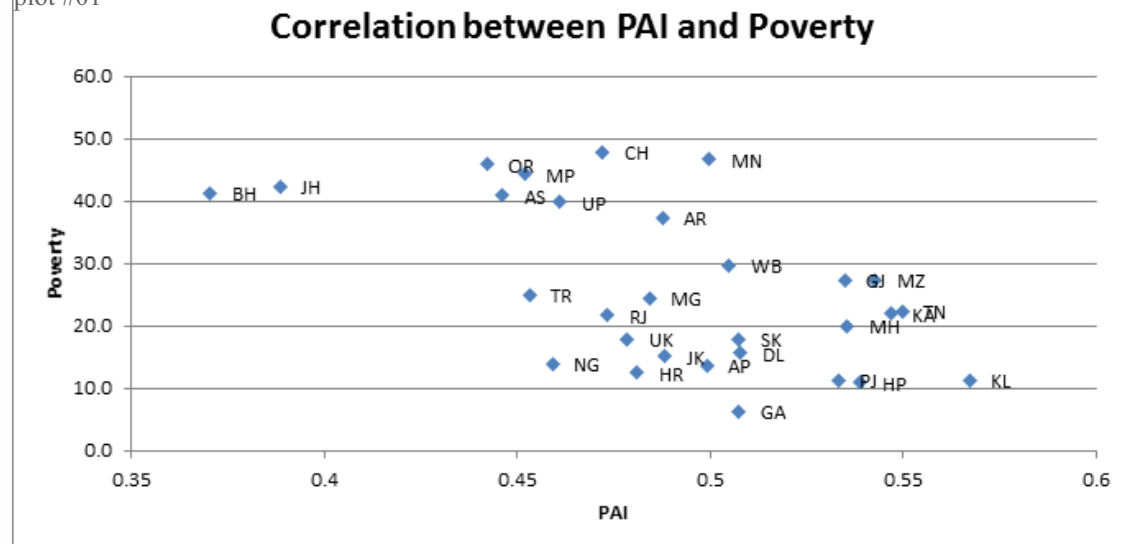
Insights: PAI and other developmental indices

The following section is a comparative analysis of the PAI with other globally accepted developmental indicators. This comparison is essential for two reasons: One, it is necessary to observe how PAI falls in line/differs from the generally accepted indicators of development. Secondly, this exercise will provide a much needed direction for enquiry into the linkage between governance and development in the future. Scatter diagrams have been plotted with PAI on the Horizontal (X) Axis and the other indices/variables on the Vertical (Y) Axis.

The purpose of such comparisons is not to validate the PAI methodology. PAI has its own unique mix of variables which capture key elements of governance in measurable data available in the public domain. However, this comparative exercise is simply to satisfy an objective curiosity to compare PAI findings with other internationally accepted indices. The findings have been indicated herein: it is left to the reader to interpret the same.

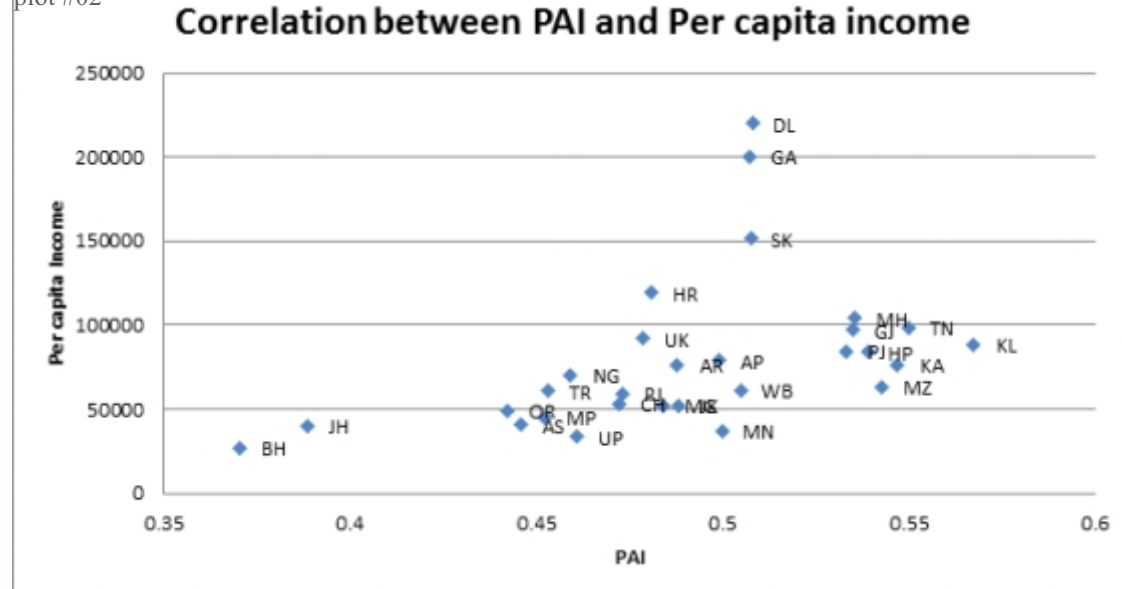
Insights: PAI and other developmental indices

plot #01



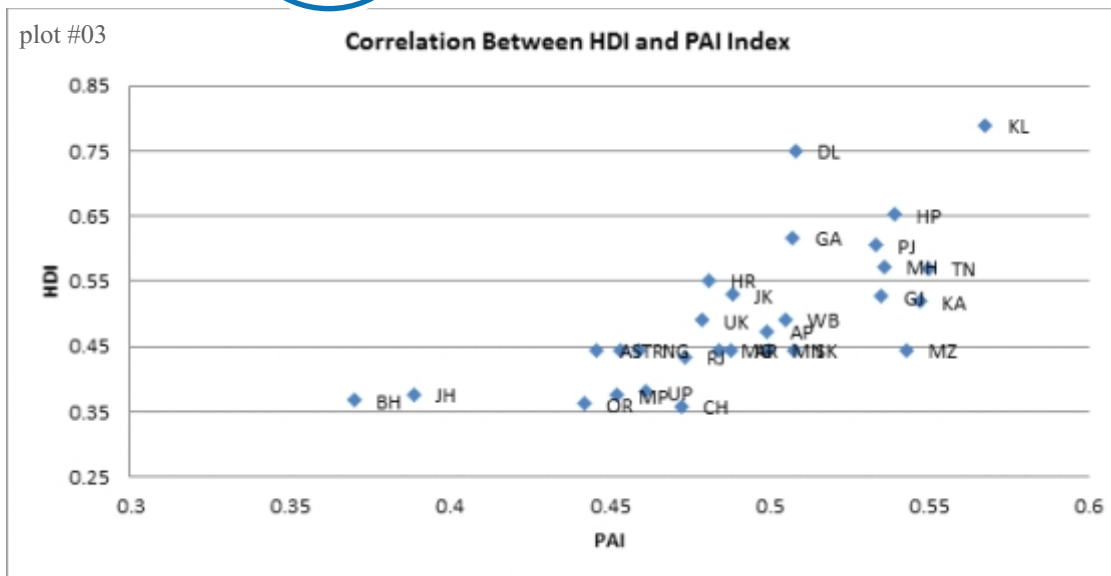
The plot #01 traces the correlation between the PAI and the Poverty estimates of Indian States. The poverty estimates are based on the latest Rangarajan Committee report. On first sight, it can be observed that there is a negative relation between poverty and PAI. It is seen that as one moves to the right of the horizontal axis (which means an increase in PAI score), the poverty levels seem to fall. States like Bihar and Jharkhand which rank very low on the PAI are also characterised with high poverty levels. On the contrary Kerala, Himachal Pradesh, Tamil Nadu, Maharashtra and Punjab which in relative terms have lower poverty levels are seen to score high on the PAI. With a correlation coefficient of -0.56976, one can say that poverty and PAI are moderately correlated.

plot #02

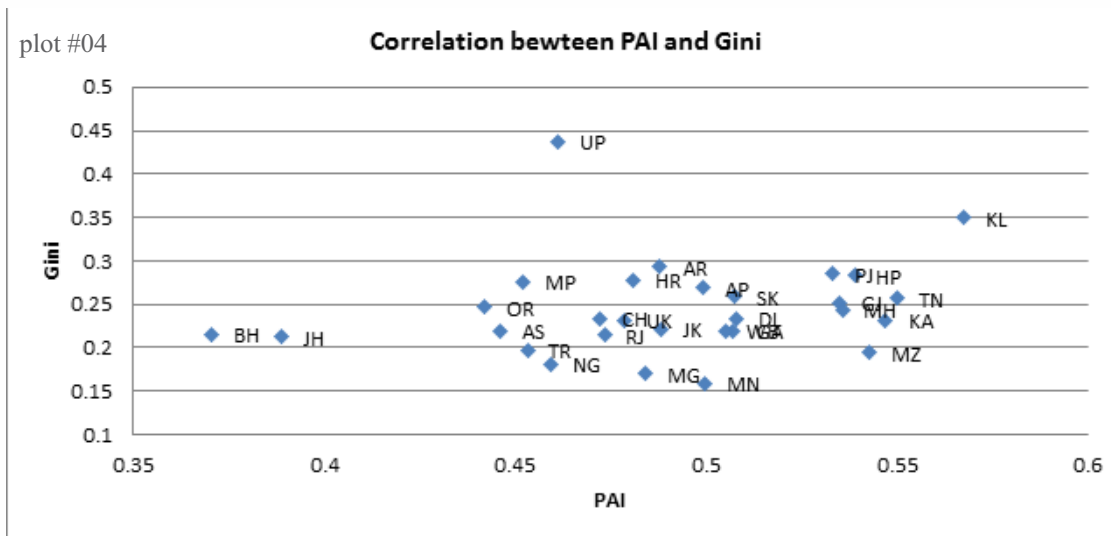


The plot #02 looks to draw parallels between PAI and per capita income. The plot does show a positive slope but does not depict a strong relation. While the intuition behind saying governance and per capita income are positively correlated seems to hold good, the extent of relation between the two is small. Bihar and Jharkhand with low PAI scores are characterised with low per capita income while Tamil Nadu, Maharashtra, Karnataka, Kerala and Himachal Pradesh have high a high PAI score and a high per capita income. However the increase in per capita income slows down as we move along the X axis, depicting a weak relationship between the variables. A correlation coefficient of 0.439599 proves the positive but weak correlation between the variables.

An interesting point to be noted is that the small states like Delhi, Sikkim and Goa are the outliers with very high per capita income, which may show that the relationship between Governance and Per capita income weakens at higher levels of income. However without regression and causal analysis this may not be proved and is out of the scope of this section.



The third scatter plot which is depicted here compares PAI to the Human Development Index. As you will be aware the HDI pioneered by Prof. Amartya Sen and Prof. Mehboob Haq has become a crucial element of the development debate over the last two decades. The HDI which looks at Education, Health and Income is said to be the most comprehensive indicator of development. The scatter plot clearly depicts a positive correlation between PAI and HDI. Bihar and Jharkhand with low PAI scores are seen with low HDIs and Kerala, Himachal Pradesh, Maharashtra and Tamil Nadu are on the top right of the graph which depicts a high HDI and a high PAI score. The scatter shows sign of an exponential (non-linear) relationship, which means the HDI rises slowly with low levels of governance, and rises at a faster rate at higher levels of governance. With a correlation coefficient of 0.695736 one can confidently say that HDI and PAI share a strong positive correlation.



The last comparison of this section is between inequality (which is measured by Gini Coefficient) and governance (which is measured by PAI). For inequality the consumption based rural Gini coefficient published by Planning Commission has been considered. The scatter plot shows no clear pattern nor reveals any interesting trend. Kerala which ranks at the top in PAI is characterized with high inequality in the society. To the contrary Bihar and Jharkhand have lower inequality in the society. Therefore there is no significant correlation observed between PAI and Inequality. This is supported by the poor correlation coefficient of 0.192606. Without further in-depth investigation into the matter it would be premature to dismiss the link between governance and inequality as weak.

Insights: PAI and other developmental indices

"It is already becoming clearer that a chapter which has a western beginning will have to have an Indian ending if it is not to end in the self-destruction of the human race... At this supremely dangerous moment in history, the only way of salvation for mankind is the India way." Arnold Toynbee.

Sources for scatter plots

1. **Poverty Levels - 2012**
Rangarajan Committee Report 2013
2. **Per Capita Income - 2013**
Economic Survey of India 2014
3. **Human Development Index - 2007**
Human Development Report 2011
4. **Gini Coefficient (Rural) - 2009**
Planning Commission

Note: The scatter plot is a simple method to trace any specific pattern (correlation) between two variables. It does not dwell into causal links by any means.

There is a certain idea of India that has lingered through the centuries, one that unifies disparate and distinct religions and beliefs, societies and cultures, ethnic groups and political factions into one integrated whole, all embracing and singular. And while there may be voices that speak in different tongues, a single undefinable thought holds us all together. We have encouraged our diversity, embraced our differences, while at the same time seeking to strengthen that which binds us all together. Our cuisines vary every hundred miles: so do our dialects. We worship gods in their many incarnations. Yet, we are proud to be Indians. Indeed, there are things that we need to be concerned about the manner in which we govern ourselves. But there are too, magnificent achievements that we can be proud of. The very fact that we have held ourselves together, against all odds, as a sovereign nation, free from opposing ideologies that have split the world into fragments, speaks volumes of the wise and mature way we see the world. Our hoary philosophies sustain sanity and peace across the globe. All the religions of the world, in large measure, have found acceptance in the sub-continent. Our economy is growing at a pace faster than even that of China. Our youth have fashioned themselves into a powerful and skilled force that provides technology to the most developed nations in the world. We are proud to have our scientific prowess that can send a spacecraft to Mars at a fraction of the cost elsewhere.

As a nation we still need to get our act together. The challenges of the last mile defy our combined attempts to deliver governance. Old social and cultural prejudices still weigh us down. There are differences that do not die away, but persist to weaken our unity. Religion and caste divide us every day. The manner in which we treat our women or the socially disadvantaged requires a thorough correction. Parliament is often stalled and constructive debate is missing. Policy at the national level must give direction

to the country, but should also reflect the concerns and aspirations of the village. Our federal structure, while giving strength to local aspirations, must also seek to combine and consolidate ourselves into a mighty nation that marches together towards a unified and integrated goal, beyond the reach of divisive politics and disruptive religions. Committed and dedicated leaders at local, regional and national levels must dedicate themselves selflessly to the cause of taking this great country forwards. Governance is not a destination, but a journey and we need to travel that road every day of our collective lives.

In the annexure we look at the individual states and assess their performance in the ten identified themes. We are attempting a State-wise score card that will depict the position held by each of our 29 states in the theme-wise ranking and index.



SENTIMENT ANALYSIS



ARTICLES



TWEETS

The following section has been contributed by CPC Analytics, which had been engaged by PAC for this study presenting a view in contrast with the findings arising out of the Public Affairs Index. The methodology has been explained in the notes below. Undoubtedly, newspaper reports and tweets cannot be subjected to scientific scrutiny required to arrive at incontrovertible facts and figures, or for data interpretation in the traditional sense. Nevertheless, it may give a sense of the prevailing perception about a state and about the five broad themes identified for this sentiment analysis.

SENTIMENT ANALYSIS

SENTIMENT ANALYSIS		
Rank	Large States	Index
1	KL Kerala	96.460
2	TN Tamil Nadu	95.930
3	AP Andhra Pradesh	95.880
4	PB Punjab	94.950
5	KA Karnataka	94.800
6	MH Maharashtra	93.670
7	RJ Rajasthan	93.210
8	GJ Gujarat	93.200
9	PD Odisha	92.740
10	MP Madhya Pradesh	92.140
11	AS Assam	92.080
12	BR Bihar	91.530
13	WB West Bengal	91.430
14	HR Haryana	91.300
15	CH Chhattisgarh	91.110
16	JH Jharkhand	90.340
17	UP Uttar Pradesh	88.800

Rank	Small States	Index
I	SK Sikkim	96.360
II	TR Tripura	93.460
III	MN Manipur	92.580
IV	HP Himachal Pradesh	92.550
V	JK J&K	92.330
VI	MZ Mizoram	92.280
VII	GA Goa	92.120
VIII	ML Meghalaya	92.120
IX	AR Arunachal Pradesh	91.830
X	DL Delhi	91.550
XI	NL Nagaland	91.270
XII	UK Uttarakhand	89.520

Importance of media for improving governance

When Mohamed Bouazizi set himself ablaze on the 17 December, 2010, it was to protest against his voice being beaten into submission. He was protesting against a small fine levied upon him by an inspector. However, while he remained unheard, his example brought voice to a repressed anger amongst millions of Tunisians who lit the fire of the Arab Spring.

Amongst others, one of the most notable features of the revolt was the extensive usage of social media. The state-controlled Tunisian media hardly provided Bouazizi the screen time that he warranted. However, news of his immolation rapidly spread through social media. WhatsApp and Facebook were used as tools of mobilisations and Twitter provided activists access to foreign media¹. Social media served as a powerful tool in bringing down successive governments to their knees.

Social media is undoubtedly a powerful tool of communication, and the Arab spring is just one of the many examples. While it has the power to take down governments, the new-age media² is equally important in building sustainable and democratic nations. Social media is fast becoming an important platform for political leaders and institutions to disseminate information and act on the responses of the public.

A relatively recent project in Macedonia can be a suitable example. Citizens of different local municipal governments were able to rate the essential services provided by these governments for the very

¹Howard, P. N., Duffy, A., Freelon, D., Hussain, M. M., Mari, W., & Mazaid, M. (2011). Opening closed regimes: what was the role of social media during the Arab Spring? Available at SSRN 2595096

²Sourced from: <http://www.dajpredlog.mk/>

first time. These proposals could also be shared via social media tools such as Twitter and Facebook. It saw a huge spike in popularity in its initial weeks, and is now a flagship program for the Ministry of Local Self-Government².

While social media is now a powerful platform for debate, it is yet to catch up with the role and functions of traditional media. Traditional media has kept individuals informed of the policies and approaches of the government and its reach has only increased with the advent of platforms such as Facebook and Twitter. Traditional media remains the primary centre of critical analysis of the policies of the day and acts as databanks of information for both policy makers as well as the general public. Thus it is highly important to understand the different sentiments these sources convey; to gauge the mood of the general populace, as well as to analyse the strengths and deficiencies of policy.

Sentiment analysis: a brief review

Sentiment analysis, in its modern form, is the newest child of the big data boom. It is broadly defined as the extraction and analysis of sentiment and opinions from text. Using tools such as Natural Language Programming (NLP) and Machine Learning (ML) algorithms developed over the last decades³, sentiment analysis seeks to break down text into its base emotions. The idea behind sentiment analysis is not new, and has been around for several decades. However, recent advances have allowed us to automate that process and increase its reach.

Within sentiment analysis, there are two broad methods to categorise and label sentiments. The first set of approaches, termed Lexicon Based approaches, uses a predetermined set of words, or a *lexicon*, to identify classes or labels in text. These lexicons may be

widely used sources⁴, or custom built according to specifications. Lexicon-based classifiers have a reputation of being speedy classifiers⁵. These methods have the added advantage of including domain and context specific features that in turn improve the accuracy of the model.

Machine learning approaches, in contrast, learn from the data itself and do not require a pre-built dictionary. The method requires a set of pre-labelled documents, and seeks to find patterns in text that enables it to classify the script into these labels. These approaches are often probability-based, and determine the likelihood of a text falling into a class. These approaches are best suited for large volumes of text which allow for building of a rich feature set⁶.

³ Natural Language Programming stands at the intersection of computer programming, artificial intelligence and linguistics. The study focuses on making human texts machine readable, i.e. break down text in a manner that can be understood by machines. In contrast Machine Learning Algorithms build on these advances to gain insights from the text. Together they play a great role in advancing the role of textual analytics.

⁴ Amongst the most cited, Bing Liu Sentiment Lexicon contains over 6800 features labelled as per their polarity. Similarly the Harvard Inquirer contains over 3000 features according to their semantic orientation, and also breaks down the text according to their base emotions.

⁵ Augustyniak, L., Kajdanowicz, T., Szymanski, P., Tuliglowicz, W., Kazienko, P., Alhajj, R., & Szymanski, B. (2014, August). Simpler is better? Lexicon-based ensemble sentiment classification beats supervised methods. In *Advances in Social Networks Analysis and Mining (ASONAM)*, 2014 IEEE/ACM International Conference on (pp. 924-929). IEEE.

⁶ For more information on sentiment analysis; Medhat, W., Hassan, A., & Korashy, H. (2014). Sentiment analysis algorithms and applications: A survey. *Ain Shams Engineering Journal*, 5(4), 1093-1113

For this study, as an adjunct to the construction of the Public Affairs Index, (which is based entirely in secondary data), we create a mixture of the two approaches that allows us to increase our classification speed while simultaneously improving our accuracy.

Our Data

Our primary data is sourced from our proprietary software, Apollo. Apollo allows us to access news articles of major Indian news publishing houses such as *The Times of India*, *The Hindu*, *The Financial Express*, *Indian Express* and the *Economic Times*, from 2001 onwards. For the purpose of this study, we also viewed English regional papers such as *The Shillong Times*, *The Assam Tribune* and *The Sangai Express*, where necessary.

News articles were limited to the financial year 2014 - 2015. They were further limited to the five major themes chosen at the start of the project, namely

⁷ Articles which did not mention any of the 29 states were ignored

⁸ There is still a considerable research required on the proper sample size of tweets required to build a comprehensive classifier. However, there is a lot of literature on twitter analytics which use a similar amount of data, if not less. Pak and Paroubek (2010) conducted a experiment on using twitter as a corpus for data mining using around 300000 tweets. (Look at; Pak, A., & Paroubek, P. (2010, May). Twitter as a Corpus for Sentiment Analysis and Opinion Mining. In *LREC* (Vol. 10, pp. 1320-1326).) Also look at Saif, H., He, Y., & Alani, H. (2012). Alleviating data sparsity for twitter sentiment analysis. *CEUR Workshop Proceedings* (CEUR-WS.org). and Agarwal, A., Xie, B., Vovsha, I., Rambow, O., & Passonneau, R. (2011, June). Sentiment analysis of twitter data. In *Proceedings of the Workshop on Languages in Social Media* (pp. 30-38). Association for Computational Linguistics. who use around 60000 and 12000 tweets respectively.

corruption, education, environment, growth and health. The themes were chosen such that they encompassed the major categories being explored by Public Affairs Centre, and ensured compatibility with the methodology followed. We also searched for over 270 cities in the 29 states to increase the availability of data for analysis. Overall, we collected and classified over 20,000 articles during the course of the study.

We also have access to historical Twitter archives. We used this to gather tweets for the financial year 2014-15 which fit into our themes. Tweets which were ambiguous in their theme, as well as the state that was referred to, were ignored. We collected and analysed nearly 300,000 unique tweets during the course of our study.

Our Approach

Articles

To classify the articles, we broadly follow the approach laid out in Godbole et al⁹. A rough illustration of the methodology is laid out in figure 1, below. Thus we start by creating a separate lexicon for each theme by extracting the most frequently occurring parts of sentences (PoS) from the news headlines. Nouns, such as the name of the topic itself, were ignored to reduce over-fitting and increase the accuracy of the algorithm. Synonyms of the words were then extracted through WordNet¹⁰, on the basis of the semantic orientation (positive versus negative), to increase the list of features (words or group of words) available. These features were then used to classify text, by providing

SENTIMENT ANALYSIS

separate scores for the level of *positivity* and *negativity* analysed in the articles.

We employed advanced linguistic tools to improve the accuracy of our forecasts. Thus we controlled for the presence of negative words; words such as “*not*” or “*neither*” which invert the polarity of a sentence. We also controlled for the tenses of the commonly occurring words, which would otherwise not be included. The algorithm was run on a random sample of 400 articles for each of the themes to ascertain accuracy. Our classification accuracy stands between 88~90% depending on the theme at hand¹¹.

For each article, a ratio of the positive score to the negative score was derived to obtain a ratio of the polarity of an article. By using ratios instead of a difference between the scores, we are able to better control for the differences between the texts such as the

flair of the writer, different sizes of the text and different publications. Using ratios also standardises each article and allows comparison between the different themes, which is otherwise difficult given the divergent nature and length of the lexicons created for each theme.

Once each article is adjudged, they are summarised according to the theme and the states. They are further standardised with the maximum obtained score in each size group such that the score ranges from 0 to 100¹². Finally, an arithmetic mean of the different scores is taken to arrive at the total score for the state, which is used to rank the states in the different size groups.

Tweets

There are two major differences in classifying tweets when compared to analysing text. The first major

difference is that we could not use the lexicon that was created for the different themes for our articles. This was because, due to the character restriction in Twitter, the words used in tweets were often fundamentally different from the words used in articles. Words in Twitter tend to be phonetic synonyms rather than literal synonyms. Thus we created an entirely new lexicon focusing on Twitter archives, through a base list of nearly 100,000 tweets

Second, we created a single lexicon to classify tweets across the themes, unlike articles, where we created a separate lexicon for each theme. Building separate lexicons severely reduced our classification accuracy, when compared to a common lexicon. One possible reason for this could be because of the inherent similarity of tweets. Due to the limited character spaces available, the differentiation in writing styles for different themes is lesser in tweets than in articles.

⁹ Godbole, N., Srinivasaiah, M., & Skiena, S. (2007). Large-Scale Sentiment Analysis for News and Blogs. ICWSM, 7, 21. Also look at: Qiu, G., He, X., Zhang, F., Shi, Y., Bu, J., & Chen, C. (2010). DASA: dissatisfaction-oriented advertising based on sentiment analysis. Expert Systems with Applications, 37(9), 6182-6191.

¹⁰ WordNet is a large lexical database that groups and labels words according to their semantic proximity. It also acts as a thesaurus and a base for natural language processing tools. It is maintained by Princeton University and can be accessed at <https://wordnet.princeton.edu/>

¹¹ The awarded label (positive or negative article) was checked against the articles of the random sample to ensure our classification was accurate.

¹² The standardisations were run separately for the two different groups of states, using the maximum score obtained in each group. Thus the scores are not inter-comparable across groups.

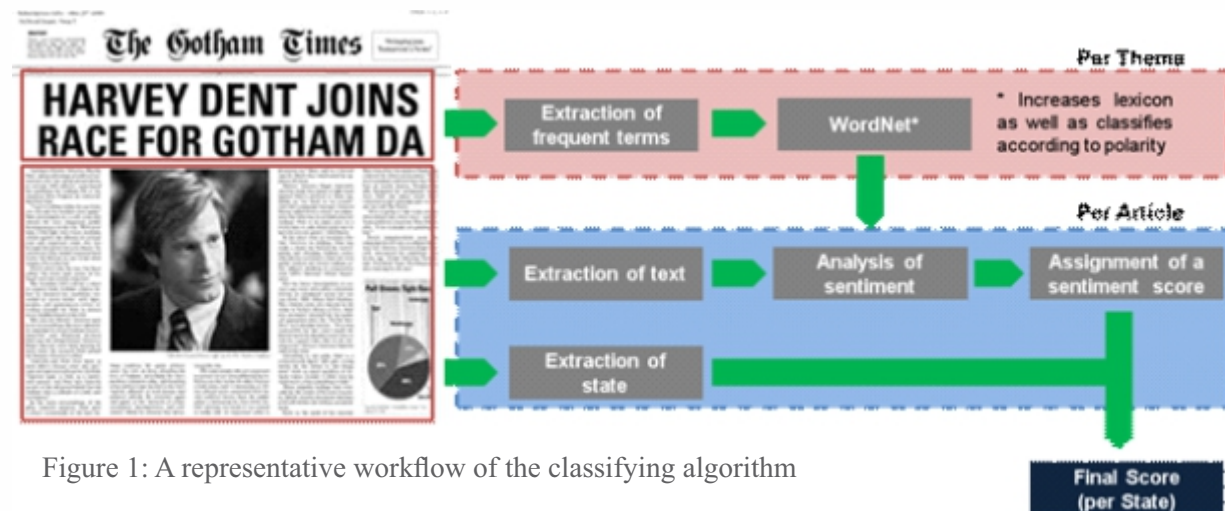


Figure 1: A representative workflow of the classifying algorithm

Therefore, by separating the tweets according to the different themes, and creating a separate lexicon for each theme, we lose out features that might have otherwise helped in classifying the text.

In our analysis for the tweets, we continued the use of techniques such as controlling for the tense of a verb and by controlling for negative words which invert polarity. Further we also clean the noise from tweets and remove references to links and other tweets where possible. Overall, our classification accuracy stands at ~88% for tweets.

Our algorithm provided us with a positive and negative score for each tweet. We take a ratio of the two scores to obtain the ratio of polarity of a tweet, similar to our approach in classifying articles. We summarise the score over the tweets obtained for each state, and finally standardise them such that the scores range from 0 to 100, with at least one state being awarded the maximum¹³.

The final scores were obtained by a weighted average of the scores obtained for articles and tweets separately. We weighted the texts in a ratio of 7.5 : 1 to account for the vast differences in the sample sizes of the two groups.

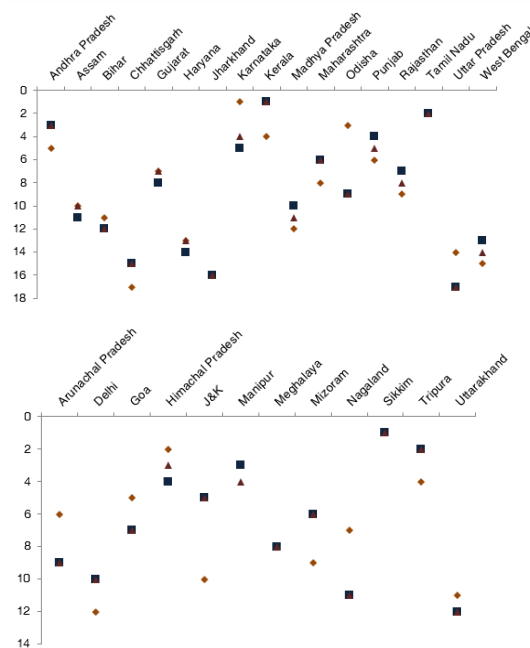


Figure 2: Rank positions of the states across different data sources displayed according to size groups¹³
¹³ Note: Since the ranks of the different states are displayed, the larger the rank, the worse the state performed.

Results

Traditional media ranked Kerala, first amongst the 17 states in the same grouping. This followed a strong scoring in 4 of the 5 sub-themes of education, environment, growth and health. Kerala was ranked second in providing quality education facilities as well as for its focus on health. However, the state lagged behind in corruption, ranking 12th amongst the 17 states. Tamil Nadu was a close second, though it ranked low in efforts on reducing corruption.

States of Chhattisgarh, Jharkhand and Uttar Pradesh were ranked low by the traditional media. Uttar Pradesh lagged behind in indicators of human development such as health and education, ranking last

in both. It was also ranked behind in reducing and containing corruption and environmental negligence, and was ranked 17th amongst all.

Amongst the smaller states, the Seven Sisters showed enormous potential, leading in quality of life indicators of environment, education and health. Several states also showed strong growth potential, with Arunachal Pradesh and Sikkim coming 3rd and 4th respectively.

Uttarakhand was ranked 12th in combating corruption, and 11th in preserving natural resources. It was also ranked 11th in providing quality education to its citizens, though the health facilities provided were widely praised by the media.

The Twitterati were not far off in their ranking for the states. Karnataka was the first amongst the equals for the grouping, with Tamil Nadu finishing in second, and Odhisa ranking 3rd. Chhattisgarh was ranked 17th amongst the larger states, with Uttar Pradesh gaining 3 positions to rank 15th. Amongst the smaller states, Sikkim continued to rank first, followed by Himachal Pradesh and Manipur. Uttarakhand was ranked in the 11th position, with only Delhi ranking lower at 12th.

In the final ranking, amongst the smaller states, Sikkim continued to hold its pole position, followed by Tripura and Himachal Pradesh.

Amongst the big states, Kerala was rated the best governed state, followed by Tamil Nadu and Andhra Pradesh.

ANNEXURE

- PAI - THEME WISE STATE RANK
- PAI - HOW EACH STATE FARES ?
- LIST OF THEMES, FOCUS SUBJECTS, INDICATORS AND WEIGHTAGES



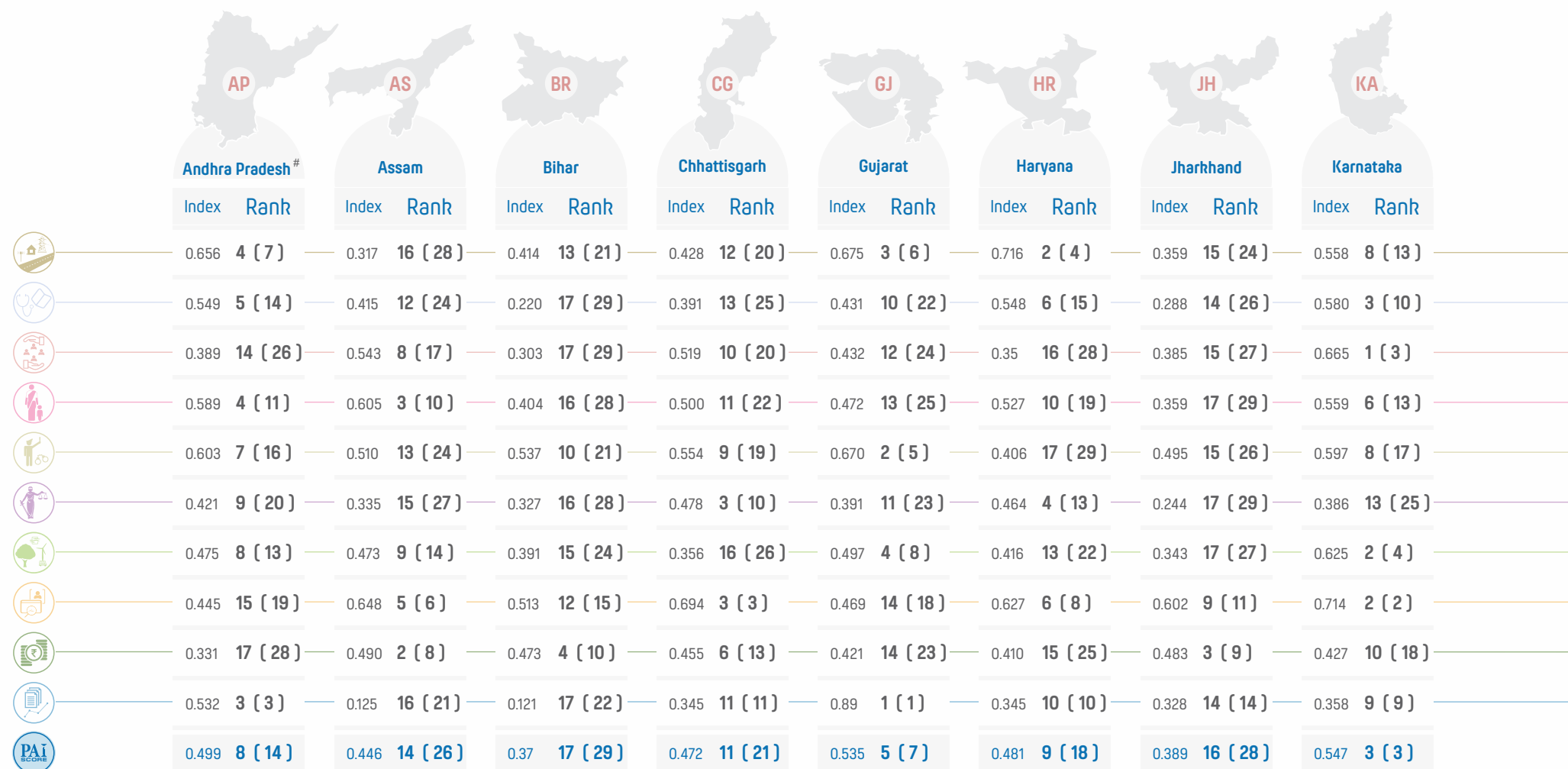
Category	Code	State_Name
Large	AP	Andhra Pradesh
Small	AR	Arunachal Pradesh
Large	AS	Assam
Large	BR	Bihar
Large	CG	Chhattisgarh
Small	DL	Delhi
Small	GA	Goa
Large	GJ	Gujarat
Large	HR	Haryana
Small	HP	Himachal Pradesh
Small	JK	Jammu and Kashmir
Large	JH	Jharkhand
Large	KA	Karnataka
Large	KL	Kerala
Large	MP	Madhya Pradesh
Large	MH	Maharashtra
Small	MN	Manipur
Small	ML	Meghalaya
Small	MZ	Mizoram
Small	NL	Nagaland
Large	OD	Odisha
Large	PB	Punjab
Large	RJ	Rajasthan
Small	SK	Sikkim
Large	TN	Tamil Nadu
Small	TR	Tripura
Large	UP	Uttar Pradesh
Small	UK	Uttarakhand
Large	WB	West Bengal
--	TS	Telangana

*Small States (less than 2 crores population)

ANNEXURE : PAI - THEME WISE STATE RANKING

Rank	DL	0.812	SK	0.770	MZ	0.795	MN	0.723	MN	0.795	ML	0.727	AR	0.720	KL	0.757	DL	0.567	GJ	0.890	KL	0.568
1	DL	0.812	SK	0.770	MZ	0.795	MN	0.723	MN	0.795	ML	0.727	AR	0.720	KL	0.757	DL	0.567	GJ	0.890	KL	0.568
2	PB	0.774	MN	0.746	SK	0.672	MZ	0.700	TN	0.724	TR	0.625	TN	0.682	KA	0.714	ML	0.557	MH	0.610	TN	0.550
3	GA	0.721	MZ	0.727	KA	0.665	KL	0.655	NL	0.682	AR	0.597	MZ	0.641	CG	0.694	MN	0.554	AP	0.532	KA	0.547
4	HR	0.716	HP	0.724	WB	0.650	SK	0.640	MZ	0.674	KL	0.565	KA	0.625	HP	0.674	AR	0.538	TN	0.443	MZ	0.543
5	HP	0.714	KL	0.692	JK	0.642	NL	0.623	GJ	0.670	DL	0.551	NL	0.570	PB	0.663	SK	0.517	RJ	0.436	HP	0.539
6	GJ	0.675	GA	0.643	KL	0.636	AR	0.619	KL	0.658	TN	0.529	WB	0.529	AS	0.648	GA	0.506	MP	0.384	MH	0.536
7	AP	0.656	PB	0.637	MP	0.603	HP	0.610	JK	0.654	JK	0.525	SK	0.527	DL	0.646	UP	0.494	UP	0.375	GJ	0.535
8	TN	0.636	NL	0.591	AR	0.603	TN	0.608	HP	0.653	UK	0.497	GJ	0.497	HR	0.627	AS	0.490	PB	0.366	PB	0.533
9	UK	0.613	UK	0.583	HP	0.600	TR	0.606	PB	0.650	MZ	0.486	HP	0.497	MH	0.609	JH	0.483	KA	0.358	DL	0.508
10	MH	0.612	KA	0.580	RJ	0.592	AS	0.605	SK	0.645	CG	0.478	MH	0.484	UP	0.604	BR	0.473	HR	0.345	SK	0.508
11	SK	0.608	ML	0.573	TN	0.589	AP	0.589	WB	0.641	NL	0.477	KL	0.482	JH	0.602	JK	0.472	CG	0.345	GA	0.507
12	UP	0.582	TR	0.565	UP	0.575	OD	0.561	AR	0.635	GA	0.468	OD	0.481	WB	0.584	OD	0.469	WB	0.337	WB	0.505
13	KA	0.558	TN	0.551	NL	0.572	KA	0.559	UK	0.632	HR	0.464	AP	0.475	MP	0.571	CG	0.455	OD	0.331	MN	0.500
14	RJ	0.557	AP	0.549	UK	0.567	MH	0.554	MH	0.622	HP	0.459	AS	0.473	GA	0.545	PB	0.454	JH	0.328	AP	0.499
15	KL	0.553	HR	0.548	ML	0.562	ML	0.550	GA	0.614	MP	0.445	PB	0.472	BR	0.513	MP	0.450	KL	0.252	JK	0.488
16	JK	0.537	DL	0.539	MN	0.559	WB	0.548	AP	0.603	WB	0.445	JK	0.462	MZ	0.513	TR	0.435	GA	0.226	AR	0.488
17	AR	0.476	JK	0.511	AS	0.543	UK	0.546	KA	0.597	MN	0.442	TR	0.448	RJ	0.479	RJ	0.433	HP	0.210	ML	0.484
18	WB	0.472	MH	0.510	MH	0.521	PB	0.540	ML	0.595	MH	0.442	ML	0.445	GJ	0.469	KA	0.427	DL	0.201	HR	0.481
19	MZ	0.470	AR	0.492	DL	0.521	HR	0.527	CG	0.554	OD	0.433	MN	0.442	AP	0.445	TN	0.426	UK	0.172	UK	0.479
20	CG	0.428	OD	0.439	CG	0.519	JK	0.506	TR	0.554	AP	0.421	RJ	0.436	OD	0.442	WB	0.425	JK	0.157	RJ	0.473
21	BR	0.414	RJ	0.439	OD	0.516	GA	0.503	BR	0.537	SK	0.414	MP	0.433	ML	0.436	KL	0.425	AS	0.125	CG	0.472
22	MP	0.387	GJ	0.431	GA	0.469	CG	0.500	RJ	0.536	UP	0.393	HR	0.416	UK	0.423	UK	0.423	BR	0.121	UP	0.461
23	ML	0.366	WB	0.420	TR	0.468	DL	0.486	OD	0.510	GJ	0.391	UP	0.397	TR	0.418	GJ	0.421	AR	0.111	NL	0.459
24	JH	0.359	AS	0.415	GJ	0.432	MP	0.483	AS	0.510	RJ	0.388	BR	0.391	JK	0.416	NL	0.419	NL	0.089	TR	0.453
25	TR	0.356	CG	0.391	PB	0.400	GJ	0.472	MP	0.499	KA	0.386	GA	0.377	MN	0.350	HR	0.410	MZ	0.075	MP	0.452
26	MN	0.352	JH	0.288	AP	0.389	UP	0.466	JH	0.495	PB	0.376	CG	0.356	TN	0.312	MH	0.393	TR	0.055	AS	0.446
27	NL	0.344	UP	0.284	JH	0.385	RJ	0.437	UP	0.441	AS	0.335	JH	0.343	SK	0.249	MZ	0.347	SK	0.034	OD	0.442
28	AS	0.317	MP	0.266	HR	0.350	BR	0.404	DL	0.415	BR	0.327	DL	0.341	NL	0.224	AP	0.331	MN	0.034	JH	0.389
29	OD	0.239	BR	0.220	BR	0.303	JH	0.359	HR	0.406	JH	0.244	UK	0.331	AR	0.087	HP	0.248	ML	0.031	BR	0.370
	THEME # 1	ESSENTIAL INFRASTRUCTURE	THEME # 2	SUPPORT TO HUMAN DEVELOPMENT	THEME # 3	SOCIAL PROTECTION	THEME # 4	WOMEN AND CHILDREN	THEME # 5	CRIME, LAW & ORDER	THEME # 6	DELIVERY OF JUSTICE	THEME # 7	ENVIRONMENT	THEME # 8	TRANSPARENCY AND ACCOUNTABILITY	THEME # 9	FISCAL MANAGEMENT	THEME # 10	ECONOMIC FREEDOM	PAI SCORE	AGGREGATED INDEX

ANNEXURE : PAI - HOW EACH STATE FARES ?



* Note : **Small** and **Large** states have been ranked separately. Number in bracket indicates ranking amongst all twenty nine states.

[#] Ranking is for the state of Andhra Pradesh prior to bifurcation.

Large States (more than 2 crores population)

	KL		MP		MH		OD		PB		RJ		TN		UP		WB	
	Kerala		Madhya Pradesh		Maharashtra		Odisha		Punjab		Rajasthan		Tamil Nadu		Uttar Pradesh		West Bengal	
	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank
	0.553	10 (15)	0.387	14 (22)	0.612	6 (10)	0.239	17 (29)	0.774	1 (2)	0.557	9 (14)	0.636	5 (8)	0.582	7 (12)	0.472	11 (18)
	0.692	1 (5)	0.266	16 (28)	0.51	7 (18)	0.439	8 (20)	0.637	2 (7)	0.439	9 (21)	0.551	4 (13)	0.284	15 (27)	0.420	11 (23)
	0.636	3 (6)	0.603	4 (7)	0.521	9 (18)	0.516	11 (21)	0.400	13 (25)	0.592	5 (10)	0.589	6 (11)	0.575	7 (12)	0.65	2 (4)
	0.655	1 (3)	0.483	12 (24)	0.554	7 (14)	0.561	5 (12)	0.540	9 (18)	0.437	15 (27)	0.608	2 (8)	0.466	14 (26)	0.548	8 (16)
	0.658	3 (6)	0.499	14 (25)	0.622	6 (14)	0.510	12 (23)	0.650	4 (9)	0.536	11 (22)	0.724	1 (2)	0.441	16 (27)	0.641	5 (11)
	0.565	1 (4)	0.445	5 (15)	0.442	7 (18)	0.433	8 (19)	0.376	14 (26)	0.388	12 (24)	0.529	2 (6)	0.393	10 (22)	0.445	6 (16)
	0.482	6 (11)	0.433	12 (21)	0.484	5 (10)	0.481	7 (12)	0.472	10 (15)	0.436	11 (20)	0.682	1 (2)	0.397	14 (23)	0.529	3 (6)
	0.757	1 (1)	0.571	11 (13)	0.609	7 (9)	0.442	16 (20)	0.663	4 (5)	0.479	13 (17)	0.312	17 (26)	0.604	8 (10)	0.584	10 (12)
	0.425	13 (21)	0.450	8 (15)	0.393	16 (26)	0.469	5 (12)	0.454	7 (14)	0.433	9 (17)	0.426	11 (19)	0.494	1 (7)	0.425	12 (20)
	0.252	15 (15)	0.384	6 (6)	0.610	2 (2)	0.331	13 (13)	0.366	8 (8)	0.436	5 (5)	0.443	4 (4)	0.375	7 (7)	0.337	12 (12)
	0.568	1 (1)	0.452	13 (25)	0.536	4 (6)	0.442	15 (27)	0.533	6 (8)	0.473	10 (20)	0.55	2 (2)	0.461	12 (22)	0.505	7 (12)



THEME # 6
DELIVERY OF JUSTICE



THEME # 7
ENVIRONMENT



THEME # 8
TRANSPARENCY AND ACCOUNTABILITY



THEME # 9
FISCAL MANAGEMENT



THEME # 10
ECONOMIC FREEDOM



AGGREGATED INDEX
PAI SCORE

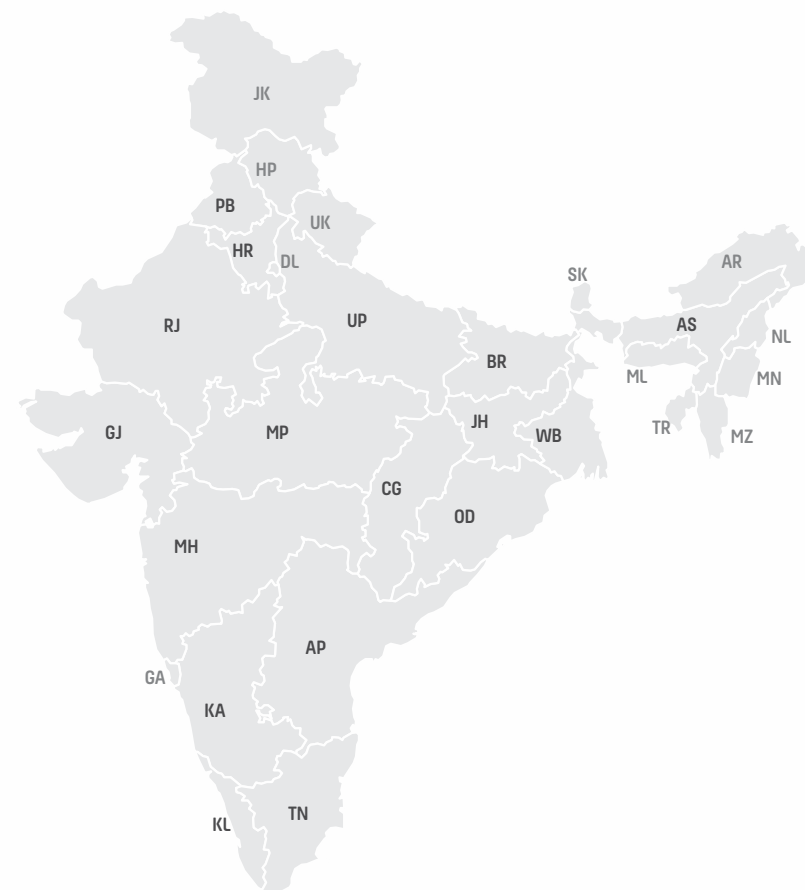
ANNEXURE : PAI - HOW EACH STATE FARES ?

	AR Arunachal Pradesh		DL Delhi		GA Goa		HP Himachal Pradesh		JK Jammu & Kashmir		MN Manipur		ML Meghalaya		MZ Mizoram	
	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank	Index	Rank
	0.476	7 (17)	0.812	1 (1)	0.721	2 (3)	0.714	3 (5)	0.537	6 (16)	0.352	11 (26)	0.366	9 (23)	0.47	8 (19)
	0.492	12 (19)	0.539	10 (16)	0.643	5 (6)	0.724	4 (4)	0.511	11 (17)	0.746	2 (2)	0.573	8 (11)	0.727	3 (3)
	0.603	4 (8)	0.521	10 (19)	0.469	11 (22)	0.6	5 (9)	0.642	3 (5)	0.559	9 (16)	0.562	8 (15)	0.795	1 (1)
	0.619	5 (6)	0.486	12 (23)	0.503	11 (21)	0.61	6 (7)	0.506	10 (20)	0.723	1 (1)	0.55	8 (15)	0.7	2 (2)
	0.635	7 (12)	0.415	12 (28)	0.614	9 (15)	0.653	5 (8)	0.654	4 (7)	0.795	1 (1)	0.595	10 (18)	0.674	3 (4)
	0.597	3 (3)	0.551	4 (5)	0.468	9 (12)	0.459	10 (14)	0.525	5 (7)	0.442	11 (17)	0.727	1 (1)	0.486	7 (9)
	0.72	1 (1)	0.341	11 (28)	0.377	10 (25)	0.497	5 (9)	0.462	6 (16)	0.442	9 (19)	0.445	8 (18)	0.641	2 (3)
	0.087	12 (29)	0.646	2 (7)	0.545	3 (14)	0.674	1 (4)	0.416	8 (24)	0.35	9 (25)	0.436	5 (21)	0.513	4 (16)
	0.538	4 (4)	0.567	1 (1)	0.506	6 (6)	0.248	12 (29)	0.472	7 (11)	0.554	3 (3)	0.557	2 (2)	0.347	11 (27)
	0.111	6 (23)	0.201	3 (18)	0.226	1 (16)	0.21	2 (17)	0.157	5 (20)	0.034	11 (28)	0.031	12 (29)	0.075	8 (25)
	0.488	8 (16)	0.508	3 (9)	0.507	5 (11)	0.539	2 (5)	0.488	7 (15)	0.5	6 (13)	0.484	9 (17)	0.543	1 (4)

* Note : **Small** and **Large** states have been ranked separately. Number in bracket indicates ranking amongst all twenty nine states.

Small States (less than 2 crores population)

NL Nagaland		SK Sikkim		TR Tripura		UK Uttarakhand	
Index	Rank	Index	Rank	Index	Rank	Index	Rank
0.344	12 (27)	0.608	5 (11)	0.356	10 (25)	0.613	4 (9)
0.591	6 (8)	0.77	1 (1)	0.565	9 (12)	0.583	7 (9)
0.572	6 (13)	0.672	2 (2)	0.468	12 (23)	0.567	7 (14)
0.623	4 (5)	0.64	3 (4)	0.606	7 (9)	0.546	9 (17)
0.682	2 (3)	0.645	6 (10)	0.554	11 (20)	0.632	8 (13)
0.477	8 (11)	0.414	12 (21)	0.625	2 (2)	0.497	6 (8)
0.57	3 (5)	0.527	4 (7)	0.448	7 (17)	0.331	12 (29)
0.224	11 (28)	0.249	10 (27)	0.418	7 (23)	0.423	6 (22)
0.419	10 (24)	0.517	5 (5)	0.435	8 (16)	0.423	9 (22)
0.089	7 (24)	0.034	10 (27)	0.055	9 (26)	0.172	4 (19)
0.459	11 (23)	0.508	4 (10)	0.453	12 (24)	0.479	10 (19)



THEME # 6
DELIVERY OF JUSTICE



THEME # 7
ENVIRONMENT



THEME # 8
TRANSPARENCY AND ACCOUNTABILITY



THEME # 9
FISCAL MANAGEMENT



THEME # 10
ECONOMIC FREEDOM



AGGREGATED INDEX
PAI SCORE

ANNEXURE : LIST OF THEMES, FOCUS SUBJECTS, INDICATORS AND WEIGHTAGES

Themes <i>(equal weightage)</i>	Focus Subjects <i>(weightage)</i>	Indicators <i>(weightage)</i>	Overall Weightage <i>(of each indicator in PAI)</i>
I Essential Infrastructure <i>(10)</i>	Power <i>(25)</i>	1 T & D Losses <i>(50)</i>	1.25%
		2 Per Capita Consumption of Power <i>(20)</i>	0.50%
		3 Households electrified as a % of total <i>(30)</i>	0.75%
	Water <i>(25)</i>	4 % of Households with access to safe drinking water <i>(50)</i>	1.25%
		5 Total Irrigated Area vs Total Agricultural Area <i>(20)</i>	0.50%
		6 Existence of Water Regulatory Commision <i>(15)</i>	0.38%
		7 Existence of Ground Water Regulation Act <i>(15)</i>	0.38%
	Roads and Communication <i>(25)</i>	8 Surface Roads as a % total Roads <i>(60)</i>	1.50%
		9 Road Density per 1000 sq. KM <i>(20)</i>	0.50%
		10 % of households with access to Cellphone <i>(20)</i>	0.50%
	Housing <i>(25)</i>	11 No. of Pucca Houses as a % of total <i>(50)</i>	1.25%
		12 Slum Population as a % of total Urban population <i>(20)</i>	0.50%
		13 % of households with toilets inside premises <i>(30)</i>	0.75%
II Support to Human Development <i>(10)</i>	Education <i>(50)</i>	14 Educational Development Index <i>(30)</i>	1.50%
		15 ASER Learning Levels <i>(40)</i>	2.00%
		16 No. of Higher Education Colleges per 1 Lakh Population <i>(15)</i>	0.75%
		17 Educational Expenditure as a % of GSDP <i>(15)</i>	0.75%
	Health <i>(50)</i>	18 IMR <i>(20)</i>	1.00%
		19 Average Population served per hospital bed <i>(30)</i>	1.50%
		20 Full Immunization <i>(30)</i>	1.50%
		21 Health Exp as a % of GSDP <i>(20)</i>	1.00%
III Social Protection <i>(10)</i>	Public Distribution System <i>(25)</i>	22 Allocation and offtake of grain under PDS <i>(100)</i>	2.50%
	Social Justice and Empowerment <i>(25)</i>	23 % of Pension beneficiaries of the total population above 60 <i>(33)</i>	0.83%
		24 % of Households with no land <i>(33)</i>	0.83%
		25 Incidence of crime against SC/ST <i>(33)</i>	0.83%
	Minority welfare <i>(25)</i>	26 No. of Minority Children given pre matric scholarship <i>(100)</i>	2.50%
	Employment <i>(25)</i>	27 Unemployment Rate <i>(50)</i>	1.25%
		28 % of Manual Casual Labour <i>(50)</i>	1.25%
IV Child and Women <i>(10)</i>	Child <i>(60)</i>	29 Crime against Children <i>(10)</i>	0.60%
		30 Percentage of Child Labour <i>(25)</i>	1.50%
		31 % of Beneficiaries under ICDS <i>(30)</i>	1.80%
		32 Child Sex Ratio <i>(10)</i>	0.60%
		33 % of Malnourished children <i>(25)</i>	1.50%
	Women <i>(40)</i>	34 Women Working Population ratio <i>(25)</i>	1.00%
		35 Utilization of Janani Suraksha Yojna Funds <i>(25)</i>	1.00%
		36 Male Female Literacy Gap <i>(25)</i>	1.00%
		37 Institutional Delivery <i>(25)</i>	1.00%

PUBLIC AFFAIRS INDEX

	Methodology used [refer chapter two]	Source of data [secondary; mostly government, * except where noted]	Years	PAI study [theme icons]
1	Latest Data point, CAGR	The Working of State Power Utilities & Electricity Department - Planning Commission of India	2010-11, 2011-12, 2012-13	
2	Latest Data Point	Infrastructure Statistics - 2014 MOSPI	2011-12	
3	Latest Data Point	Census 2011	2011	
4	Latest Data Point	Household access to safe drinking water - Planning Commission Report	2011	
5	Latest Data Point	Land Use Statistics - Directorate of Economics & Statistics, Dept of Agriculture & Co-operation, Ministry of Agriculture	2011-12	
6	Latest Data Point	Respective State Websites	Latest	
7	Latest Data Point	Information as available in the public domain *	Latest	
8	Latest Data Point	Infrastructure Statistics - 2014 MOSPI	As on 31st March 2012	
9	Latest Data Point	Infrastructure Statistics - 2014 MOSPI	As on 31st March 2012	
10	Latest Data Point	Socio-Economic Caste Census	2011	
11	Latest Data Point	Socio-Economic Caste Census	2011	
12	Latest Data Point	Health & Family Welfare Statistics 2013 - Ministry of Health & Family Welfare- Gol	2011	
13	Latest Data Point	Health & Family Welfare Statistics 2013 - Ministry of Health & Family Welfare- Gol	2011	
14	Average, CAGR	DISE Flash Statistics - MHRD - Gol	2011-12, 2012-13, 2013-14	
15	Latest Data Point	ASER Report - PRATHAM *	2014	
16	Average	All India Survey of Higher Education Report - MHRD - Gol	2010-11, 2011-12, 2012-13	
17	Latest Data Point	Analysis of Budgeted Expenditure on Education - MHRD - Gol	2012-13	
18	Average, CAGR	Report: "Analysis of Budgeted Expenditure on Education 2010-11 to 2012-13" (MHRD, Department of Higher Education,	2011, 2012, 2013	
19	Latest Data Point	National Health Profile 2013	Reference years is different for states	
20	Latest Data Point	Health & Family Welfare Statistics 2013 - Ministry of Health & Family Welfare- Gol	2009	
21	Average	data.gov.in	2011-12, 2012-13, 2013-14	
22	Average	PDS Data	2011-12, 2012-13, 2013-14	
23	Latest Data Point	NSAP Website	As on December 2015	
24	Latest Data Point	Socio-Economic Caste Census	2011	
25	CAGR, Average	National Crime Record Bureau Website	2012, 2013, 2014	
26	Average	Minority Department Website	2008-09 to 2014-15	
27	Latest Data Point	NSS 68th round	2011-12	
28	Latest Data Point	Socio-Economic Caste Census	2011	
29	Latest Data Point	National Crime Record Bureau Website	2014	
30	Latest Data Point, Growth Rate	Census	2001, 2011	
31	Latest Data Point	ICDS Report	2014	
32	Latest Data Point, Growth Rate	Census	2001, 2011	
33	Latest Data Point	UNICEF *	2013-14	
34	Latest Data Point	Key indicators of Employment and Unemployment in India (NSS 68th Round)	2011-12	
35	Average	Ministry of Health & Family Welfare Statistics	2012-13, 2013-14, 2014-15	
36	Latest Data Value	Census	2001, 2011	
37	Latest Data Point	Health & Family Welfare Statistics	2009	

continued ...

ANNEXURE : LIST OF THEMES, FOCUS SUBJECTS, INDICATORS AND WEIGHTAGES

Themes (equal weightage)	Focus Subjects (weightage)	Indicators (weightage)	Overall Weightage (of each indicator in PAI)
V Crime, Law & Order (10)	Violent Crimes (50)	38 Rapes per ten lakhs population (33.33)	1.67%
		39 Murders per ten lakhs population (33.33)	1.67%
		40 Dowry Deaths per ten lakhs population (33.33)	1.67%
	Atrocities (20)	41 Custodial Deaths per ten lakhs population (50)	1.00%
		42 No. of police firings (50)	1.00%
	Policing (30)	43 No. of police personnel per ten lakhs (100)	3.00%
VI Delivery of Justice (10)	Pendency of Cases (50)	44 Pendency in High Court (40)	2.00%
		45 Pendency in District Court (60)	3.00%
	Vacancies of Presiding Officers (50)	46 Vacancy in High Court (40)	2.00%
		47 Vacancy in District Court (60)	3.00%
VII Environment (10)	Pollution & Environmental Violations (50)	48 Suspended Particulate Matter (25)	1.25%
		49 SO ₂ Emissions (25)	1.25%
		50 NO ₂ Emissions (25)	1.25%
		51 No. of Environmental Violations in the State (Per capita) (25)	1.25%
	Forest Cover (20)	52 Increase/Decrease in Forest Cover (100)	2.00%
	Renewable Energy (30)	53 Renewable Energy as a % of total energy generated (100)	3.00%
VIII Transparency and Accountability (10)	Transparency (50)	54 Adherence to Section 4 RTI (33.33)	1.67%
		55 RTPS Act legislated or not (33.33)	1.67%
		56 No. of Services provided under e-Governance plan (33.33)	1.67%
	Public Accountability (50)	57 Lok Ayukt: Constituted / Bill passed, Individual Websites and Chairpersons' appointment (25)	1.25%
		58 No. of ACB cases disposed as a % of total cases registered (25)	1.25%
		59 Social Audit under NREGA: % of GPs covered (25)	1.25%
IX Fiscal Management (10)	FRBM Indicators (50)	60 Panchayat Devolution Index Score (25)	1.25%
		61 Revenue Surplus / Deficit (% of GSDP) (33.33)	1.67%
		62 Fiscal Surplus / Deficit (% of GSDP) (33.33)	1.67%
	Resource Generation & Development Expenditure (50)	63 Debt Burden (% of GSDP) (33.33)	1.67%
		64 Per Capita Development Expenditure (50)	2.50%
		65 States own tax revenue growth (50)	2.50%
X Economic Freedom (10)	Economic Freedom (100)	66 No. of Industrial Entrepreneurs Memorandum filed (33.33)	3.33%
		67 Ease of Doing Business (33.33)	3.33%
		68 Value of MSMEs assets (% of GSDP) (33.33)	3.33%

PAI score

Aggregated Ranking

100.00%

PUBLIC AFFAIRS INDEX

	Methodology used [refer chapter two]	Source of data [secondary; mostly government, * except where noted]	Years	PAI study [theme icons]
38	Average, CAGR	National Crime Record Bureau Website	2012-13, 2013-14, 2014-15	
39	Average, CAGR	National Crime Record Bureau Website	2012-13, 2013-14, 2014-15	
40	Average	National Crime Record Bureau Website	2012-13, 2013-14, 2014-15	
41	Average	National Crime Record Bureau Website	2012-13, 2013-14, 2014-15	
42	Average	National Crime Record Bureau Website	2012-13, 2013-14, 2014-15	
43	Average, CAGR	National Crime Record Bureau Website	2011-12, 2012-13, 2013-14	
44	CAGR, Latest Data Point	Court news, Supreme Court of India	2012, 2013, 2014	
45	CAGR, Latest Data Point	Court news, Supreme Court of India	2012, 2013, 2014	
46	CAGR, Latest Data Point	Court news, Supreme Court of India	2012, 2013, 2014	
47	CAGR, Latest Data Point	Court news, Supreme Court of India	2012, 2013, 2014	
48	Average, Growth Rate	National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment &	2010, 2012	
49	Average, Growth Rate	National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment &	2010, 2012	
50	Average, Growth Rate	National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment &	2010, 2012	
51	Latest Data Point	NCRB	2014 - 15	
52	CAGR	India State of Forest Report - Forest Survey of India	2009, 2011, 2013	
53	Latest Data Point	Central Electricity Authority	as on 30th march 2015	
54	Latest Data Point	Respective State Websites	2015	
55	Latest Data Point	Respective State Websites	2015	
56	Latest Data Point	National E-governance website	2015	
57	Latest Data Point	Respective State Websites	2015	
58	Average, CAGR	Crime in India Statistics - National Crime Records Bureau - Ministry of Home Affairs	2011, 2012, 2013	
59	Latest Data Point	Social Audit Report, Ministry of Rural Development	2013-14	
60	Latest Data Point	Report on devolution - Ministry of Panchayati Raj	2015	
61	Average, Growth Rate	A study of Budgets - Reserve Bank of India	2012-13, 2013-14, 2014-15	
62	Average, Growth Rate	A study of Budgets - Reserve Bank of India	2012-13, 2013-14, 2014-15	
63	Average, CAGR	A study of Budgets - Reserve Bank of India	2013, 2014, 2015	
64	Average, CAGR	A study of Budgets - Reserve Bank of India	2012-13, 2013-14, 2014-15	
65	Average, CAGR	A study of Budgets - Reserve Bank of India	2012-13, 2013-14, 2014-15	
66	Average, CAGR	2013-14 Annual Report of DIPP	2011-12, 2012-13, 2013-14	
67	Latest Data Point	Department of Industrial and Policy & Promotion Report on Ease of Doing Business	2014-15	
68	Latest Data Point	Annual Report 2013-14 Ministry of MSME	2013-14	

ANNEXURE : LIST OF THEMES, FOCUS SUBJECTS, INDICATORS AND WEIGHTAGES

Notes / Adjustments in Data

Name of theme	Indicator	Adjustment Done
Women and Children	Crime against children	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
Essential Infrastructure	T&D losses	Aggregate Technical and Commercial (ATC) losses have been reported in the place of Transmission and Distribution (T&D) losses as per practice followed by CEA
	Surfaced Roads	For Uttarakhand and Uttar Pradesh, corrections have been made to the data set after consultations with the Ministry in the Government of India
	% people with mobile	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
	% of kutch houses	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
Delivery of Justice	Vacancy data for High Courts	In cases where two or more states share High Courts, common data has been used for the states concerned
	Pendency data for High Courts	In cases where two or more states share High Courts, common data has been used for the states concerned
Economic Freedom	Ease of doing business	Since data for Manipur has not been reported, an average of N.E states has been considered for the same
Environment	SO ₂	Data for Arunachal Pradesh, Manipur, Sikkim and Tripura data unavailable, hence an average of the other NE states has been considered
	NO ₂	Data for Arunachal Pradesh, Manipur, Sikkim and Tripura data unavailable, hence an average of the other NE states has been considered
	PM10	Data for Arunachal Pradesh, Manipur, Sikkim and Tripura data unavailable, hence an average of the other NE states has been considered
	Environment violations	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
Fiscal Management	SGDP	SGDP for Goa, Gujrat, Himachal Pradesh, Kerala, Manipur, Mizoram & Tripura for 2014-15 has not been published, hence previous year's values have been considered
Support to Human Development	ASER level	For Delhi & Goa, the all India average has been considered
	% of households without land	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
	Total number of pension beneficiaries	Aggregated data of North Eastern states has been considered for those NE states whose data has not been published
	Incidence of crime against SC/ST	Certain states have negligible SC/ST population; for them crime data against SC/ST has been taken as 0
	Manual Casual Labour	Data for Andhra Pradesh is an aggregation of the data for both the states of Telengana and residual Andhra Pradesh
Transparency and Accountability	Social Audit under MNREGA	Delhi data has been derived by taking the average of 28 states
	Panchayat Devolution Index	PDI for Delhi, Goa, Meghalaya, Mizoam and Nagaland are not available and hence not weighted

*Note: 5th December was the last date of data collection and reverification

PAC PUBLICATIONS

A Study of the Effectiveness of its Monitoring Mechanisms



A Life and Its Lessons: Memoirs Samuel Paul

Samuel Paul, well-known scholar, institution-builder and social activist, tells his life story and distills the lessons of experience learnt from a wide range of institutions, both national and international, with which he was associated. In a long and distinguished career, he has been the Director of the Indian Institute of Management, Ahmedabad, adviser to the United Nations, ILO and the World Bank, founder and first chairperson of Public Affairs Centre, Bangalore, author of 'citizen report cards' and other pioneering tools of social accountability. His reflections on the success and sustainability of institutions offer important insights of relevance to practitioners, scholars and students alike. The story is told in a lucid style, with candour, wit and sensitivity to the great social challenges of our time.

Improving Governance the Participatory Way

Meena Nair • K. Prabhakar • Prarthana Rao • Poornima G.R.

This publication records the implementation of a successful initiative by Public Affairs Centre (PAC), in partnership with grassroot organizations like Centre for Advocacy and Research (CFAR), Society for People's Action for development (SPAD), and Association for Promoting Social Action (APSA) in creating an effective participatory citizen-provider engagement model which helped improve the quality of service delivery in selected Maternity Homes run by the Bruhat Bangalore Mahanagara Palike (BBMP or Greater Bangalore Municipal Corporation).

The initiative which began in the form of a study of the quality of services in these Maternity Homes by using well known Social Accountability Tools such as Citizen Report Cards (CRC), Budget Analysis and Community Score Cards (CSC), led to the formation of Maternity Home Monitoring Committees (MHMCs) in the catchment areas of three Maternity Homes. Phase II of the project attempts to replicate the model in more Maternity Homes and Referral Hospitals along with budget advocacy on better implementation of incentive schemes.



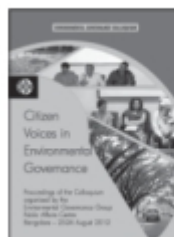
Contribution of the Urban Poor – A Pilot Study from Chennai and Bengaluru, India

Kala Seetharam Sreedhar • A. Venugopala Reddy



Policy makers view the urban poor as a burden on public services and infrastructure. Here, we report evidence for their contribution to the city economy in Bengaluru and Chennai. We gather the data through large primary surveys of poor households and informal enterprises in low income areas of each of the two cities. In both Bengaluru and Chennai we find that, gender, and the salary status of the respondent have a significant impact on their income. Overall, we find that Bengaluru's slums which contain about 9-11 percent of the city's population, contribute anywhere from 3 percent to 3.5 percent of the city's economy. In Chennai, slums which contain 19 percent of the city's population, contribute to 14 percent of the city's economy. We summarize several reasons for the different findings across the two Indian cities.

Public Distribution System in Karnataka



Citizen Voices in Environmental Governance – Proceedings of the Colloquium organised by the Environmental Governance Group, PAC. Bolstered by the 's' experience with harvesting citizen opinion through Climate Change Score Cards in the Gulf of Mannar, and representing these to those in governance through a series of structured meetings, PAC has been encouraged to share this experience and locate it within other similar efforts in the context of this Colloquium. This brief meeting evoked a lot of interest from a wide range of actors in this sector and provided the much-needed kick-start to formalize spaces within policy formulation procedures for citizen voice and expression. More important, it created the common ground among diverse stakeholders and practitioners to take forward a few of these ideas to fruition.

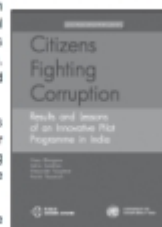
Citizens Fighting Corruption – Results and Lessons of an Innovative Pilot Programme in India

Vinay Bhargava, Indira Sandilya, Alexander Varghese, Harish Poovaiah (for CASG Team)

The Citizens Against Corruption (CAC) project on which this report is based is an innovative pilot project started in 2009 with support from the Department for International Development, UK through its global Governance and Transparency Fund. CAC is implemented in South Asia by a partnership of the Public Affairs Centre (PAC), Bangalore, India and the Partnership for Transparency Fund (PTF) – a US-based international NGO committed to helping citizens fight corruption.

This report shows that there is hope in curbing corruption. It presents efforts and results achieved by 14 grassroots Non-Government Organizations (NGOs) spanning four diverse states in India (Odisha, Karnataka, Rajasthan and Uttarakhand) in helping citizens engage to produce positive results to reduce corruption and improve service delivery.

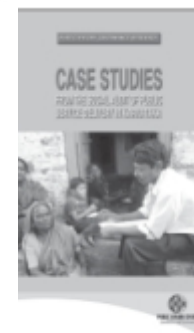
The real heroes in the stories presented in this report are the citizen volunteers and the progressive public officials who worked hard and selflessly to make a difference in the lives of real people living in remote and poor areas.



Citizen Monitoring and Audit of PMGSY Roads Pilot Phase II CASG Team, PAC

Pilot Phase II study was conceived in the backdrop of experiences gained during Pilot Phase I, and was launched in November 2008 to field-test a set of instruments in Orissa and Karnataka for monitoring the quality of some of the ongoing PMGSY work, auditing the performance of completed roads under this scheme and gathering feedback from beneficiaries with regard to their awareness, problems faced, potential and actual benefits and level of satisfaction. Ten completed roads and eight ongoing road projects in Orissa and Karnataka were selected for study in this Phase.

This publication summarises PAC's experiences in Phases I and II, and is aimed at all who believe that citizen knowledge can be a valuable resource in the development and maintenance of public assets.



Case Studies from the Social Audit of Public Service Delivery in Karnataka – M. Vivekananda, S. Sreedharan, Malavika Belavangala

In the social audit of public service delivery in Karnataka carried out by Public Affairs Centre (PAC) at the instance of the Department of Planning, Programme Monitoring and Statistics, Government of Karnataka, seven services were examined. The data for the audit were collected through a sample survey of users of the public services. In addition, a few case studies were also recorded to obtain the qualitative aspects of those services, after completing the survey. The case studies included in this book share the experiences and comments of all stakeholders pertaining to the services surveyed.

A Green Manifesto for Environmental Governance – A people-centred tool and approach



PAC Environmental Governance Group

Environmental Governance Group (EnGG) believes that integrating the concerns of the common person in an organic fashion through 'Community-centred Governance' is the best way to address the issues arising from the impact of climate change.

In the backdrop of the legislative elections in the southern Indian state of Tamil Nadu, Public Affairs Centre initiated the process of developing a Green Manifesto for Tamil Nadu.

Following a chain of consultations with various stakeholders, a Green Manifesto was drafted and released simultaneously in various parts of the state, including Chennai, Ramanathapuram, Thoothukudi, Salem and other districts. The process is amply described in this publication.



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Measuring the quality of governance of Indian states

Although good governance has always been the objective of all governments across the world, it was from the early 1990s, that many international institutions like the World Bank started emphasising that “Good Governance” is a necessary condition for fast and inclusive development in any economy. Lately, there has been renewed focus in the country about governance processes and institutions to evaluate the quality and levels of governance. In a federal country like India, where the responsibilities and duties of the State Governments have been listed out clearly in the Constitution, the role of the States to achieve high levels of governance gains more importance.

Can governance be measured in an objective manner using data available in the public domain so as to capture the essence of this quality of governance? Can we identify the critical aspects of governance and use the same for comparison between the States? Can we assign scores and ranks to the States based on the aggregation of the data in various key areas of governance? These were the issues that attracted the curiosity of Public Affairs Centre and prompted it to undertake the study.

The Public Affairs Index (PAI) is an attempt to bring together the states of the country which are culturally, economically and socially diverse, into a common data-driven framework, to facilitate an interstate comparison. A well-framed methodology backed by statistical data from government sources, has been included in the study to provide insights into the subject.



No.15, KIADB Industrial Area, Jigani - Bommasandra Link Road, Bangalore - 560105 India
Phone +91 (0) 80 278 399 18 / 19 / 20 | mail@pacindia.org | www.pacindia.org

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