

# PUBLIC AFFAIRS INDEX



Committed to good governance



## Public Affairs Index - Governance in the States of India - 2018

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Public Affairs Centre (PAC) engages in action research focussing on Sustainable Development Goals in the context of India. PAC is a not for profit Think Tank, established in 1994 with a mandate to improve the quality of governance in India. The creation of PAC was perhaps the first civil society-led institutional initiative to mobilise a demand for good governance in India. Dr. Samuel Paul (Founder Chairman) was instrumental in establishing PAC with a select group of friends. Public Affairs Centre (PAC) is a pioneer organisation in deploying innovative Social Accountability Tools (SAT) to measure the quality and adequacy of public services. Over the years, the scope of our work has expanded and we have gained credibility in our 'commitment to good governance' mission.

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**PUBLIC AFFAIRS CENTRE**  
Commitment to good governance

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## Public Affairs Centre

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Established in 1994 with a mandate to improve the quality of governance in India, the creation of Public Affairs Centre (PAC) was perhaps the first civil society-led institutional initiative to mobilise a demand for good governance in India. The focus of the centre is primarily in areas where citizens and civil society organisations can play a proactive role in improving governance. 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.

A think tank committed to good governance, PAC is more than two decades old, and has consistently adopted the cause of the citizen in the formulation, implementation and review of government programmes in the country. The well-known Citizen Report Card (CRC) is one of its early social accountability tools that assisted the government in understanding the opinion of the people on the nature and quality of the programmes put into place by the government and its many agencies. Over the years, it has brought out several treatises and publications that reflect its concern towards good governance and citizen engagement.

In denomination and in terms of contribution, PAC is now considered within the fraternity of think tanks that promote and support evidence-based policy design, formulation and implementation.

10 Themes | 30 Focus Subjects | 100 Indicators

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**PUBLIC AFFAIRS CENTRE**

*Committed to good governance*



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## Public Affairs Index



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We would like to extend our gratitude to Mr. Chiranjib Bhattacharyya, Professor, Indian Institute of Science and Mr. Samik Chowdhury, Associate Professor, Institute of Economic Growth for their contribution and for sharing their expert comments for enriching the third edition of Public Affairs Index (PAI). Similarly, thanks are due to Ms. Asha Subramanian, IIIT-B for her expert comments and in assisting the verification of data.

PAI, being a product of humungous enriched data, a strong data verification is indispensable. Ms. Priyanka Agarwal, Programme Officer and Ms. Bhargavi Nagendra, Programme Officer both belonging to the PAC family, vetted the data sets. We would also like to thank Mr. Arvind L. Sha, ex-PAC staff member and the Environment and Ecology Programme (EEP) Group at PAC for suggesting the indicators for the theme of environment.

Special mention must be made to the Think Tank Initiative (TTI) of the International Development Research Centre (IDRC), which provided untied grants and has enabled PAC to take up such innovative projects.

# INDEX

|                                                                   |     |
|-------------------------------------------------------------------|-----|
| ■ FOREWORD                                                        | 012 |
| ■ INTRODUCTION – Governance in the States of India                | 014 |
| ■ METHODOLOGY                                                     | 028 |
| ■ PAI – THEMES                                                    |     |
| • 01 THEME – ESSENTIAL INFRASTRUCTURE                             | 036 |
| • 02 THEME – SUPPORT TO HUMAN DEVELOPMENT                         | 046 |
| • 03 THEME – SOCIAL PROTECTION                                    | 056 |
| • 04 THEME – WOMEN AND CHILDREN                                   | 066 |
| • 05 THEME – CRIME, LAW & ORDER                                   | 074 |
| • 06 THEME – DELIVERY OF JUSTICE                                  | 082 |
| • 07 THEME – ENVIRONMENT                                          | 092 |
| • 08 THEME – TRANSPARENCY AND ACCOUNTABILITY                      | 102 |
| • 09 THEME – FISCAL MANAGEMENT                                    | 110 |
| • 10 THEME – ECONOMIC FREEDOM                                     | 120 |
| ■ PAI 2018 :CONCLUSION AND FINDINGS                               | 130 |
| ■ THE FOUR GRAND PILLARS                                          | 148 |
| ■ RANDOM NOTES                                                    | 164 |
| ■ CHILDREN OF INDIA                                               | 172 |
| ■ STATE FACT SHEETS                                               | 236 |
| ■ ANNEXURE                                                        | 268 |
| • PAI – Theme wise state ranking                                  | 270 |
| • PAI – How each state fares ?                                    | 271 |
| • CHILDREN OF INDIA – How each state fares ?                      | 279 |
| • PAI – List of themes, focus subjects, indicators and weightages | 281 |
| • CHILDREN OF INDIA : List of themes, indicators and weightages   | 287 |
| ■ MEDIA COVERAGE                                                  | 291 |
| ■ PAC PUBLICATIONS                                                | 293 |

# FOREWORD



*G.Gurucharan, Director  
Public Affairs Centre*

Public Affairs Centre began its mission on public governance in India by pioneering Social Accountability Tools to assess the quality and adequacy of public services. The community is important to us. It rooted us over the last 24 years, in an analytical tradition that underlined the importance of evidence to understand what happens to communities within communities, why and how. It also raised uncomfortable questions: Why, despite significant economic growth and apparent all-round progress, for a significant population in our country the sum of freedom has not increased. The minimum freedom that they need today – from the poverty of health and education – and the greater freedom they need tomorrow – of economic and social opportunities – is not of a unique kind but identical with at least the middle class, if not the rich. If that aspiration was to be fulfilled, we decided, it was important to understand the patterns of development. We decided to seek answers and examine governance performance at the sub-national level applying a data-based framework to rank the states of India on social and economic development. Thus, the Public Affairs Index (PAI) was launched three years ago.

It is our privilege to present the third edition – PAI 2018. The conceptual basis for a composite index that seeks to measure the quality of governance – indeed, of social development – is challenging and by its very nature, imprecise. We recognise that the data, the analysis of the data, and the ranking of states will be received, with scepticism or circumspection by some experts from more exact sciences; subject matter specialists and; those in government alike. But I would urge you to read it fully, for it has its surprises and rewards. Among them is the realisation that progress in some states on the most urgent goals of development – education and health for all – and in attaining some of our most cherished values – a humane, just, and equitable society – is unconscionably poor; and the deprivation, privation and vulnerability of women, children and the socially marginalised, much more than might first be supposed. Equally, our report for the past year also points to inspiring positive developments in other states, where significant improvements in social development indicators have been recorded. Why some have done better than the others, and how we might emulate them will be important for states to understand. We would be happy to work with the states to help.

The thrust clearly must be on modernising the governance system in the states, and enhancing the capacity to govern, as a reform priority in the ensuing years. To do this, data-based decision making must constitute the central principle and must be mainstreamed as a policy priority on a government-wide basis. There is much work to be done on the production and use of public data, by state governments, to promote effective, efficient and transparent public policies. PAI 2018, is a sustained effort to demonstrate how this might be done. It must be read in the wider context of the efforts of Public Affairs Centre to build a scientific, sustainable and reliable model for developing data-based frameworks that can support progressive development praxis.

We endeavour to partner governments and para-state organisations in doing this. We are already working with several: helping the National Human Rights Commission (NHRC) develop a Human Rights Index; the Himachal Pradesh State government implement a District Good Governance Index; and the Kerala State government develop a District Industry Friendliness Index. Independently, PAC is also working on developing a water Index, as part of our sustainability programme. These diverse efforts will assume significance only when there is a chain reaction and critical mass generated for good governance based on evidence, at all the three tiers of governance in India. For this to happen the governance triumvirate: the state- market- civil society needs to work together.

We at PAC look forward to your views, we also look forward to collaborate with you in this exciting endeavour.

**G.Gurucharan**  
Director,  
Public Affairs Centre  
July, 2018



The Public Affairs Index 2017 brought out in May last year, succeeded the 2016 report, in a more complex and comprehensive manner. Not only did the report focus on more subjects with an increased number of specific variables but it also attempted to examine intricate issues such as the overwhelming nature of inequality in our country, now becoming an inevitable corollary for development. The report dealt with this conundrum in the light of economic disparity, gender bias and social discrimination, thereby trying to arrive at an integrated index for inequality in the country. The report also examined the comparative merits of two clear models of development, one based entirely on economic growth, the other emphasising the imperative of enhancing the capabilities of the citizens first so that they can access the fruits of development in a more humane and sustainable manner.

PAI 2018 will continue with the same broad objectives, namely that of measuring governance, but in a manner that will increasingly lift it beyond the merely statistical, leading up to a multi-dimensional and comprehensive matrix that will attempt to capture the complexities of governing the plural and diverse people of this vast subcontinent.

The three tier pyramidal structure adopted in earlier PAI reports is also undergoing transformation. In PAI 2018, apart from the three tiers, there is another dimension covering the four forms of capital that are increasingly referred to in development literature, namely natural capital, human capital, social capital and economic capital. At this new level of comparative evaluation, the research attempts to score and rank the states of India on their performance in the optimum utilisation of these forms of capital.

A special focus chapter is on the Children of India, an empathetic examination of the trials and tribulations faced by these young future citizens, covering around thirty-one specific indicators over several themes, where the analyses is trying to arrive at an honest, though imperfect, overview of the joy, as well as the pathos, of being a child in India today.

The report attempts to evolve as a model for the depiction of governance in the country and will achieve even greater significance across the states of the country, and its institutions, and shall be referred to as an acceptable standard. It is hoped that the strenuous and ongoing efforts will help PAC in honing its skills in the task of measuring governance in the states of India. These annual reports shall forever be a work in progress.



After two annual reports of PAI, in 2016 and 2017, the definitional issues of government and governance, in our approach to assessing the performance of the states and ranking them, are well established. In this edition of PAI, we wish to emphasise that modernising the governance system and the governing capacity of the states will be the overarching goal for further reforms in the near future. This includes the state's encouragement of human potential and the willing grant of freedom to its citizens so essential for their all-round growth and development. In the context of our country this encompasses the free and unfettered enjoyment of fundamental rights and a high degree of tolerance for the multitudinous diversity we are all so proud of.

This is of both theoretical and practical significance for the social development of the country, since the most important drivers of human development – health, education, empowerment of women, skills and employment – are in the legislative and administrative domain of the states. Governance differs from government, both theoretically and empirically. In theoretical terms, governance is the process of governing. It is what governments do for and to their citizens. As an abstract theoretical concept, governance refers to all processes of social organisations and social coordination: it differs from government because social organisation need not involve oversight and control, let alone the state. Markets and civil society networks can and do provide governance in select sectors and spheres, even in the absence of any significant government.

Modernising governance in states and enhancing their capacity is not an entirely new idea. It is a



Image 1: Governance

well-known fact that efforts, even if ad-hoc and fragmented, have been made by various states in the past including, and with moderate success, we might add, the application of technology-based solutions to make governance citizen-centric. However, what is less recognised and we dare say is the urgent need to incorporate modernisation and social accountability in governance in the states as a reform priority and to mainstream it in the governance policy on an economy-wide basis. This will require a restructuring of the relationship between the governance triumvirate: the state - market - civil society. Striking the right balance between the state and the market remains a challenge. States continue to do what the markets can do better, for instance running hotels. It can, and should, outsource to private operators, legitimate para-state functions such as garbage disposal. Equally, the engagement with civil society has been mixed – adversarial or indulgent – often dictated by ideological persuasion. In practical terms, however, the reform drive towards modern and responsive state level governance should place data-based decision making as its spearhead and community mobilisation in the vanguard.

In empirical terms, governance has undergone a significant shift in public organisations since the 1980s. Its more concrete empirical uses have manifested in changing organisational practices within the public sector, private corporations and the global order. The world of government has changed. Increasingly governments rely on market and non-state actors to manage and deliver services. Despite the debates, there is widespread acceptance that the process of governing should involve more diverse actors and constantly evolving organisational forms. Whereas government, in the past consisted in no small measure of bureaucratic hierarchies, that new governance gives greater scope to markets and networks<sup>1</sup>.

These new practices and theories of governance force the citizens to rethink and redefine the exact import of effective action, democratic values, and their relation to one another. This opens opportunities for mobilisation of people and civil society organisations to help enhance social accountability. In particular, the changing relationship between the state and society is slowly but surely resulting in the growing awareness of the agency principle - that the people

and the government are in a principal-agent relationship - that government as agent is meant to serve the people. This is resulting in reinforcing the principle of internal locus of control among citizens – a state of confidence in one's ability to challenge existing relations of domination. The rapidly changing nature of governance and government, especially in the states, and its proximity to the common citizens and their travails, means that mobilisation of and the advocacy for the poor and the vulnerable is beginning to demonstrate empowerment in collective action. The significance of this for governance and government should not be lost. When empowerment endures beyond the collective action, society will begin to see a social change that may arise as a result. This necessarily implies respect for the fundamental rights of a citizen and in the context of the nature of our country's history and demography, an enabling environment of tolerance and respect for one another's faith, social customs, respect for human rights and values and the pluralistic ways of our life. It is the undeniable responsibility of the state to nurture these forms of freedom.

The word governance has also been attached to various social and political agenda. Good governance, is for example, a mantra in current discussions of aid and development although what counts as good governance is still, and shall remain, a matter of contentious discussions. Be that as it may, the older ideas of governance as monolithic and formal are making way for transformation in the relationship between the state and society. Political actors today are increasingly constrained by mobilised and organized sections of society. Conversely, states are also not averse to sharing the activity of

governance with civil society actors. The new relationship between state and society admits of considerable variation and is an international phenomenon, extending across the developed and developing worlds. Thus “governance requires new governing strategies to span jurisdictions, link people across levels of government, and mobilise a variety of stakeholders”<sup>2</sup>.

However, it must be conceded that though there are many dimensions to the constantly evolving definition of governance, in everyday parlance,

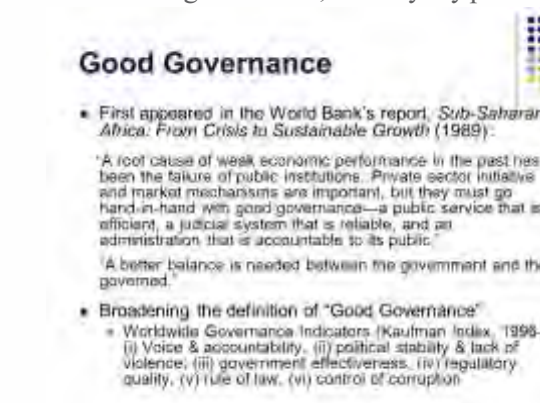


Image 3: Good Governance

‘good governance’ refers most often to the manner in which governments address developmental issues while maintaining law and order and social stability. For such an interpretation to be sustained and to thrive in complex social and political systems, it is essential that institutions are put in place that will encourage good governance. The most important of such institutions is that of a representative democracy with citizens exercising popular sovereignty through legitimately elected representatives. This supposes that the elected politicians would act in accordance with the will and interests of their constituents. There is a



Image 2: Concept of Good Governance

growing sense of trepidation amongst the educated and discerning citizens and an increasing sense of helplessness among those who are poor and disempowered, that interest groups are usurping governance institutions and processes to serve their own narrow ends. In fact, the founding principles of the higher civil service after India became independent and the establishment of an independent and responsible bureaucracy may be traced to this fear. That it would be apolitical, unbiased, independent and function without fear or favour was a given fact. It was also understood that its a necessary role in preserving representative democracy, while removing its worst features – instability, irrationality and factionalism – from day-to-day activities of governing.

Discussions on good governance in development combined two separate strands: one, the theoretical strand included the relations between the state and a democratic civil society and focused on the ways in which power and authority impact in development. Second the policy-oriented strand concerned relations between state and the market. Thus liberal democratic governance was seen to be a necessary pre-requisite for successful economic development. It may be, therefore, appropriate to say that the definitions of good governance should not only be all about competitive elections or clear accountability or even the rule of law alone. It must be broader to cover pluralism, respect for human rights, and a broad base of political participation.

The movement towards a concept of what may be defined as 'collaborative governance' thus becomes evident, where a citizen plays a more

active role in policy making and service delivery, thus holding out the possibility that the gaps evident in the ideals and practices of a representative and responsible governance are bridged and a participative philosophy is imbibed into the very structure of governance. Typically, participatory budgeting and decentralised development planning are two instruments that take the state in this direction. In time, the space for democratic innovations emerge and substantial forms of citizen self-organisation sometimes take root.



Image 4:  
Jagdish Bhagwati



Image 5:  
Arvind Panagariya

Internationally, the story of development can be placed somewhere between the outer limits of two perspectives that govern all discussion on the subject. The first is the preoccupation with increase in Gross National Product on a year-on-year basis, thereby demonstrating the economic might of the country. This is an index easily comparable on an international scale, (or, in the context of our report, on a state to state basis), strengthening competitive nationalism (and federalism) while setting annual and long term targets. The emphasis is on economic growth, including the consequent rise of per capita income, and most importantly, the investment made in infrastructure, the scaling up of foreign direct investment, the improvement of the financial and monetary

markets, the expansion of industry and manufacturing activities etc. The most renowned current proponents of this school of thought in our day and age would be Jagdish Bhagwati and Arvind Panagariya. The argument is that with such economic growth, the trickle-down effect will be triggered off, thereby bringing the benefits of value added in the form of fruits of development to those at the bottom of the pyramid.



Image 6: Amartya Sen

The second, and indeed more nuanced, interpretation, examines the story from the light of the impact of development on those at the bottom of the pyramid. To the votaries of this school of thought, what is important is not mere economic growth, but also, to enhance the capacities and competencies of the people of India, especially those economically and socially deprived, who, in fact, should be the real beneficiaries of the story of development. They should be enabled and empowered to access the fruits of development rather than allowing it to bypass them without enriching their lives. Typically, this means the added emphasis on education and health, on skill development and livelihood, the empowerment of women, reducing the impact on environment, the long-term sustainability of all developmental activity, as also the liberation of the socially deprived classes and communities from the shackles of poverty and social discrimination. This is an alternative model of development. We read much of this kind



Image 7: Jean Dreze

of advocacy in the writings of Amartya Sen and Jean Dreze.

It is obvious that there are severe definitional issues involved in so far as the content and meaning of development is concerned. While the argument may not be as sharply defined as mentioned above, there is no doubt that in essence, this is the debate raging in the country today.

Nobel Prize winner Simon Kuznets, one of the key originators of GDP, said, *"the welfare of a nation can scarcely be inferred from a measure of national income. If the GDP is up, why is America down? Distinctions must be kept in mind between quantity and quality of growth, between its costs and return, and between the short and the long run... 'Goals for 'more' growth should specify more growth of what, and for what'."*

There is an ongoing debate on the best method possible for effectively measuring progress. "Wealth and well-being requires indices that are as clear and appealing as GDP but also more inclusive than GDP—ones that incorporate social and environmental costs or benefits."<sup>3</sup> This debate centres around clarifying what indices are most appropriate to measure progress; and how these can best be integrated into the decision-making process and taken up for public debate.

Davis Pilling's book on "The Growth Delusion" amplifies this in much greater detail. In his brief article on the subject published in TIME<sup>4</sup>, he argues that *"one of the prime faults of GDP is that it deals in averages and aggregates. Aggregates hide the nuances of inequality and averages don't tell us much ... Studies suggest that people care more about relative rather than about absolute*

*wealth. If that is true, then as minority have become richer, the majority have grown more miserable."* Pilling goes on to add that the GDP is *"a child of the manufacturing age – good at measuring physical production but not the services that dominate modern economies. How would GDP measure the quality of mental health care or the availability of day care centers and parks in your area?"*

Several exercises in this direction have taken place in the past, and it would appear that at an international fora, the ongoing real debates are about what measures could influence decision-making as viable, useful complements to GDP



Image 8: Quote by Robert Kennedy

| Nine Domains of Gross National Happiness |
|------------------------------------------|
| Psychological Wellbeing                  |
| Living Standards                         |
| Psychological well being                 |
| Health                                   |
| Ecological Diversity and Resilience      |
| Time Use                                 |
| Education                                |
| Community Vitality                       |
| Education                                |

such as the Ecological Footprint, Human Development Index, the Physical Quality of Life Index<sup>5</sup>, the Happy Planet Index, the Gross National Happiness Index and Genuine Savings Approach etc<sup>6</sup>. Again, what other issues such as ecosystems and their goods and services, social and human capital, environmental impact including carbon footprint etc need to be taken into account for a more complete measure of wellbeing? What would the implications be if decisions were based on a GDP corrected for losses in ecological or human capital? About a decade ago, former French President Nicolas Sarkozy had commissioned a study chaired by Nobel economist Joseph Stiglitz to study exactly

this. Sarkozy wrote in the foreword of the report, that this gap is creating, “a gulf of incomprehension between the expert certain in his knowledge, and the citizen whose experience of life is completely out of sync with the story told by the data.” This gulf is dangerous “because the citizens end up believing that they are being deceived. Nothing is more destructive of democracy”.

This is complicated by the change in the method of calculating the GDP introduced by the Modi government a couple of years ago. It is not only the change of the base year for 2004-05 to 2011-12, but the calculation is at market price instead of factor cost. The new method takes into account, not the cost of production, but the price paid for it by the consumer. This is the international method of calculation and brings India in line with the global practices. To recall, this has had a remarkable effect of lifting growth to 6.9 % for 2013-14 instead of 4.7 % as estimated earlier, (more than 2% growth). While the new method has gained acceptance, it has led to comparisons and allegations as previous governments superimpose the new methodology on earlier figures and claim exponential growth well in excess of 10%!

Seventy-one years after Independence, sixty eight after India became a republic, and even after experimenting with many ideologies in governments - left, right and left or centre (with a small interval in the form of totalitarianism during the Emergency), we are yet to find our way to the promised Ramrajya. Issues that beset us in our early days of freedom, in the form of oppression of the dalits, atrocities against women, superstition,

religious bigotry, neglect of the girl child, are still all around us. These are largely invisible to policy makers and political leadership that rule our people. This PAI report 2017 pointed out the symbiotic relationship between performance in the social sector and overall economic growth. States consistently investing, and performing well, in key soft areas such as education and health or women's empowerment etc. have achieved high overall economic growth as well, though this has been a slow movement, over several decades after Independence. Kerala in the south and Himachal Pradesh in the north have been stellar examples. This edition of PAI will examine the overall performance of some of the best performing states and adduce reasons for their impressive growth, while at the same time trying to discern the reasons why the poor performers at the other end of the scale have been unable to rise out of the troughs where they have been languishing for some time now.

The Economic Survey 2017-18, released recently, lists out ten new facts on India<sup>7</sup>: nine of them deal with financial issues and the economy in particular. Only one, related to meta preference of the Indian society for a male heir, touches on critical social issues.

It is in this context that the Public Affairs Index gathers enormous significance. As seen in the two previous reports of PAI 2016 and PAI 2017, the challenge is to develop a multi-dimensional matrix that captures this complexity best suited to measure the fine nuances of governance in a federal country of such complexity such as ours. While these issues were addressed to the extent

## Ten New facts on the Indian Economy (Economic Survey, 2017-18)

1. There has been a large increase in registered direct and indirect tax payers.
2. Formal non-agricultural pay-roll is much greater than believed.
3. State's prosperity is correlated with their international ad interstate trade.
4. India's firm export is substantially more egalitarian than in other large countries
5. The clothing incentive package boosted exports of readymade garments.
6. India Society exhibits strong son 'meta' preference
7. There is substantial avoidable litigation in the tax arena which government action could reduce.
8. To reignite growth, raising investment is more important than raising saving.
9. Own direct tax collections by Indian states and local governments are significantly lower than those of their counterparts in other federal countries
10. The foot-print of climate change is evident and extreme weather adversely impacts agricultural yields.

possible in the two reports mentioned above, with each succeeding year PAC is deeply conscious of the increasing external sensitivities, as well it's own deeper understanding of the fine tuning required to make the Index more sensitive to the demands for a complex and complete analysis of the levels and quality of governance.



Image 9: Performance based rankings

It may be argued that ranking of states is but a 'numbers game', generated by the availability of data and the recent spirit of competition amongst the state of India in matters related to Governance.

At PAC we are confident that data analysed objectively can reveal more than perception.

While on the subject, this would also be the right time to address the issue of whether more indices are better than having less. From 66 indices in 2016 to 82 in 2017, PAC is now moving to a full 100 in the PAI 2018. Often PAC has been advised that a compact index with few variables would be equally revealing of the true nature on the profile of Indian governance than a complex and extensive list of such indicators. For example, the Human Development Index (HDI) has three variables, health, education and income. Yet, it comprehensively indicates the nature and quality of the economic and social development of a state or a nation with adequate competence. In passing it may also be commented that the much vaunted 3 index matrix of the HDI is in itself an aggregation of several specific variables, clubbed into its respective envelopes of health, education and income.

The argument against this suggestion goes to some lengths to make a distinction between the spread of indicators in the horizontal and vertical axes. The more the indicators on the horizontal axis, with a careful selection of themes and focus subjects, the more extensive is the scope and expanse covered. Similarly, the more the indicators on the vertical axis, the more intensive and detailed is the depth covered. That is to say, if we have but a few themes and subjects, but a very detailed list of variables on these limited identified areas of examination, the more intensive and focused would be the examination of the subjects under consideration. On the other hand, one could argue that an increase in the number of themes and

focus subjects, along with the variables associated with them, would reveal a more expansive and comprehensive canvas touching upon nearly all aspects of governance.

It is possible that PAI is trying to do both; examine both extensively and intensively, to the extent possible. But then such is the complexity PAI



2018 is trying to address. Neither approach seems adequate; limiting the number of themes excludes large swathes of areas of governance; a restricted number of themes alone do not reflect the vastness of the subject of study. Thus PAC is caught in an unenviable cleft and will try not to ignore any key themes of governance, while at the same time, the report tries to include all indices possible that will lead us to a better and more comprehensive appreciation of the governance of this country. It is in this context that PAC has added a fourth tier in the governance matrix developed for PAI 2018.

International developmental economics – and in its turn the economics within a federal nation -is increasingly looking at the manner in which the four forms of capital - natural, human, social and economic- are being developed in a sustainable manner by the formal agencies of governance, that is the nations and the states, either directly or

through private players. Sustainable development maximizes human well-being in the present, without leading to a decline in the well-being of future generations. Historically, economic development has sought to maximise wealth, while attaching much less weight to other assets, such as human health, social networks, clean air and water and biological diversity. This has created “a vicious circle in which, economic development has often occurred at the expense of the environment leading to detrimental impacts on the well-being of society in the long term.”<sup>8</sup> Development is considered to be sustainable if these capital stocks or assets categorised into four capitals, are maintained or increased over time.

In effect what this means in the context of PAI 2018 is that we group each of the 100 indicators identified, within the boundaries of the specific form of capital to which it refers, with intermediate layers of focus subjects and themes. For the purposes of the structure of our matrix, the four forms of capital is called the grand pillars of governance. More of this is elaborated in a separate chapter on the four capitals.

The chapter on methodology details the processes that were undertaken in the formulation of the index, collection of data, methodology that was followed in the mining of information from the public domain and the manner in which the aggregation of the data was managed in the task of putting together this comprehensive document so as to evaluate, score and rank the states of India on the quality and levels of governance.

PAI 2017 report had added a new feature, a special chapter on the perplexing issue of rising inequality in the country. While wealth has

increased and poverty has diminished both in individual countries as well as on a global framework, the fact remains that inequality has in fact increased. This form of pernicious inequality has resulted in deep divides within economic classes, social groups and amongst the genders. In the same manner PAI 2018 addresses another deeply engrossing, but also distressing, subject on the children of India, including the crimes committed on them despite the lapse of a full seventy years after Independence. The report looks at the paradox of consistent policy failure, despite the best of intentions, the adequacy of funding and the availability of the best minds in the country to undertake the task of policy formulation. The special focus theme will deal with this sensitive issue with all the empathy and concern that it deserves.

## India in the year gone by

This year had several important events that reflected on the sensitivities and on the envisioned image as the second most populous country, a democratic country, on the planet. Internationally 2017 will go down in history as a year that saw many significant developments across the globe. While the United States swore in its forty-fifth President, North Korea secretly acquired more nuclear weapons. Even as heated feuds continued around global warming, the Rohingya Muslims, deemed to be world's most persecuted community, fled from alleged ethnic cleansing in Myanmar. Britain struggled with its efforts to exit from the EU and a spate of shootings in churches and schools in “the land of the free and the home of the brave” shocked sentiments and notions of safety and security.

How about events in India, a bustling economy that is still recuperating from the far-reaching effects of demonetisation? There have been events that have portrayed India in the best - and the worst - light in press stories that reverberated throughout the country and elsewhere in the international arena. Our space programme is thriving; our sportsmen have won laurels for the country. The prestige of our country abroad has grown from strength to strength. Here's a list of some important events and debates that tells you how India fared in 2017:

## Implementation of Goods and Services Tax

The much contested Goods and Services Tax (GST) was rolled out on July 1, 2017, replacing multiple taxes levied by governments. GST,



Image 10:  
Goods and Services Tax (GST)

which also aimed at an accelerated growth of GDP, replaced over 15 different taxes and various cesses imposed by central and state governments.

## Election of new President and Vice-President

In an election held in July, India elected its 14th President. Seventy-one-year-old Ram Nath Kovind took office as President, from Pranab Mukherjee who refused to contest for a re-election due to ill-health. BJP's Kovind (winning a majority of over 65 percent votes) defeated Indian National Congress's Meira Kumar who also formerly held



Image 11:  
The President of India

the Chair of Lok Sabha Speaker. Additionally, BJP's M Venkaiah Naidu was elected as India's 13th Vice-President overpowering opposition's Gopalkrishna Gandhi in an election in August, 2017.

## High number of railway accidents

2017 was a disastrous year for the Indian Railways. From the Hirakhand Express derailment in January to the Kalinga Utkal train



Image 12: Railway Accidents

incident in August, the whole of 2017 was marked by frequent railway accidents that claimed many innocent lives. The back to back derailments of the Utkal Express and the Kaifiyat Express in August also led to the resignation of former Railway Minister Suresh Prabhu who offered to quit taking “full moral responsibility” for the unfortunate accidents.

## ISRO continues to make India proud

It was yet another year of success and achievement for Indian Space Research Organisation (ISRO) as it performed a historic feat of launching a massive number of satellites,



Image 13: Success of the ISRO

104 to be exact, using its Polar Satellite Launch Vehicle (PSLV). On February 15, the Indian rocket successfully managed to launch Cartosat-2 (India's earth observation satellite weighing 714 kgs) along with 103 other co-passenger satellites in a single blast-off.

## Military conflicts and standoffs with Pakistan and China

In line with repeated border clashes, tension between the world's two most populous economies escalated over the disputed Doklam plateau in Western Bhutan. China's stubborn road building efforts in the region had irked India to the extent that it's now prepping for a two-front war.

Despite the 10-week military standoff with China, India's Army Chief General Bipin Rawat warned on September, 2017, that India should be wary of military tensions that could further snowball into large conflicts, with Pakistan taking advantage of the situation. Though the Chinese troops apparently backed off, there is still a build up along the border which is disturbing for India. Along the LOC on the Indo-Pak border, there have been serious incursions and violations made by

Pakistan, India's recalcitrant neighbour, endangering any possibility of peaceful talks and attempts to lay down a lasting peace.

## Farmer protests galore

Repeated droughts and failed monsoons leading to subsequent crop failures, as well as issues related to Minimum Support Prices, undischarged debt liabilities and the fragmentation of holdings have left farmers across many Indian states helpless and suicidal. The agricultural sector of the country is going through serious stresses and 2017 saw widespread protests in all parts of the country, with distressed famers walking the streets of Delhi seeking political intervention in the form of compensations and loan waivers. In a recent protest staged on November 2017, farmers from more than 180 different organisations came together in the national capital demanding that the ruling government reduce farm input costs, ensure fair prices for their produce and adopt various debt free measures.



Image 14: Protests by the agricultural farmers

## #MeToo campaign

This online campaign initiated by actress Alyssa Milano in early October saw thousands of Indian women speak up against sexual abuse. The outpouring of disturbing narratives by women on various social media platforms had #MeToo going viral and soon it turned into a movement of solidarity for women who were victims of various forms of sexual harassment.

## The brutal murder of Gauri Lankesh

The cold-blooded assassination of Gauri Lankesh, a leading woman journalist from Bengaluru, came as a deathly blow to India's shrinking free speech and press freedom. Gauri was shot to death by unidentified miscreants outside her residence in the evening hours on September 5. A liberal journalist and activist, Gauri ran a weekly newspaper Gauri Lankesh Patrike in Karnataka. The failure of the state administration to apprehend the criminal tells a story of inefficiency and lack of will that may have serious implications for the rest of the country in terms of freedom of expression, liberty and indeed the democratic spirit of the country. Recently though, there has been some progress in the investigation.

## Rising pollution levels across Indian cities

With a toxic haze choking Delhiites this year as well, pollution across Indian cities rose to dangerous levels, with the National Capital Region (NCR) topping the chart of deadly pollutants present in the air. There are serious issues related to burning of the after-crop in rural areas around the national capital as well as



Image 15: Rising Pollution in Delhi

uncontrolled increase in the number of vehicles plying the streets of Delhi. However, Delhi (deemed to be the most polluted city in the world), had a relatively cleaner Diwali this year, thanks to the apex court's ban on the sale of firecrackers in NCR.

## Achievements in sports

The Indian sportsmen had a splendid year in terms of their achievements lapped up by an adoring nation. The Indian men's and women's hockey teams were victorious at the Asian Cup. The athletes won the highest ever tally of medals at the World Para Athletics Championships. The Indian women's cricket team entered the World Cup final for the first time in 12 years, and though they couldn't register a win, they won the hearts of millions of their countrymen. Saina Nehwal lifted the Malaysian Open Trophy, while Mary Kom won the gold at the Asian Women's Boxing Championship. PV Sindu took the title at the BWF Superseries even as Virat Kohli broke one cricketing record after another and captured a place for himself in cricket's hall of fame.

## Judicial pronouncements

There were several judicial pronouncements that touched the conscience of the people of the country. Some of them are listed below, even as the revelations made by some aggrieved Justices of the Supreme Court aroused suspicion and distrust about the apex court of the country.

In a landmark 4:3 judgment, the Supreme Court of India held that an appeal for votes during elections on the basis of religion, caste, race, community or language, even that of the electorate, will amount to 'corrupt practice' and call for disqualification of the candidate in any election.

The practice of triple talaq was deemed to be unconstitutional and manifestly arbitrary in a split judgment 3:2 in August 2017. The court instructed the Central Government to frame rules in this regard.

Almost simultaneously, a nine-judge bench of the Supreme Court ruled that Indians have a fundamental right to privacy, and that it is intrinsic to life and liberty, thus falling under Article 21 of the Constitution. The judgment opened the way for other contentious issues such as Aadhaar and the rights of the LGBT community.

Even in lower courts, there was much excitement: the judgment against Godman Gurmeet Ram Rahim Singh in Haryana and the judgment in favour of A Raja in the 2 G scam also saw much political and social turmoil in the after effects of the judgments.

**Election results:** The BJP swept into power, in six states out of the seven that went to the polls. The Chief Ministers who took charge were Manohar Parrikar in Goa, Biren Singh in Manipur, Adityanath Yogi in Uttar Pradesh, TS Rawat in Uttarakhand, Jai Ram Thakur in Himachal Pradesh and Vijay Rupani in Gujarat. The Congress wrested Punjab from the BJP and Amarinder Singh took the oath of office in Punjab. The by-elections in Rajasthan in January this year, where the Congress won conclusively, set the stage for another round of interesting Assembly elections to five states in the near future. The by-polls in UP have also been surprising with the conclusive defeat of the ruling BJP. In Karnataka, an unexpected coalition between the INC and the JD(S) took the reins of power after a keenly contested elections. The states going to the polls this year are Rajasthan, Madhya Pradesh and Chhattisgarh.

## PAI's journey

PAI 2017 received significant media coverage after its release in May 2017 by former Chief Justice of the Supreme Court Shri M.N. Venkatachaliah and the formal launch of the website by former Lok Ayukta of Karnataka, Justice Santosh Hegde.

One of the spin-offs of the event was the considerable interest shown by the National Human Rights Commission (NHRC) in the formulation of a similar index to measure, score and rank the states of India in the matter of compliance to the principles of Human Rights in the country. It is an honour for Public Affairs Centre that it has been assigned the task of the

creation of a National Human Rights Index (NHRI), for which work is underway.

In addition, the Himachal Pradesh Government was appreciative of PAI 2017 and has assigned the task of creation of a District-level Good Governance Index (DGGI) to measure the quality of governance at the sub-state level to generate a sense of competition amongst the districts and to aid the state in taking policy decisions and corrective action so as to address questions of regional disparities and other inter-sectoral priority matters. The draft DGGI report has been submitted to the HP Government.

PAC is in the process of a dialogue with other State Governments and institutions for similar projects which can use the format of a data based index to measure elements of governance that are of crucial importance to them. This may be in terms of overall governance or with specific reference to sectors such as education, health, financial reforms etc. The Kerala Government has since sought collaboration with PAC to assist them in the creation of an industrial friendliness index for the districts of the state.

It is also a matter of pride for PAC that it was invited by the NITI Aayog to make a presentation on the PAI to the new Vice Chairman and other senior officers from this national institution. PAC is in correspondence with them to take forward this collaboration.

On a more contemplative and satisfactory note, it is enlightening to note that the states of India are now seeing the importance of data as a means to arrive at performance based ranking in various

aspects of governance. A recent article in ET speaks of how 'performance-based rankings are shaking up the rigid world of government, creating a ripple effect in the way governments work'.



Image 16: Ripple Effect

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## METHODOLOGY



*‘Data, data everywhere, but not a thought to think’*

-John Allen Paulos, an American mathematics professor at Temple University in Philadelphia, Pennsylvania.

Two questions came to our mind, while PAC was conceptualising the idea of Public Affairs Index (PAI) in 2016:

1. Ample amount of data is available in the public domain. However, are we doing sufficient justice in making proper use of the data available?
2. How to measure something as complex as Governance, especially at a time when the clarion call is for 'Minimum Government, Maximum Governance'?

PAC thought of integrating the two issues mentioned above and decided to frame a model in which it can measure Governance by effectively using data that is available in public domain.

While developing the index, PAC faced many challenges with regard to data and data being the backbone of this study, it was quite difficult to address the situation. PAC believes that the readers will be interested to know the challenges and hence we are listing them below:

1. Initially, PAC had a humongous list of indicators (more than 100) and had decided that it would measure governance based on these indicators. However, due to non-availability of data, it had to scrap many indicators from the study. But, this

problem is twofold: either the data was not available or even if the data was available, the data was very outdated and hence the analysis becomes obsolete.

2. The second challenge is exactly opposite to the first one. PAC found that plenty of data is available; however, some of them do not make any sense unless you dig deeper and try to look beyond the mere numbers.

PAI being an annual feature of PAC, has tried to overcome these challenges and to become pitch perfect it will improvise the study every year.

It will be interesting to know what is different in PAI 2018. The following section gives a bird's eye view of PAI 2018:

### 1. Consultation of Experts

PAI 2018 is the third report in the annual series of PAI and over the years PAC has enhanced the quality of its study. In this regard, PAC reached out to a group of academicians and statisticians to test the soundness of the methodology used. PAI 2018 has also incorporated the suggestions of these statisticians to fine-tune the methodology.

### 2. PAI in retrospect

Listed below are some points, which will give a tour from the start of this journey in 2016 to present:

| PAI 2016                                            | PAI 2017                                            | PAI 2018                                                                     |
|-----------------------------------------------------|-----------------------------------------------------|------------------------------------------------------------------------------|
| ➤ 10 Themes,<br>25 Focus Subjects,<br>68 Indicators | ➤ 10 Themes,<br>26 Focus Subjects,<br>82 Indicators | ➤ 10 Themes,<br>30 Focus Subjects,<br>100 Indicators                         |
| ➤ Sentiment Analysis                                | ➤ Sentiment Analysis                                | ➤ Concept of Four Pillars;<br>Social, Economic,<br>Natural and Human Capital |
|                                                     | ➤ Special Focus on<br>Inequality                    | ➤ Special Focus on<br>Children of India                                      |
|                                                     |                                                     | ➤ Comparing India<br>with other indices                                      |
|                                                     |                                                     | ➤ Individual state<br>fact sheets                                            |

### 3. Add, tweak and drop indicators

PAI 2017, had a sum of eighty-two indicators. After the launch of PAI 2017 it had received suggestions from various stakeholders with

regard to inclusion and exclusion of various indicators. After a series of discussions, PAC came to an approximation of 100 indicators, by adding, dropping and tweaking a few indicators. PAI 2018, has included a whole host of indicators (almost 14) in the theme of environment. Other than environment, PAI 2018 includes indicators in the theme of essential infrastructure, economic freedom, support to human development and transparency & accountability. Four indicators have been tweaked and four indicators have been dropped based on the relevance of the study. For instance, the indicator on Annual Status of Education Report (ASER) since the latest ASER report (2017) does not cover all the states and hence it won't portray an overall picture.

|                              |
|------------------------------|
| <b>PAI 2018</b>              |
| <b>NEW INDICATORS: 22</b>    |
| <b>TWEAKED INDICATORS: 4</b> |
| <b>DROPPED INDICATORS: 4</b> |
| <b>TOTAL INDICATORS: 100</b> |

### 4. Concept of Four Pillars

PAC identified four overarching pillars that would encapsulate all the themes, focus subjects and indicators. The four pillars, as espoused by Joseph Stiglitz, are economic, social, natural and human capital. Initially, PAC was of the view that it would rank all the states based on the four pillars and then would come up with an overall index. But, to avoid bias, PAI 2018 has ranked the states based on the pillars and not aggregated them to come up with an overall index. This section is included as a separate chapter.

### 5. Analysis of Delta

PAI 2018 has a section that focuses exclusively on the growth that the states have made so far in a given period of time. This section considers three broad sectors, i.e. Health, Education and Women and has selected a few specific indicators to calculate the growth rates or the CAGR.

### 6. Children of India

PAI 2018 also includes a special chapter that deals with children. This section comprises five broad themes and thirty-one indicators. It provides the rankings of the states from a rights-based approach, i.e., rankings with regard to protection of the rights of the children. The methodology followed in this section is similar to the methodology adopted in the earlier PAI editions.

## METHODOLOGY

The steps used in arriving at the rankings are as follows:



Each of the steps is explained in the following section:

### Data collection

PAI 2018 is entirely based on secondary research. Data was collected only from Union Government Ministries and Departments. Government data in the public domain is the least controversial, and PAC was not keen to access private data sources that may be interpreted as biased or slanted. In case of only one indicator, the research had to rely on a non-Governmental source and is mentioned below:

1. To track the criminal records of MLAs information was extracted from MyNeta, which is a website for ADR, (Association for Democratic Rights) the only known and reliable source for information pertaining to criminal records of MLAs, which itself is based on information revealed by the candidates themselves when they file their nomination for the said elections.

### Standardisation

PAI is an evidence-based and data driven framework that measures the quality of governance in the Indian states, which are economically, socially and culturally so diverse and different. Further, the geographical and demographic size of each state is also different. Thus, such a pan-India comparison will only make sense if the data is standardised and all the data points are in the same scale of measurement. In PAI we have standardised all the data either by the denominator of population, or by GSDP, or by some other factor depending on the nature of the parameter. For instance, comparing fiscal deficit of a large state like Uttar Pradesh with a small state like Mizoram will only make sense if the data is normalised: for instance, one can standardise fiscal deficit with GSDP. After standardising, if one compares fiscal deficit as a percentage of GSDP of Uttar Pradesh to that of Mizoram, then the analysis will be more statistically significant.

### Time Period

The Index has been calculated by taking into account only the latest data available in the public

domain. As a result, the time period is not the same across all the indicators. PAI 2018 depends on data that is available in the various data sets across the Ministries and other governmental sources. Thus, the asymmetrical nature of the data across the variables is what one has to live with. Therefore, while in some cases PAC may have relied on the current year's data, in certain others it had to refer to older data.

For a few indicators PAC has considered only the latest data point and in several others it has taken the data for three continuous years to show a trend. In the case of the latter, PAC has taken data for three years so as to demonstrate the movement of the state over a three year period, to establish if the state is improving or declining over the said period.

Depending upon the nature of parameter, where, three consecutive years data was available, PAC has calculated the Compound Annual Growth Rate (CAGR) as well as Arithmetic Mean (AM) and have given both of them equal weightage. The formulas used to calculate CAGR and AM is mentioned below:

$$CAGR = \left( \frac{\text{End Value}}{\text{Initial Value}} \right)^{1/n} - 1$$

where n = difference in the number of years.

$$AM = \frac{\sum \text{Observations}}{\text{Number of Observations}}$$

The logic behind calculating both CAGR and AM was to give equal importance to the already developed states vis-a-vis to the developing and least developed states. For example, Kerala is a good performing state and its performance will be reflected by AM and not CAGR since it has already developed. In contrast, the developing state's performance will be reflected by its CAGR.

### Index

After calculating the CAGR or AM or taking the latest data point, each and every data set was converted into a scale of 0 to 1. This is how the Index was calculated and depending upon the nature of the indicator, the formula was modified. The details of the formula used for calculating the Index values are given below:

In cases, where higher index value indicates positive results, the following formula was used:

$$\text{Higher the better: } \frac{\text{Value} - \text{Minimum}}{\text{Maximum} - \text{Minimum}}$$

For example, the higher the number of Institutional Delivery cases, the lower will be the maternal mortality rates and the health of the mother and the infant will be better. In such cases the formula mentioned above has been used.

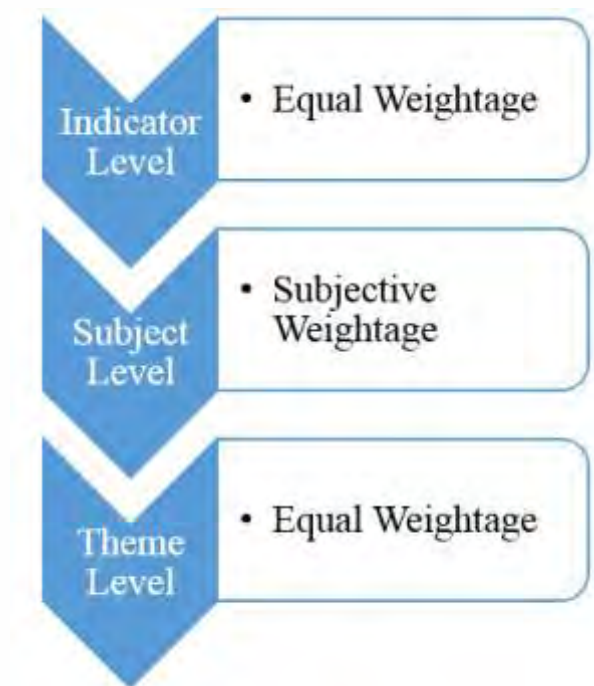
On the other hand, where a lower index value indicates better and more positive results, the following formula was used:

$$\text{Lower the better: } \frac{\text{Maximum} - \text{Value}}{\text{Maximum} - \text{Minimum}}$$

For example, a low crime rate always reflects a safer environment to live in.

### Weights

In order to arrive at the rankings, PAI 2018 has followed a three-tier structure to assign weightage:



At the indicator level the formula mentioned above (higher the better or lower the better) was used for calculating the Index, after which, the indicators were given a certain weightage. At the indicator level, was given equal weightage and the weights were multiplied with index values to arrive at the weighted indices. Finally, all the weighted indices of the indicators were aggregated to arrive at the index of the particular focus subject.

However, at the focus subject level, PAC 2018 has assigned subjective weightages. The weightages are based on the authors' own justification regarding its importance or relevance to the issue at hand. However, they are not fanciful or whimsical by any interpretation. These weightages were assigned after a detailed discussion about the manner in which it impacts the assessment of the state with regard to the variable under examination or focus subject in question. Similarly, at the focus subject level, all the weighted indices of the focus subjects were aggregated to get the theme level index.

Finally, at the theme level, all the themes were given equal weightage and all the weighted theme indices were aggregated to determine the final PAI 2018 Index. From this final index we arrived at the final rankings of all the states, i.e. the state with the highest aggregated index value was allotted rank 1 and the state with the lowest index value the last rank 30. Similarly, all the other states were ranked between 1 to 30.

### Categorisation of States

For the purpose of ranking the states, PAI 2018 has divided the states into two categories, i.e. large states and small states, on the basis of population. States with more than 2 crores of population were considered large states, whereas, states with less than 2 crores of population were considered small states.

PAI 2018 gives the rankings among the large states as well as among the small states. In addition, this report also assigns consolidated rankings for each state regarding their standing amongst all the thirty states.

## METHODOLOGY

Union territories are not included in this study.

Over the last three years, the PAI Reports have received broadly three criticisms. The following section gives a justification of how have tackled the criticisms have been every criticism:

### **Criticism 1: Clubbing static and dynamic processes for the purposes of evaluation**

PAI 2018 has considered the latest data point (static) as well as a time period of three years (dynamic). Statisticians have pointed out that mixing static and dynamic data is not appropriate. However, PAI 2018 argues that, mixing static and dynamic is an ideal way to measure the performance of the states, especially for a diverse country like India. For instance, a state like Kerala, where the immunisation coverage is already at a higher level, if we see the trend over a period of three years, then Kerala will hardly show any progress. Instead, if one considers only the latest data point, then it will clearly show the progress that Kerala has made so far. In contrast, Bihar is a low performing state. In case of Bihar, considering a time period of three years will reflect the actual picture and it will also showcase whether Bihar is catching up with the developed states.

### **Criticism 2: The process of giving weights**

PAI 2018 has given a mix of equal and subjective weightage. Most of the statisticians have pointed out that this procedure is not statistically significant and it is better to conduct a Principal Component Analysis (PCA) to assign weights. PAC agrees that conducting a PCA would

definitely add more value to the scientific rigour and the bias would also be relatively less. However, PAC wanted to adopt a methodology which is understood by the general public and not just confined to a group of scholars.

### **Criticism 3: Mixing governance processes, outcomes and institutions**

PAC thinks that governance is at the intersection between processes, institutions and outcomes, an amalgamation between the three. For instance, if one is dealing with power supply, then considering only per capita power consumption (outcome) will not depict governance of the sector as a whole. Rather, if one also studies the amount of transmission and distribution loss (process), then the analysis will be more enriching. In addition, one considers the functioning of the Electricity Regulatory Authority (institution), then obviously one will be able to connect all the dots and will be able to comprehend the situation in a better and holistic way.

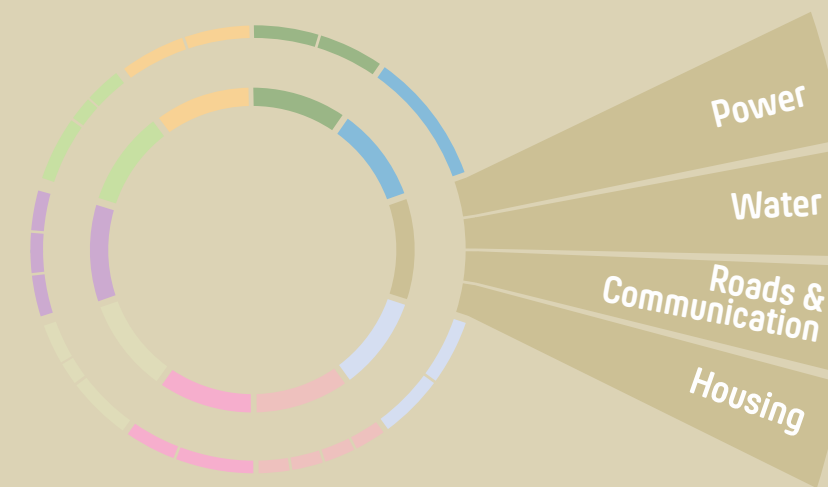
We respect all the criticism and critique as it helps PAC to refine its study. The criticisms mentioned above has helped PAC in fine-tuning the study from every possible way and hence, this is a unique, credible and continuously evolving report. If one looks back and compares PAI 2016 with PAI 2018, then one can confidently say that the report has improved and developed the methodology, even as PAC will further keep revamping the study.

PAC would like to stress on the existing structure of data in India. There are no standard guidelines

that define how often a data should be updated, or on what basis the methodology (of any sample survey) should be modified with the passage of time or switched to a different one. If there is no continuity in the same methodology or if the data is not updated on a consistent basis then comparing data for an analysis becomes extremely tedious or irrational. PAC came across various discrepancies in data even at the levels of the Ministries in the Government of India. In a few cases, the district level data as per the Economics of Statistics Department (ESD) of a particular state, regarded as the apex body to keep track of all the data of all the districts, does not match with the data that is reported by a District level Statistical Officer. In these situations, PAC considers that the new National Policy on Official Statistics, recently brought out by MOSPI, would be significant and hope that it is a good starting point to lay the foundation for enhanced data collection, data documentation and quality assurance. 'Patience and Perseverance' is all that we need to learn and excel at, when dealing with data and its analysis. PAI will always remain a work in progress and will to strive to improve the product every year based on the inputs and feedback of our serious readers.



## THEME #1 ESSENTIAL INFRASTRUCTURE

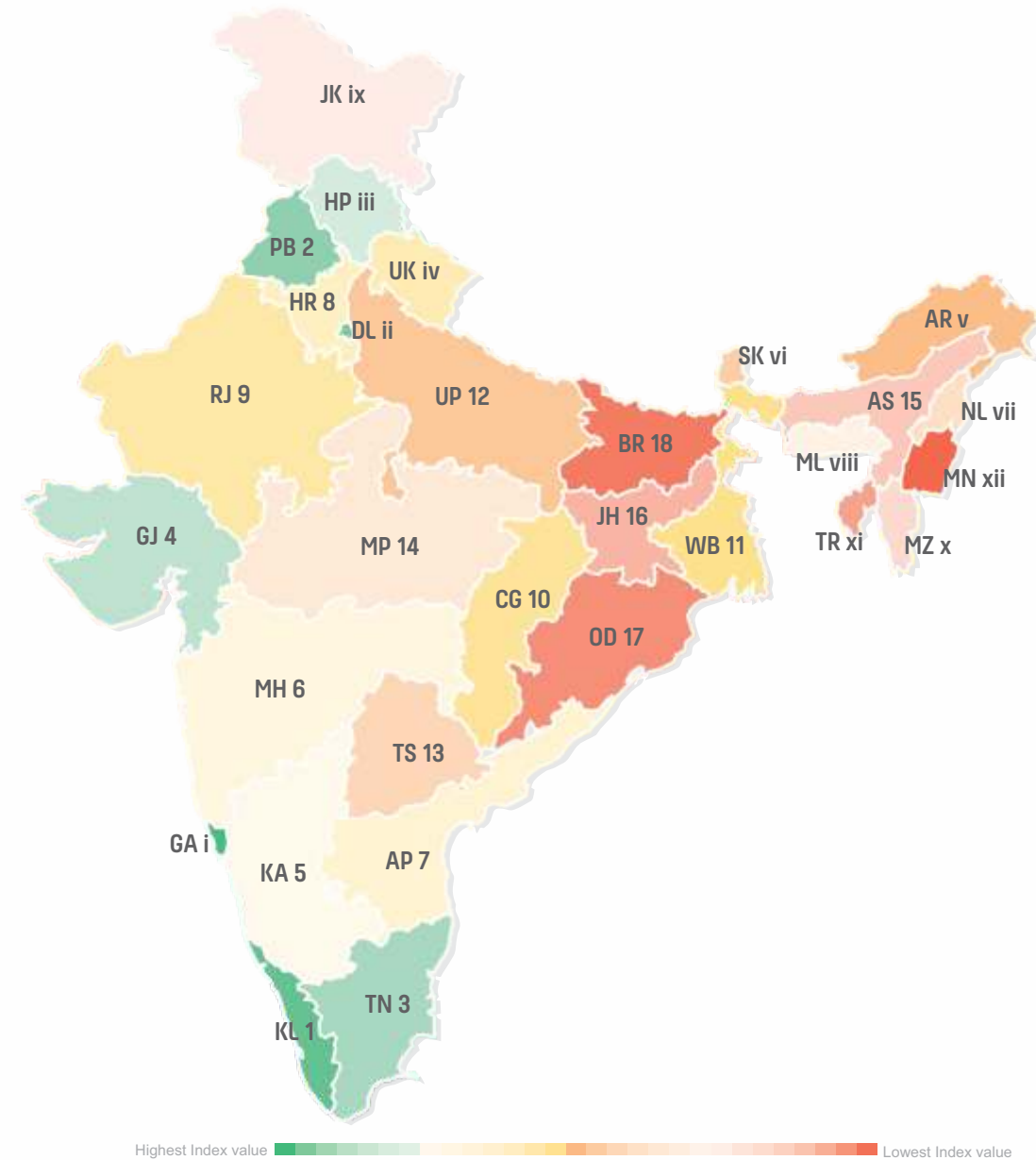


- Transmission & Distribution Losses
- Per Capita Consumption of Power
- Households with electricity (%)

- Households with an improved drinking water source (%)
- Total Irrigated Area vs Total Agricultural Area
- Legislation regarding Rain Water Harvesting
- Existence of Water Regulatory Commission
- Existence of Ground Water Regulation Act

- Surface Roads as a % of total Roads
- Road Density (per 1000 Population and per 1000 sq.km)
- Households having access to Laptops with internet
- Total Bus Fleet and Buses in Public Sector (SRTUs)

- No. of Kutchha Houses as a % of total households
- Slum Population as a % of total urban population
- Toilets constructed under SBM
- Households using improved sanitation facility (%)



Highest Index value Lowest Index value

| Rank | Large States      | Index | 0 ---- scale range ---- 1 |
|------|-------------------|-------|---------------------------|
| 1    | KL Kerala         | 0.641 | <div></div>               |
| 2    | PB Punjab         | 0.633 | <div></div>               |
| 3    | TN Tamil Nadu     | 0.630 | <div></div>               |
| 4    | GJ Gujarat        | 0.624 | <div></div>               |
| 5    | KA Karnataka      | 0.603 | <div></div>               |
| 6    | MH Maharashtra    | 0.596 | <div></div>               |
| 7    | AP Andhra Pradesh | 0.594 | <div></div>               |
| 8    | HR Haryana        | 0.584 | <div></div>               |
| 9    | RJ Rajasthan      | 0.500 | <div></div>               |
| 10   | CG Chhattisgarh   | 0.468 | <div></div>               |
| 11   | WB West Bengal    | 0.449 | <div></div>               |
| 12   | UP Uttar Pradesh  | 0.440 | <div></div>               |
| 13   | TS Telangana      | 0.426 | <div></div>               |
| 14   | MP Madhya Pradesh | 0.381 | <div></div>               |
| 15   | AS Assam          | 0.362 | <div></div>               |
| 16   | JH Jharkhand      | 0.359 | <div></div>               |
| 17   | OD Odisha         | 0.296 | <div></div>               |
| 18   | BR Bihar          | 0.287 | <div></div>               |

| Rank | Small States         | Index | 0 ---- scale range ---- 1 |
|------|----------------------|-------|---------------------------|
| i    | GA Goa               | 0.709 | <div></div>               |
| ii   | DL Delhi             | 0.640 | <div></div>               |
| iii  | HP Himachal Pradesh  | 0.609 | <div></div>               |
| iv   | UK Uttarakhand       | 0.502 | <div></div>               |
| v    | AR Arunachal Pradesh | 0.443 | <div></div>               |
| vi   | SK Sikkim            | 0.434 | <div></div>               |
| vii  | NL Nagaland          | 0.391 | <div></div>               |
| viii | ML Meghalaya         | 0.378 | <div></div>               |
| ix   | JK Jammu & Kashmir   | 0.373 | <div></div>               |
| x    | MZ Mizoram           | 0.372 | <div></div>               |
| xi   | TR Tripura           | 0.345 | <div></div>               |
| xii  | MN Manipur           | 0.227 | <div></div>               |

### Background

The Infrastructure sector – roads and communication, water, power and urban infrastructure – is a key driver of economic growth. Infrastructure has a multiplier effect and catalyses growth on an economy-wide basis. Therefore, the policy discourse on infrastructure has received considerable attention at the centre as well as in the states. Governments are designing policy and programme interventions aimed at building world-class infrastructure. The India Brand Equity Foundation highlights the following: in the Union Budget 2018-19, the Government of India sought to give a massive push to the infrastructure sector by allocating Rs. 5.97 lakh crore (US \$ 92.22 billion) for the sector; in 2016, India jumped 19 places in the World Bank's Logistics Performance Index (LPI) 2016, to rank 35th amongst 160 countries. The private sector is emerging as a key player across various infrastructure segments, ranging from roads and communication to power and airports. The pitch from the government about the 'ease of doing business in India', (including the spectacular rise in the ranking of the country from 130 to 100) and the prospect of a burgeoning market have been successful in attracting Foreign Direct Investments (FDI) to the country and also spurring domestic investments. Admittedly, this is yet a work in progress.

In PAI 2016, while discussing infrastructure as the first of the themes, PAC made an attempt to investigate the performance of each of the states based on the indicators selected within its ambit. In PAI 2017 PAC made an endeavour to understand the political and administrative apparatus operating to deliver the services, as well

as to map the recent developments in each of the focus subjects. In PAI 2018, an attempt is made address issues that either stand out, or need to be recognised, for a better understanding of the subject.

### Context

In PAI 2018, the four focus subjects within the ambit of Essential Infrastructure remain the same as that of PAI 2017, though there are two new indicators that have been added, namely, legislation regarding rain water harvesting and toilets constructed under the Swachh Bharat Mission. The report has also revised one indicator: road density, under the focus subject of Roads and Communication. This time around PAC examined both the population served by the roads (per 1000 population), and the area covered (per 1000 square kilometre), so as to measure the variable of road density of the different states of the country, thus arriving at a more balanced appreciation for this particular indicator.



Image 1: Roads and Communications

The listing of the four focus subjects and the 16 indicators reveal an array of variables that attempt to portray the state of infrastructure :

**Power:**

- Transmission and Distribution Losses
- Per capita consumption of Power
- Households with electricity (%).

**Water:**

- Households with an improved drinking water source (%)
- Total irrigated area vs total agricultural area
- Legislation regarding Rain Water Harvesting
- Existence of Water Regulatory Commission
- Existence of Ground Water Regulation Act.

**Roads and Communication:**

- Surface Roads as a % of total Roads
- Road Density (per 1000 Population and per 1000 sq. KM)
- Households having access to laptops with internet connection
- Total Bus Fleet and Buses in Public Sector (SRTUs).

**Housing:**

- No. of kutchha houses as a % of total households
- Slum population as a % of total urban population
- Toilets constructed under SBM
- Households using improved sanitation facility (%).



Image 2: Communications

India is one of the fastest growing economies in the world with a population of about 1.3 billion people. The sheer weight of numbers drives the humungous demand for essential infrastructure to meet the basic needs of citizens to lead a decent life. In some ways, it is the Malthusian dynamic that circumscribes the sector of demand for infrastructure growth in geometric proportion while infrastructure development always lags behind growing in arithmetic progression. For example, through initiatives such as 'Pradhan Mantri Awas Yojana - Housing for All', 'Swachh Bharat Mission', 'Smart Cities Mission', and the Deen Dayal Upadhyaya Gram Jyoti Yojana, the government is developing newer and innovative avenues to speed up infrastructure development. Some of the prominent infrastructure projects currently include world class environment-friendly airports, metro projects, expressways (such as the Yamuna project connecting Delhi with Agra and Mumbai's eastern freeway), solar parks in Gujarat and Madhya Pradesh, the GIFT city project in Gujarat, and the Dahej petrochemical complex.

**Power:**

The recent announcement of the government that nearly all villages in the country — or 98.7 per

cent of them, to be precise — have been electrified is important. This signals the commitment of the government to provide power to the last mile – villages in the most difficult terrains - and must be recognised as a significant achievement, even if with circumspection. This is the culmination of the efforts of successive governments but much remains to be done. A village is deemed 'electrified' if basic infrastructure, such as a distribution transformer and distribution lines, has been extended to habitations and at least 10 per cent of the households of such a village have access to electricity through the basic infrastructure established. By this standard, an estimated 40 million households in India remain electrified. In rural India across states, citizens still do not have access to stable and regular power supply and make do with single phase power supply and restricted (just a few hours) supply of three phase power in a day.

What is heartening though, is that a comparison of the PAI 2018 data with that of PAI 2017, points to all states having improved coverage of households for electricity connections. The government's initiative to ensure transparency in the rural electrification process has resulted in the



Image 3: Deendayal Upadhyaya Gram Jyoti Yojana

launch of the GARV app that shows real time data about the progress made by the Deen Dayal Upadhyaya Gram Jyoti Yojana scheme. An improved version of this app – GARV-II had been introduced for real time tracking of information on electrification of six lakh villages. The app also reflects villages where the basic 10 % electrified households are covered.

However, the next step must be for the state governments to assess the ground reality on households covered and to address the barriers that currently constrain achievements of 100 percent. To do this effectively, the financial health of the sector and the viability of the state electricity corporations will need attention from the policy, service delivery and regulatory perspectives. At the policy level, the states need to resolve the political economy question of power tariff, especially for agriculture and how the subsidy burden is to be addressed through a transparent budgetary subvention process. At the operational level, state electricity service providers must address the question of Transmission and Distribution (T&D) losses, of which commercial losses (a euphemism for power theft) remain high and debilitating in many state utilities. “The root cause of the poor financial health of the distribution companies is organized theft of power. Unless that is fixed, I see no hope for the people who don't have electricity”<sup>1</sup>.

In an already power-starved nation such as India, this is a serious loophole that needs to be addressed for achieving policy objectives planned. This would also provide an impetus for the distribution companies to collaborate with the government in establishing the necessary infrastructure for power distribution. The Ujwal

DISCOM Assurance Yojana (UDAY) scheme was launched in 2015 with the mission of turning around the finances of the power distribution companies, restructure them and infuse fresh capital into the power distribution sector. The state governments must recognise that at least in the power sector good economics is good politics and address these issues in a more competitive and rational manner.

The need for enhancing generation of power for the growing needs of the country must be balanced with the need for ecological sustainability. Also, as of March 2017, the all India installed capacity of power stations stood at 326 GW, rising to 334 GW by 2018 March<sup>2</sup>. This needs to be strengthened further by pushing for greater generation and application of renewable energy, along with the use of the conventional sources of energy. The Ultra Mega Power Projects (UMPP) is a major plank in this direction to create an additional 100,000 MW power by 2022. The enhanced thrust on green power augers well for the sector. Initiatives by the states to supplement this national effort will give impetus to alternative energy sources and help improve the energy mix for a more sustainable future.

**Water:**

Water is a natural resource, essential for the survival of any life form. The fundamental right to clean water has been declared as a right to life by the Supreme Court of India. With extreme



Image 4: Water

climate events, especially drought, occurring with greater frequency and intensity, water security has emerged as the single most important challenge that India faces. According to the World Resources Institute, India is among the world's most water-stressed countries. The National Commission on Water has predicted that under a business-as-usual scenario, water demands will exceed all available sources of supply by 2050. Rapidly changing climatic conditions affecting various geological and ecological factors of the planet, makes water a scarce resource that is potentially the cause for disputes and conflicts between states and communities.

At the level of the household, availability of water per capita and the potable quality of water supply are matters of concern from a public health perspective for a significantly large population. The urgency for all states in India to address the impending water crisis is highlighted by the ominous Day Zero scenario that Cape Town, in South Africa faces – where the local civic body might formally stop water supply – a dismal prospect that several large cities in India might face in the near future. From a governance perspective, despite water being an invaluable resource, water resource management is fragmented across several departments in state governments, precluding a coherent and sustainable policy or coordinated action. The political economy of water is resulting in policies that seek to address competing and often irreconcilable demands with outcomes that have only worsened the water stress. There are serious issues related to the capacity of the states to deal with waste water, sewerage and drainage, water treatment and recycling. Many of these rivers



have been highlighted in the recent Niti Aayog publication of Water Index for the states of India.

The uneven distribution of this resource across the states pollute and muddy the waters further. When two or more states are involved in disputes relating to the sharing of riparian waters, there are often important social, economic as well as law and order issues that emerge. The Cauvery dispute in the matter of sharing the Cauvery river between Karnataka and Tamil Nadu is a case in point. A more recent example is the Mahadayi river becoming a bone of contention between Karnataka and Goa. Climate change impact across the globe has only intensified such crises. Dr Rajendra Singh, known as the 'water man' and the winner of the Magsaysay award, anticipates the future when he says “wars will be fought over water”.

Aside from the issue of availability of clean water, the importance of judicious use of this scarce resource needs to be propagated. Although the annual availability of water from precipitation is over 4000 BCM, the usable water is only 1123 BCM, of which 690 BCM is surface water and 433 BCM is ground water. For a sustainable management of water resources, one has to bear in mind that the estimated demand is expected to be between 973 BCM (low demand scenario) and 1180 BCM (high demand scenario), about 70% of which is for agriculture.

There is a need for a concerted campaign in all the states directed at the conservation of water supported by legislative measures to regulate exploitation of ground water. The Central Ground Water Board exhorts citizens to recognise ground



Image 5: Pradhan Mantri Krishi Sinchayee Yojana

water as a precious natural resource and to preserve it, protect it and not to pollute. The reality is that there is unregulated and unfettered extraction of ground water in most states. This

over exploitation is now reaching epidemic proportions threatening long-term sustainability of ground water resources. This has been exacerbated by the lack of sewage treatment plants and the consequent disposal of untreated wastes, posing a serious threat to the quality of ground water. The unsustainable practices used to extract water has depleted many aquifers. This is primarily owing to poor enforcement of regulations relating to ground water that were in the first place enacted to protect these aquifers. This is another area of governance that states need to address with urgency.

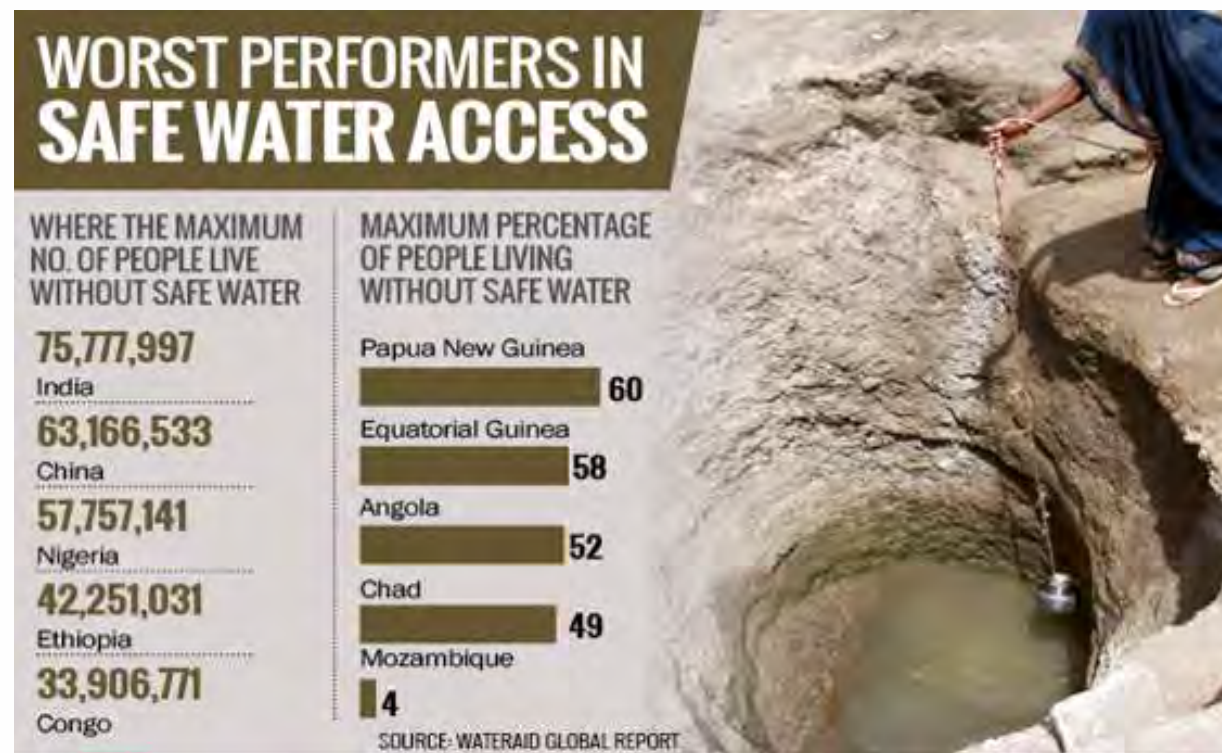


Image 6: Worst Performers in Safe Water Access

Though a model statute had been developed by the central government regarding the regulation of ground water, some states such as Delhi, Arunachal Pradesh, and Gujarat, have not adopted it. Considering the alarming proportion and nature of ground crisis in the country extant, a rigorous Ground Water Regulation Act should be adopted by all the states at the earliest. This would enable the states to monitor the status of ground water and take preventive steps to counter what might soon be a lost cause. For these reasons, 'Existence of Ground Water Regulation Act' is an indicator under the focus subject – Water, in PAI 2018 which seeks to measure a state's push towards conserving this common property resource. The data for households with an improved drinking water source, for PAI 2018, has been collated from the National Family Health Survey (NFHS) 2015-2016, where improved drinking-water sources include - piped water into dwelling, or yard, or plot; public tap, or standpipe; tube well or borehole; protected dug well, protected spring, rainwater, community RO plant etc. PAI 2017 had considered the percentage of Households with access to clean drinking water.

#### Roads and communication:

Considerable impetus has been given by the current government to bridge this gap and to take a big leap forward. The road construction programme - for the main arterial National Highways crisscrossing our sub-continent, the important state and district roads, and the smaller roads under the PMGSY - add to a massive investment that is building connectivity in the country as never before. The new hybrid model for road construction through private sector

participation, has attracted renewed interest. National Highways Investment Promotion Cell (NHIPC) has been created by the National Highway Authority of India (NHAI) in December 2017 to promote foreign and domestic investments for highway projects in India which is expected to cover 500000 km by 2019.

PAI 2018 also looks at households with internet as one of the indicators. The communication revolution in India has been unprecedented: as per the estimates of February 2018, there are 1.15 billion mobile users in the country, second only to China. Telephone connections have reached 1.17 billion during this same period with a tele-density of 90.89 for the country as a whole<sup>3</sup>. As on 28 February, 2018, the top five Wireless Broadband Service providers are Reliance Jio Infocomm Ltd (177.13 million), Bharti Airtel (78.07 million), Vodafone (55.54 million), Idea Cellular (38.52 million) and BSNL (11.71 million). Census (2011) surveyed for households with internet found that 77 lakh households of the total 2,467 lakh households had internet connection which amounts to 3% of households. The Census, however, only asked people about whether they had Internet connections on their computers/laptops. It did not find out how many had Internet connections are on the mobile phones, which is likely to be a much bigger number. It can be estimated that the actual Internet penetration in India is somewhere between 3% and 28%<sup>4</sup>.

#### Housing:

Through the Swachh Bharat Mission, the government is striving to improve sanitation

facilities and make the country open defecation free which will inevitably help to build human capital of the country. The new indicator - Toilets constructed under Swachh Bharat Mission (SBM) under the focus subject Housing, looks into the performance of all the states under SBM. Building affordable houses for the economically weaker sections of the society and the overall motive of 'Housing for All' have been other major goals of this government. The Prime Minister in his many speeches had declared that by 2022, there will be housing for all. The Pradhan Mantri Awas Yojana (PMAY) was launched in 2015 with the target of constructing 50 million housing units – 20 million in the urban areas and 30 million in the rural areas by 2022. To nudge the urban poor people to build houses under this scheme, the government had further reduced the interest rate from 6.6% to 4%. But this ambitious project has not been able to keep up to its target of building the intended number of houses. Till December 2016, construction of 1.34 million housing units has been approved, of which only 152000 units has started<sup>5</sup>. The snail-paced development of this project casts a significant doubt about the possibility of 'housing for all' by 2022.

The government's intention to become a facilitator of businesses and remove various impediments obstructing the starting of a business had been a booster for the economy. India's rise to the 100th position from 130 in the World Bank based study 'Ease of Doing Business' by the Department of Policy and Promotion, corroborates the effectiveness of the government's various reform and economic policies. However, as the Government itself stated, the country will have to still work hard at improving its own procedures



and regulations. All these positives should be banked on by the different state governments to push through various reform agendas and ensure the availability of the essential infrastructures to the citizens. After all, the 100th rank for a country which is the seventh largest economy, and the fastest growing in the world is not a particularly happy position to be in.

The surprise in the score card is certainly that of Kerala, which scores the top rank amongst the large states: it has risen from 10th and 8th rank in 2016 and 2017 respectively, to the top of the list in 2018. Punjab, Tamil Nadu, Gujarat and Karnataka follow at rank 2,3,4 and 5 respectively. In fact, Karnataka has risen from 8th rank to 7th and then to 5th in the three years depicted. Bihar, Odisha and Jharkhand are at the bottom, more or less following the earlier pattern with some marginal changes.

Among the smaller states, Goa, Delhi and Himachal Pradesh sit comfortably at the top three ranks, while Manipur and Tripura bring up the rear. Both the front runner and the laggards have been more or less following the same pattern of achievement of the last two years.

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<sup>2</sup> Annual Report 2016-17 (Rep.). Central Electricity Authority.

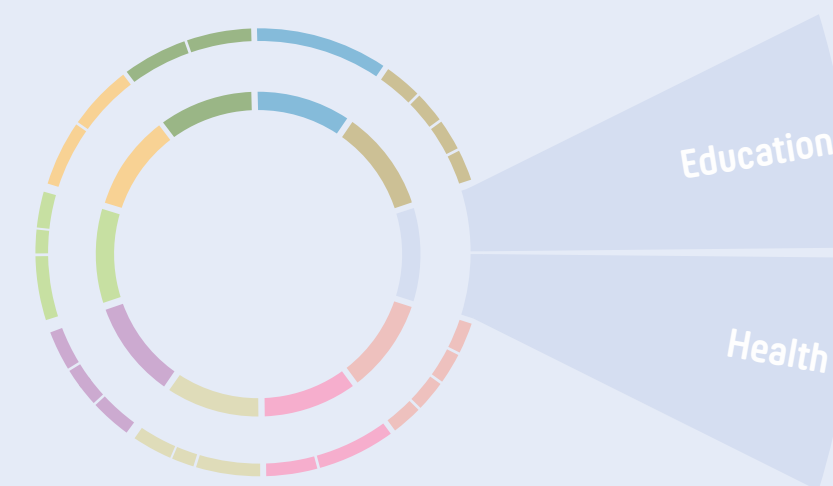
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<sup>4</sup> Krishnan, A. (2017, March 27). How many Indians have Internet? The Hindu.

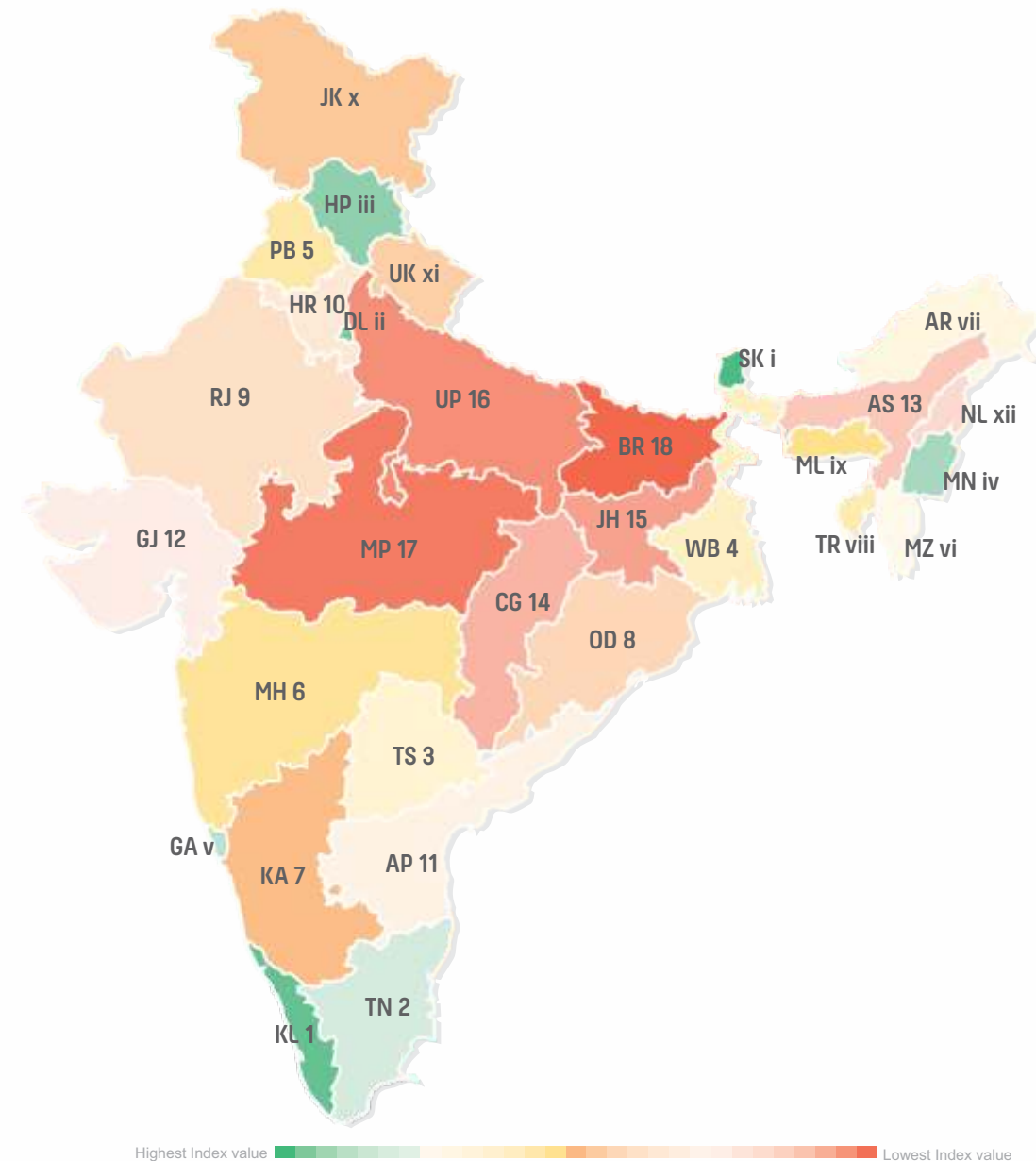
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## THEME # 2 SUPPORT TO HUMAN DEVELOPMENT



- Educational Development Index
- No. of Higher Education Colleges per 1 Lakh Population
- National Achievement Survey (NAS) Score of class X
- Gross Enrolment Ratio (GER) in Higher Education (18-23 Years)
- Educational Expenditure as a % of GSDP
- Gross Enrolment Ratio (GER) for SC (Elementary)
- Gross Enrolment Ratio (GER) for ST (Elementary)
- Infant Mortality Rate
- Average population served per hospital bed
- Full Immunisation
- Expenditure on Medical and Public Health and Family welfare as ratio to aggregate expenditure
- Life Expectancy
- Average population served per Government allopathic doctors



| Ran | Large States      | Index | 0 . . . . scale range . . . . 1 |
|-----|-------------------|-------|---------------------------------|
| 1   | KL Kerala         | 0.649 |                                 |
| 2   | TN Tamil Nadu     | 0.539 |                                 |
| 3   | TS Telangana      | 0.501 |                                 |
| 4   | WB West Bengal    | 0.499 |                                 |
| 5   | PB Punjab         | 0.483 |                                 |
| 6   | MH Maharashtra    | 0.482 |                                 |
| 7   | KA Karnataka      | 0.469 |                                 |
| 8   | OD Odisha         | 0.431 |                                 |
| 9   | RJ Rajasthan      | 0.428 |                                 |
| 10  | HR Haryana        | 0.426 |                                 |
| 11  | AP Andhra Pradesh | 0.419 |                                 |
| 12  | GJ Gujarat        | 0.417 |                                 |
| 13  | AS Assam          | 0.382 |                                 |
| 14  | CG Chhattisgarh   | 0.328 |                                 |
| 15  | JH Jharkhand      | 0.272 |                                 |
| 16  | UP Uttar Pradesh  | 0.268 |                                 |
| 17  | MP Madhya Pradesh | 0.259 |                                 |
| 18  | BR Bihar          | 0.255 |                                 |

| Ran  | Small States         | Index | 0 . . . . scale range . . . . 1 |
|------|----------------------|-------|---------------------------------|
| i    | SK Sikkim            | 0.655 |                                 |
| ii   | DL Delhi             | 0.588 |                                 |
| iii  | HP Himachal Pradesh  | 0.569 |                                 |
| iv   | MN Manipur           | 0.559 |                                 |
| v    | GA Goa               | 0.557 |                                 |
| vi   | MZ Mizoram           | 0.533 |                                 |
| vii  | AR Arunachal Pradesh | 0.518 |                                 |
| viii | TR Tripura           | 0.498 |                                 |
| ix   | ML Meghalaya         | 0.477 |                                 |
| x    | JK Jammu and Kashmir | 0.468 |                                 |
| xi   | UK Uttarakhand       | 0.462 |                                 |
| xii  | NL Nagaland          | 0.409 |                                 |

The idea that not just the wealth of an economy but the condition of lives of people in the economy defines a country's progress has been around since the time of Aristotle when he noted that “*Wealth is evidently not the good we are seeking, for it is merely useful for something else*”<sup>1</sup>. Through the intervening centuries there has been much debate about the relative worth of the capital of wealth as opposed to human capital. There has always been a pejorative dimension to the pursuit of money as opposed to the pursuit of higher values. Even the Scriptures talk of how one cannot serve two masters, God and Mammon. As time passed and political economies structured themselves around

the concept of the welfare of human beings, it became clear that the acquisition of wealth by a nation, through duly authorised taxes and other methods, was primarily for the well-being of its citizens and not as an end in itself.

This thought was later crystalised by Amartya Sen, when he came out with the Capabilities Approach which focused on factors that contributed towards enabling individuals to fully realise their capabilities. The core of this theory is tied with the availability of opportunities and choices to all. This theory has evolved into the Human Development Approach, which is

### Ranking of Indian states in the world according to 2015 Human Development Report

| INDIAN STATES     |                       |                        | COMPARABLE COUNTRIES |           |
|-------------------|-----------------------|------------------------|----------------------|-----------|
| States            | Constructed HDI score | Hypothetical HDI ranks | Countries            | HDI score |
| Kerala            | 0.7117                | 104                    | Maldives             | 0.706     |
| Himachal Pradesh  | 0.6701                | 116                    | Uzbekistan           | 0.675     |
| Tamil Nadu        | 0.6663                | 118                    | Philippines          | 0.668     |
| Maharashtra       | 0.6659                | 119                    | South Africa         | 0.666     |
| Punjab            | 0.6614                | 124                    | Bolivia              | 0.662     |
| Haryana           | 0.6613                | 125                    | Kyrgyzstan           | 0.655     |
| Jammu and Kashmir | 0.6489                | 128                    | Iraq                 | 0.654     |
| Karnataka         | 0.6176                | 137                    | Tajikistan           | 0.624     |
| Andhra Pradesh    | 0.6165                | 138                    | Tajikistan           | 0.624     |
| Gujarat           | 0.6164                | 139                    | Honduras             | 0.606     |
| <b>ALL INDIA</b>  | <b>0.6087</b>         |                        |                      |           |
| West Bengal       | 0.6042                | 142                    | Bhutan               | 0.605     |
| Rajasthan         | 0.5768                | 151                    | Ghana                | 0.579     |
| Odisha            | 0.5567                | 154                    | Bangladesh           | 0.57      |
| Madhya Pradesh    | 0.5567                | 155                    | Bangladesh           | 0.57      |
| Assam             | 0.5555                | 156                    | Cambodia             | 0.555     |
| Uttar Pradesh     | 0.5415                | 161                    | Pakistan             | 0.538     |
| Bihar             | 0.5361                | 163                    | Myanmar              | 0.536     |



Image 1: State wise HDI Ranks



concerned with the wellbeing and development of humans. As per the United Nations Development Program, Human Development is concerned with:

- **people-** and the improvement of people's lives as the focus
- **opportunities-** to have access to the resources that would improve their lives
- **choices-** to avail these resources as they choose.

This translates into a foundation structure, which is to be able to live a 'long, healthy life, be knowledgeable, and have access to resources which are needed for a decent standard of living'<sup>2</sup>.

The Human Development Index (HDI), as developed by Mahbub ul Haq for the UNDP, measures each dimension of Human Development-

1. Knowledge is measured through education which comprises:
  - a. Mean years of schooling
  - b. Expected years of schooling
2. Long and healthy life is measured through health which comprises:
  - a. Life expectancy at birth
3. Decent standard of living is measured through national income which comprises:
  - a. GNI per capita (PPP \$)

This chapter is dedicated to a theme on Human Development with a focus on education and health as the pillars that support the quality of lives. Each year, PAI seeks to strengthen the role

definition of each focus subject by adding indicators that would make the contributing factors to human development a more robust estimation of the state of affairs.

We have selected indicators that go beyond the standards set by UNDP keeping in mind that India is still a developing country and thus maintaining the relevance of each indicator as a critical component of the subject matter.

### Education



Image2: Children

Education in India is a fundamental right, with the Constitution granting free and compulsory education to all children in the age group of six to fourteen years, as envisioned in the Right to Education Act (RTE) 2009. Hence the base for evaluating the educational system in India is focused more towards elementary education. The scope of the RTE act is not just in ensuring the enrolment of children into school, but also lists the standards and rules for school infrastructure, teacher employment, school curriculum and a variety of other issues that pertain to the quality of education and student development<sup>3</sup>. One clearly bold and significant step of affirmative action considered in the Act is the provision under Section 12 (1) (c) where 25% of the available seats from Classes I to VII are reserved for children of

families belonging to the economically backward classes.

The Government of India has, over the last two to three years, been struggling with the New Education Policy, a draft of which is already available for public examination. It is well-known that the path-breaking recommendations of the Kothari Commission in the mid-sixties laid the ground work for school education in India. The Education Policies of 1968 and 1986 strengthened the resolve to do the best one can for the children of India along with the Programme of Action (PoA) 1992. It is in this context that PAC has examined if the Human Resources Ministry of the Government of India is currently considering any major changes for the future. It is rather disappointing to note that the clear and determined recommendation made by the committee chaired by the late Mr. TSR Subramanian has now been virtually consigned to the archives. What is being discussed in the public domain is an alternative "Inputs Document"<sup>4</sup>. To resolve these matters a new Committee under Dr. Kasturirangan, former Chairman ISRO (and, we are proud to say, the current Chairman of Public Affairs Centre) has been tasked with the onerous mission of formulating the new Education Policy of the country.

The specific indicators selected under the focus subject of education are

- Education Development Index
- Number of Higher Education Colleges per 1 lakh population
- National Achievement Survey (NAS) Score of Class X

- Gross Enrollment ratio (GER) in Higher Education (18-23 years)
- Educational Expenditure as a % of GSDP
- Gross Enrolment Ratio (GER) for SC (Elementary)
- Gross Enrolment Ratio (GER) for ST (Elementary).

Even as PAC examines the performance of the states in these variables, one can consider the overview of the situation as it exists in this most crucial requirement of human development. How have we measured up in terms of the current scenario? As per the India Action Plan 2017-18 to 2019-20 by Niti Aayog, the GER for primary schools has been 99.2% and 92.8% for upper primary schools. While more children are in school, it has not resulted in an increase in learning outcomes, language and arithmetic scores, which is a crucial goal for the Indian education system. This means that the current initiatives for improving education levels such as better infrastructure, higher salaries for teachers and teacher trainings has not had a definite impact on the learning of school students. There is still some debate as to whether the provision of mid-day meals has actually incentivised children to enroll in schools and whether the additional nutrition provided has helped enhance their cognitive powers of learning. This calls for new measures such as outcome linked incentives and smooth governance to increase the quality of education<sup>5</sup>.

How has rural India performed? As per ASER 2016, enrollment in rural India has consistently remained above 96% since 2009 and increased in

small increments every year. In contrast, the attendance of the students enrolled has not improved significantly and remains around 71%. Not all states have performed up to the mark. The number of out-of-school children has increased in states like MP, Chhattisgarh and UP. Gujarat and Kerala are two states that have seen an increase in Government school enrolment of more than five percentage points. The improvement in school facilities has seen a promising growth with regards to availability of useable toilet facilities from 47.2% in 2010 to 68.7% in 2016; this period has seen a decline in drinking water availability from 75.6% in 2014 to 74.1% in 2016.

Keeping in mind the importance of elementary education, one must simultaneously aim at increasing the levels of secondary and higher education. This thought is best exemplified by the latest ASER report 2017, which has, for the first time since its inception, focused on the age group 14-18, in an attempt to look 'beyond basics' and capture the learning levels of the 10 crores of youth in this age bracket. As per the report, 'the proportion of youth not enrolled in school or college increases with age'. At age 14, 5% of the youth are not enrolled in schools/colleges and this number increases to 30% at age 18<sup>6</sup>.

The Government, through its reform initiatives like the Sarva Shiksha Abhiyan (which complements the RTE act by focusing on the accessibility of education for all), the Mid Day Meal Scheme, and Mahila Samakhyia Programme have aimed to improve the quality of education through a comprehensive approach that directly addresses the barriers to educational development in India such as low enrolment by girls, low

## MAJOR FINDINGS OF ASER 2017



**More than 50% of youth in 14-18 years of age group find difficulty in doing division. Only 43% are able to do division accurately.**

54% of the youth in age group of 14-18 years are enrolled in Std. X or below, whereas another 25% are either in Std XI or XII and only 6% are enrolled in undergraduate or other degree course. Remaining 14% are not enrolled in any formal education.

**In Meghalaya, Jainta Hills - Percentage of youth population in the age group of 14-18 years enrolled in Std. XII or below is 78.1%. However, none of them have enrolled for Under graduation.**

About 60% youth in the age group of 14 - 18 years wanted to pursue their study beyond Std. XII but among them almost half i.e 35% youth could not read a Std. II level text properly.

In the age group of 14-18 years 25% of youth still cannot read easily in their own language.

In Rewa district of Madhya Pradesh only 13.1% of the youth in age group of 14 - 18 years knows basic subtraction.

Image 3: Major findings of ASER 2017

Image Courtesy: Mr. Shubhang Parekh (Intern from School of Liberal Studies, Pandit Deendayal Petroleum University, Gandhinagar)<sup>7</sup>



nutrition levels as an impediment to learning etc. A step towards strengthening these initiatives would lie in the evaluation of the implementation of the same.

It can also be stated here that as one moves up the ladder of education from elementary levels to secondary and senior secondary levels, and even higher to tertiary levels of education, the picture is even more disappointing. Only a handful of institutions figure in the list of quality education institutions at a global level. But for the exclusive IIMs and IITs, the world of higher education leaves much to be desired and belies expectations from the oft-touted catch phrase of India's "demographic dividend". India is a young nation, with a potential to transform the future of well-educated, talented and energetic young people, bright enough to compete with the best of the world. In fact, the education system churns out millions of young citizens each year, who do not have the capacity or capability to provide for themselves and their families or secure a productive employment that utilises their potential to the fullest.

The picture that emerges for the country in terms of education of its children is rather gloomy. The New Education Policy expected soon should provide the necessary impetus to transform the education scenario of and unleash the hidden potential of our youth. With more than 65% of our population in the below 35 age group, one cannot do otherwise.

As per the Three Year Action Agenda of NITI Aayog, the major goals for the next three years in the education sector are:

### 1. Orient the system towards outcomes

This includes introducing a 'sample-based independent measurement system' on the lines of the National Achievement Survey (NAS), with a wider and more comprehensive approach towards assessment, and act as benchmark for states to improve upon each year. Another measure would be to shift the focus of the RTE from an input-based approach focusing on infrastructure, facilities etc. to learning outcome-based approach.

*"If your plan is for one year, plant rice. If your plan is for ten years, plant trees. If your plan is for one hundred years, educate children."*

KUAN CHUNG (7TH CENTURY BC)

### 2. Provide tools to teachers and students for effective learning.

State Government's should explore the benefits of adopting technology driven learning tools and incorporate them in the curriculum as they deem fit. Different students have different learning curves. Hence, additional assistance in the form of contract tutors and providing students with a variety of examination options to test their competencies could be a way forward.



Image 4: Tools for Effective Learning

### 3. Improving existing governance mechanisms and experiment with new ones

Exploring Governance mechanisms which separate the 'functions of policy making and regulations' for states will help ensure transparency and accountability of policies and provisions. Another method would be to enable sharing the provision of education services with private partnerships which may help improve the quality of learning and reduce the burden of massive expenditure by the state Government<sup>8</sup>.

World Bank: World Development Report 2018: "Learning to realize Education's promise"

#### Three recommended policy responses on how to realise the promise of Education

- Assess learning—to make it a serious goal. Measure and track learning better; use the results to guide action.
- Act on evidence—to make schools work for all learners. Use evidence to guide innovation and practice.
- Align actors—to make the whole system work for learning. Tackle the technical and political barriers to learning at scale.

The World Development Report 2018 (WDR 2018)—Learning to Realize Education's Promise—is the first ever World Bank report

devoted entirely to education. And the timing is excellent: education has long been critical to human welfare, but it is even more so in a time of rapid economic and social change. The best way to equip children and youth for the future is to place their learning at the centre. The 2018 WDR explores four main themes: 1) education's promise; 2) the need to shine a light on learning; 3) how to make schools work for learners; and 4) how to make systems work for learning. Is this another genuine attempt to revolutionise the educational system of the world that will come to naught? Or can we learn from our past mistakes and this time around, truly realise education's promise?



Image 5: World Development Report

As mentioned earlier, PAI 2018 examines some basic inputs of elementary education for evaluating the level of education such as enrolment ratios and the Educational Development Index. In addition, we are also focusing on learning outcomes by incorporating NAS and ASER key findings. This report includes an additional indicator for measuring higher education levels- GER in higher education.

### Health

The National Health Policy 2017 seeks to articulate the aspirations of the country towards health.

"The policy envisages as its goal the attainment of the highest possible level of health and well-being for all at all ages, through a preventive and promotive health care orientation in all developmental policies, and universal access to good quality health care services without anyone having to face financial hardship as a consequence. This would be achieved through increasing access, improving quality and lowering the cost of healthcare delivery. The policy recognizes the pivotal importance of Sustainable Development Goals (SDGs)".



Image 6: National Health Policy 2017

As per the research journal The Lancet, in its Global Disease Report, with India contributing to 17.5% of the world's population, the percentage of disease contribution is vastly disproportionate. The number of under 5 deaths nationally (0.9

million) was the largest in India in 2016 among all world countries, followed by Nigeria (0.7 million)<sup>9</sup>. In terms of access to healthcare, India ranks low, below countries like Bangladesh, Nepal, Cambodia, Vietnam etc. despite having a higher per capita income than these countries<sup>10</sup>.

Similarly, with respect to key indicators like IMR and Life expectancy we are behind countries which are in similar development stages. Like education, health is measured based on inputs and not outcomes and hence, there are huge disparities when it comes to dissemination of healthcare services in India.

The specific variables identified for health in PAI 2018 are as follows:

- Infant Mortality Rate
- Average population served per hospital bed
- Full Immunisation
- Expenditure on medical and public health and family welfare as a ratio to aggregate expenditure
- Life expectancy at birth
- Average population served per Government Allopathic Doctor

As per the three year India Action Plan by Niti Aayog, if one had to benchmark healthcare services based on outcomes, then one would have to focus on:



### 1. *Emphasis on spends for preventive rather than curative healthcare*

The primary health care infrastructure – the sub-centres, primary health care centres, and the community health centres - constitute the first level inter-face between the population and the health care providers, especially in rural India. Preventive health interventions can include allocation of sufficient budgets to infant breastfeeding in the first two years of life, targeting health risks factors like smoking, high blood pressure, and other life style related morbidity.

### 2. *Efficient investment and management of publicly provided health services*

Currently the Government is assuming multiple roles in the healthcare system in terms of financing, provision, and regulation which is affecting the quality and delivery of services provided. An autonomous institute at central and state levels is being considered as the best way forward that would help to set standards, purchase services from public and private providers to ensure financial protection and set the components of the essential health package and regulate the prices and quality of private healthcare providers. The central autonomous institute will also assume an advisory role towards state policies and practices. It will be responsible for utilising and integrating data-based tools such as the Electronic Health Records, Health Technology assessments etc. to carry out its functions.

Similarly, with over 2000 budget lines, budget allocation for health care services for states is a

complicated and inefficient process as they must seek central Government's approval for any changes in the priorities. Measures to simplify this process as well as other initiatives to ensure quality and to decrease burden on the public providers has been detailed in the Action Plan.

### 3. *Focusing on socio-economic indicators that may be a cause of poor health such as access to drinking water, sanitation, and nutrition*

While there are many initiatives in place such as Swachh Bharat Mission, Mid-Day Meal scheme etc. to increase levels of sanitation and nutrition, it is the duty of states to ensure the correct and most efficient implementation of these measures and to introduce tailored local interventions to supplement/complement central schemes. An example of this is the Atal Bal Mission, an initiative by the Madhya Pradesh Government to reduce malnutrition. This mission was executed in collaboration with a number of departments such as Women and Child Development, Tribal Welfare, Food and Civil Supplies etc. as it was identified that each department had a role to play in the smooth and efficient rollout of this initiative.

### 4. *Analysing and addressing the challenges in human resources in healthcare in terms of number of personnel, their quality, and skills*

The development of a healthcare workforce should be made a priority for states. A step towards this would be to train nurses/AYUSH practitioners and enable them to prescribe essential medicines and deliver primary health services. Adequate opportunities must be provided to the workforce to help them develop

skills, motivate them and enable career progression.

The critical nature of health as an enabler to optimise human capacity and maximise outcomes cannot be overstated. A healthy nation enables the political leadership and the policy makers to focus on other aspects of development that could lead to high growth trajectories. The release of the Health Outcomes Index by the Niti Aayog augers well for the country, as it identifies the high performers and the laggards and helps to nudge the states of India to make the right decisions in the near future in terms of investment in the health sector, development of skilled human resources and an outcome based review of the performance of each state.

The results based on data available in the public domain reveals the following position for the states of India, large and small states shown separately below. Kerala tops the listings. Tamil Nadu and Telengana follow, the latter a new entrant into the PAI rankings, with data now available and differentiated from Andhra Pradesh. West Bengal and Punjab occupy ranks 4 and 5. At the bottom are Bihar, Madhya Pradesh and Uttar Pradesh, with ranks 18, 17 and 16 respectively. With some minor changes, their positions have not improved much in the three years of PAI.

As for the smaller states, Sikkim, Delhi and Himachal Pradesh occupy the three top positions in that order. Uttarakhand and Nagaland are at the bottom with ranks 11 and 12 respectively: they have fallen 5 and 6 positions respectively from previous years.

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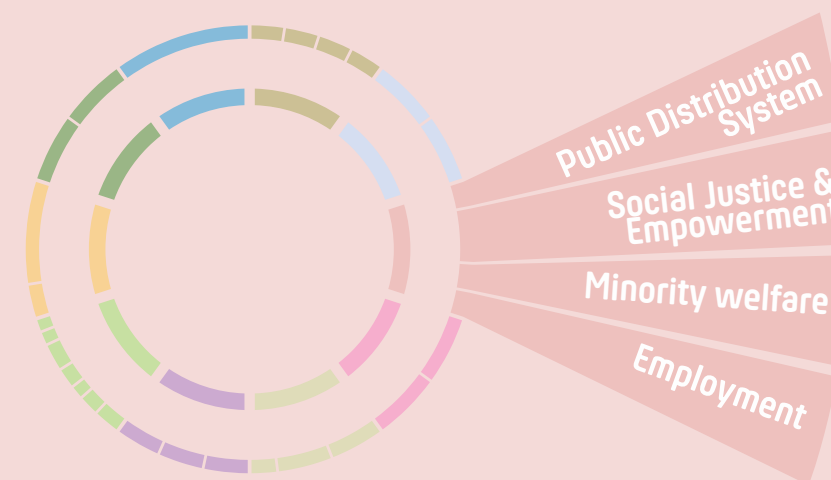
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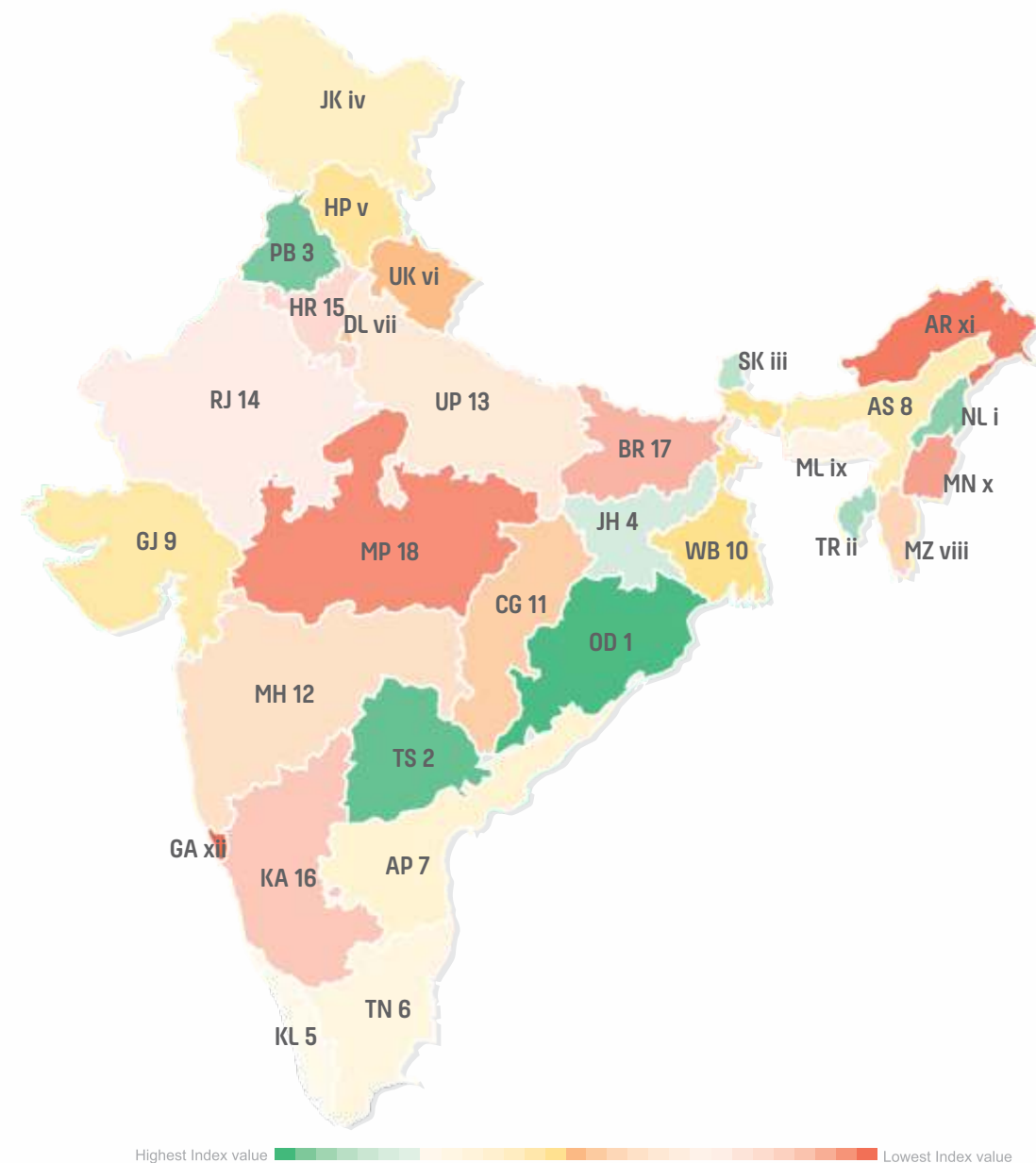
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## THEME # 3 SOCIAL PROTECTION



- Allocation and off take of grain under PDS
- % of Pension beneficiaries of the total population above 60 years
- % of households with no land
- Incidence of crime against SC/ST
- Percentage of titles distributed over number of claims received under the Scheduled Tribes and Other Traditional Forest Dwellers Act
- No. of Minority children given pre metric scholarship
- % Muslim enrolment out of total Muslim target population
- Unemployment Rate
- No. of State Government employees
- Average days of employment provided per household (MNREGA)
- Average wage rate per day per person (MNREGA)
- State-wise Number of persons provided placements under Pradhan Mantri Kaushal Vikas Yojana (PMKVY) in India



| Ranrk | Large States      | Index | 0 ..... scale range ..... 1 |
|-------|-------------------|-------|-----------------------------|
| 1     | OD Odisha         | 0.574 |                             |
| 2     | TS Telangana      | 0.549 |                             |
| 3     | PB Punjab         | 0.548 |                             |
| 4     | JH Jharkhand      | 0.524 |                             |
| 5     | KL Kerala         | 0.516 |                             |
| 6     | TN Tamil Nadu     | 0.511 |                             |
| 7     | AP Andhra Pradesh | 0.503 |                             |
| 8     | AS Assam          | 0.493 |                             |
| 9     | GJ Gujarat        | 0.490 |                             |
| 10    | WB West Bengal    | 0.487 |                             |
| 11    | CG Chhattisgarh   | 0.455 |                             |
| 12    | MH Maharashtra    | 0.444 |                             |
| 13    | UP Uttar Pradesh  | 0.439 |                             |
| 14    | RJ Rajasthan      | 0.432 |                             |
| 15    | HR Haryana        | 0.430 |                             |
| 16    | KA Karnataka      | 0.401 |                             |
| 17    | BR Bihar          | 0.397 |                             |
| 18    | MP Madhya Pradesh | 0.384 |                             |

| Ranrk | Small States         | Index | 0 ..... scale range ..... 1 |
|-------|----------------------|-------|-----------------------------|
| i     | NL Nagaland          | 0.542 |                             |
| ii    | TR Tripura           | 0.537 |                             |
| iii   | SK Sikkim            | 0.535 |                             |
| iv    | JK Jammu and Kashmir | 0.500 |                             |
| v     | HP Himachal Pradesh  | 0.487 |                             |
| vi    | UK Uttarakhand       | 0.478 |                             |
| vii   | DL Delhi             | 0.474 |                             |
| viii  | MZ Mizoram           | 0.448 |                             |
| ix    | ML Meghalaya         | 0.435 |                             |
| x     | MN Manipur           | 0.390 |                             |
| xi    | AR Arunachal Pradesh | 0.383 |                             |
| xii   | GA Goa               | 0.335 |                             |

The Directive Principles of State Policy are enshrined in Articles 36 to 51 of Part IV of the Constitution. Though they have been fashioned as non-justiciable directives, and not as fundamental rights, yet, they are powerful instruments for the achievement of social justice and protection of rights and human dignity. Social protection as development policy is a foundational step if the central pledge of the Sustainable Development Goals Agenda 2030, to 'leave no one behind', is to be fulfilled in substantial measure. This is especially true for India where despite rapid economic growth, a considerable population still grapples with deprivation, poverty and inequality. SDG 1.3 invites various countries/nations to implement nationally appropriate social protection systems for all, for reducing and preventing poverty. It is only recently that the Government has propagated a rights-based approach to social protection through two important national legislations: The National Food Security Act that provides a right to affordable food grains through the Public Distribution System; and the Mahatma Gandhi National Rural Employment Guarantee Act, that provides a specified minimum days of wage labour as a right to livelihood. These two initiatives constitute important social protection interventions to balance growth with equity. Achieving the policy objectives of these two flagship national programmes though, is predicated substantially on how well the states implement them. In this chapter we explore the contours of social protection as development policy and how the states fare.

Social protection is defined as a safety net for the economically and socially weak sections of society-usually the poor and marginalised. Social

protection aims at reducing poverty and fostering inclusiveness within a society.

In 2016, the World Bank Group and the International Labour Association announced a global partnership for Universal Social Protection that includes:

*'Providing social assistance through cash transfers to those who need them, especially children; benefits and support for people of working age in case of maternity, disability, work injury or for those without jobs; and pension coverage for the elderly. Assistance is provided through social insurance, tax-funded social benefits, social assistance services, public works programs and other schemes guaranteeing basic income security.'*

However, the most recent and definitive examination about the action taken by governments all over the world on the sensitive subject of social protection is available in the International Labour Organisation report World Social Protection Report 2017-19. The report



Image 1: Social Protection can help the vulnerable sections of the society



pronounces social protection as “a human right” and defines it as a set of policies and programmes designed to reduce and prevent poverty and vulnerability throughout a life cycle. Social protection includes benefits for children and families including maternity, unemployment, employment injury, sickness, old age, disability, survivors, as well as health protection. Social protection systems address all these policy areas by a mix of contributory schemes (social insurance) and non-contributory tax-financed benefits, including social assistance. Social protection plays a key role in achieving sustainable development, promoting social justice and realising the human right to social security for all. Thus, social protection policies are vital elements of national development strategies to reduce poverty and vulnerability across the life cycle and support inclusive and sustainable growth by raising household incomes, fostering productivity and human development, boosting domestic demand, facilitating structural transformation of the economy and promoting decent work.

Indeed, social protection helps the poor and vulnerable groups of a society to meet basic sustenance needs, to find employment and opportunities, to cope with economic crisis and by reducing inequalities. Social protection is important because it is closely linked with the alleviation of poverty and inequality in our society.<sup>2</sup>

The same report mentions that India spends only 0.6 % of its GDP on public social protection for people of a working age. However, the lack of proper accounting procedures to define and pinpoint public expenditure makes it impossible

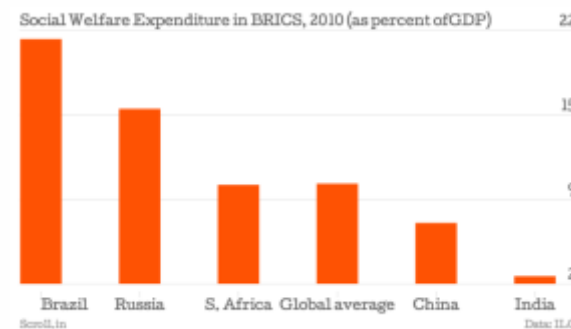


Image 2: Social Welfare Expenditure in BRICS

to arrive at a clear figure of what the country is spending on the subject. Another report estimates India's spending as 2% of GDP. The absence of a comprehensive and universal benefits based social security system in India poses a challenge in providing social protection for those in need.

PAI 2018 sets the foundation for addressing social protection by focusing on four subjects. The twelve individual variables examined in this report, within each of the focus subjects is mentioned below.

#### Public Distribution System:

- Allocation and off take of grain under PDS

#### Social Justice and Empowerment:

- Percentage of Pension beneficiaries of the total population above 60 years;
- % of households with no land;
- Incidence of crime against SC/ST;
- Percentage of titles distributed over number of claims received under the Scheduled Tribes and Other Traditional Forest Dwellers Act

#### Minority Welfare:

- No. of Minority children given pre-metric scholarship;
- % Muslim enrolment out of total Muslim target population

#### Employment:

- Unemployment Rate;
- No. of State Government employees;
- Average days of employment provided per household (MNREGA);
- Average wage rate per day per person (MNREGA);
- State-wise number of persons provided placements under Pradhan Mantri Kaushal Vikas Yojana (PMKVY) in India.

The performance of the states in the four focus subjects, and the identified indicators will determine the manner in which the state undertakes the solemn responsibility of social protection for those who are unable to fend for themselves and require the intervention of the machinery of the state to keep body and soul together and to live a life of dignity.

#### Social Protection in India

The context in which social protection is conceptualised and implemented in India arises from the responsibilities and duties cast upon the state in the Constitution of India. Under the firm, guiding hand of Dr. B. R. Ambedkar, it was ensured that the Constitution amply provides clarity on the role of the state in this sensitive subject. The Preamble of the Constitution of

India declares India as a “socialist” country, and this term itself gives a substantial proof of the social welfare responsibilities of the government. The Supreme Court of India in the case of D S Nakara vs. Union of India made the following observation with regard to socialism-

*“The principal aim of a socialist State is to eliminate inequality in income and status, and standard of life. The basic framework of socialism is to provide a decent standard of life to the working people and especially provide security from cradle to grave.”*

The Fundamental Rights enshrined in the Constitution is the fountain head from which flow the inviolable rights of the people for social protection. That these are rights and not dependent on the generosity or otherwise of the State, is fully endorsed in the Constitution as well as through a host of judgements of the Supreme Court.

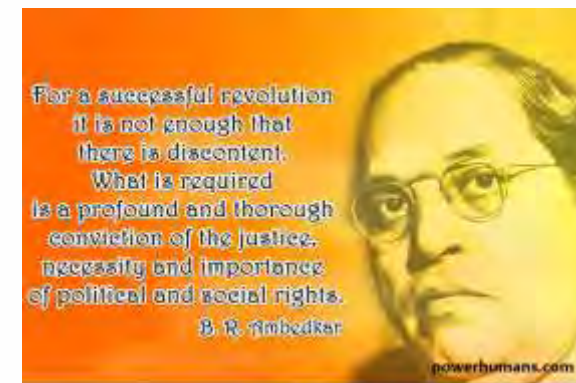


Image 3: Quote by B.R. Ambedkar on Political and Social Rights

The Directive Principles of State Policy enumerated in Part-III of the Constitution is

crucial in this context. Article 38 mandates the state to ensure the establishment of a social order for the promotion of welfare of the people. Article 39 provides for equal rights to adequate means of livelihood to all citizens and distribution of wealth and material resources to serve the common good and for the prevention of the concentration of wealth and means of production etc. Article 41 provides for right to work, education and public assistance in certain cases such as unemployment, old age, sickness and disablement. Article 42 stands for providing just and human conditions of work and maternity relief. Article 43 deals with

living wage for workers and Article 43-A intend to secure workers participation in management of industries.

The constitution and the various statutes promulgated periodically provides a strong legal and justiciable framework for the protection of the underprivileged and socially deprived population of the country. However, it is also clear that there is a strong and often violent undercurrent that works against these very persons that the law is duty bound to protect. The country has seen, in recent times, a spate of widely dispersed and

### Basic features of Right to Work and Right to Food programs in India

| Feature                                             | Right to work                                                                               | Right to food (NFSA)                                                                                                             |                                                                                           |
|-----------------------------------------------------|---------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------|
|                                                     | MGNREGA                                                                                     | TPDS                                                                                                                             | MDMS                                                                                      |
| Mandated/reformed in                                | 2005                                                                                        | 2013                                                                                                                             | 2013                                                                                      |
| Eligible population                                 | All rural households                                                                        | AAV, BPL and APL families                                                                                                        | Children aged 6-14 in government and government-aided schools                             |
| Basic provisions                                    | 100 days of unskilled manual work per household per year, at a govt. specified minimum wage | 5 kg per person per month of rice, wheat and coarse cereals available through ration shops at 3/2/1 rupees per kg, respectively. | A free lunch at school providing 12 grams of protein and 450 calories per child per meal. |
| Nutrition oriented actions/interventions introduced | No                                                                                          | Yes, fortification and diversification of the food basket                                                                        | Yes, fortification, diversification of food provided, deworming and micro-nutrients       |



using evidence to inspire action

Image 4: Social Protection Programmes in India



virulent attacks on the people who need the protection of society. This aspect has been addressed in detail in the chapter dealing with crime and law and order (Theme 5).

Around 52% of India's GDP is contributed to by unorganized/informal workers as per NSSO 2011-12. The majority of this population does not have any social security coverage in the form pensions, affordable health care, insurance etc. In fact, many of these workers belong to households that fall below the poverty line.

In urban India itself, around 103 million (2011-12) individuals fall below the poverty line and around 65 million people live in slums. By 2030, it has been projected that half of the country's population will reside in urban areas. While the budget allocation for the Ministry of Housing and Urban Poverty alleviation has increased from Rs. 5411 crores in 2016-17 to Rs. 6406 crore in 2017-18, the actual expenditure, as evidenced by previous years, falls short<sup>2</sup>.

There is an overlap in the functions and definitions of the various schemes addressing the plight of citizens, across departments. For example, many functions of the health and education department (such as the mid-day meal scheme) are integral for providing social protection. Hence, we can conclude that the primary focus of social protection is for the disadvantaged sections of the society and any initiative that furnishes support to these groups of individuals, also falls under social protection. Till these disparities are addressed inequality will continue to persist and further fuel poverty and discrimination.

In a report by the World Bank-Social Protection

for a Changing India - a proposal was made for a three-pillar strategy for Social Protection in India. Under this approach, schemes would be categorised under **Promotional measures**-investing in human capital to increase their capabilities. **Preventive measures**-to insulate against and manage risks (e.g. Insurance) and **Protective measures**-to provide relief beyond, where the first two measures fail.

As per the report, major Centrally Sponsored Schemes (CSS) such as the Public Distribution System, MGNREGS etc. would constitute the three pillars, along with a separate block grant from which states can create other social security programs<sup>3</sup>.

The major centrally sponsored schemes and their budget allocations in matters pertaining to social protection are as follows<sup>45</sup>

| Scheme                                                      | Description                                                                                                                    | Allocation<br>2016-17 (In<br>Cr) | Allocation<br>2017-18 (In<br>Cr) | Objective<br>Benefits             |
|-------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------|----------------------------------|----------------------------------|-----------------------------------|
| Public Distribution System (PDS)                            | Provision of subsidised commodities (Wheat, rice, Kerosene, and sugar) to BPL households                                       | 1,41,392                         | 1,54,232                         | Protective Food                   |
| Mahatma Gandhi National Rural Employment Guarantee (MGNREG) | Provides each rural household with 100 days of wage employment per adult volunteer for unskilled work.                         | 47,499                           | 48,000                           | Protective Wages                  |
| National Social Assistance Programme                        | Provides social assistance in the form of pensions to the elderly, widows, and maternity benefits to BPL households            | 9500                             | 9500                             | Protective Pension                |
| Pradhan Mantri Awas Yojana                                  | Launched in 2015 it aims to provide affordable housing for the urban poor                                                      | 20,936                           | 29,043                           | Protective Cash                   |
| Pradhan Mantri Swasthya Suraksha Yojana                     | Provides affordable tertiary level healthcare to all and enhance quality of medical colleges in under-served regions of India. | 1,953                            | 3,975                            | Promotional/Protective Healthcare |
| National Health Protection Scheme                           | Health insurance scheme which provides cover of 1 lakh per family for economically weak families                               | 3,700                            | 3,830                            | Preventive Cash                   |
| Aam Admi Bima Yojana                                        | Provides life insurance to one earning family member of a BPL/rural landless household                                         | 450                              | 350                              | Preventive Cash                   |
| Pre Matric Scholarships                                     | Help decrease financial burden of attending school for minority children                                                       | 931                              | 950                              | Promotional/Protective Cash       |

A core focus of social protection is on social inclusivity. This means empowering minorities within our society so that they are at a level playing field when it comes to standard of living and opportunities. Muslims are the largest minority in India, contributing to 14.2% of the population. As per the NSSO survey, Muslims have the lowest standard of living among all religious groups in India with an average per capita expenditure of Rs. 32.66 per day. In comparison, for Sikhs it is Rs. 55.30, Rs. 37.5 for Hindus and Rs. 51.43 for Christians<sup>6</sup>. Other indicators reflect this status quo as well. For example, Muslims have the lowest literacy rate at 57%, while the national average is around 74%.

Among other minority groups, Scheduled Castes (SCs) comprise 16.9% of the population, among whom 80% live in rural areas. Scheduled Tribes (STs) constitute 8.6% of the population- 47% of STs live below the poverty line in rural areas and 30% in urban areas<sup>7</sup>. As an approximate, the poverty levels of Dalits and Muslims is around 14% higher than the others<sup>8</sup>. Though these rates are an improvement over previous years for the SC, ST and Muslim communities, there are many discrepancies in the outcomes such as high dropout rates, low secondary school enrolment, high unemployment etc.



Image 5: Minority Welfare

In the budget 2018-19, 1.8% (44.2K crore) has been allocated to social welfare as compared to 1.7% (38.6K crore) as per the revised budget 2017-18<sup>9</sup>. However, out of the amount earmarked for SCs and STs under the Scheduled Caste Sub-Plan (SCSP) and the Tribal Sub-Plan (TSP), less than 50% of the funds are for targeted schemes thus rendering them peripheral to the actual subject matter. As per a study by the National Campaign on Dalit Human Rights (NCDHR), eight of the most important schemes for SCs/STs are severely underfunded, despite the overall allocation of budgets on SC and ST related schemes increasing by 12.35%. As per the NCDHR, only 31 schemes of 279 for SCs and 52 of 305 schemes for STs are 'appropriate, accessible and available'. Many schemes like support to IITs and IIMs, grants to central universities etc. are general flow schemes and not specifically for SCs and STs<sup>10</sup>.

The 15 Point Program (PP) (this initiative was started by the UPA government in 2005 and is being carried forward by the NDA government as well) has listed four broad approaches and corresponding schemes for addressing minority welfare. They are:

- Enhancing opportunities for education
- Equitable share in economic activities and employment
- Improving the condition of living of minorities
- Prevention and Control of communal riots

The action areas and schemes advancing these include pre/post metric scholarship to minorities,

Pradhan Mantri Awas Yojana- which provides affordable housing to the urban and rural poor, improving access to school education through the Sarva Shiksha Abhiyan initiative, self-employment, and wage employment to the poor through MGNREGA, credit support for economic activities through the NMDFC and a host of other initiatives<sup>11</sup>. However, many of the schemes have been discontinued<sup>12</sup>.

Despite the articulation of the action points created to achieve inclusivity, there has been no separate budget for the 15 PP as it contains schemes by various ministries and the current mandate is that each ministry allocates 15% of its budget under the minorities head. It is important for the efficacy of the 15 PP that the allocation of budgets be based on utilisation and achievement of targets<sup>13</sup>.

For this purpose, the Niti Aayog has expanded on the do's and don'ts for the implementation of these initiatives. One way to measure and assess the impact is by being transparent and sharing data about outlays and outcomes with social auditors, so that they can get back with feedback and recommendation on the shortcomings of the implementation. Another challenge with the current schemes is that there are inconsistencies in the targeting of initiatives to the actual minority population that are most in need of them. As per the report, 'Nai Roshini',- which is a leadership development programme for minority women, was availed by women who would already have access to such services.

The report has also suggested ancillary measures that will help achieve the objective of various schemes. For example, to promote education



among minority girls it was shown that provision of transportation facilities greatly improved their enrolment into secondary school, in Bihar. The digitalisation of scholarship management has also helped in simplifying the process in terms of application and granting of scholarship.

Emphasis on skill development and vocational training in the traditional skills of the minority communities will help towards self-sufficiency and self-employment. 'Nai Manzil' (launched in 2015) is an educational enhancement and skill-training initiative that caters to school dropouts from minority communities/those studying in Madrasas. Awareness and promotion of targeted schemes such as these among the target groups is very important as it will help legitimise these them.

The topic of social protection is vast - it includes all basic (education, health, food) and specific (traditional skill development, pensions, scholarships) services that will help to even the playing field among disadvantaged sections of the society. These sections of the population constitute more than 50% of the total population of India as they include those living below poverty lines, Muslims, SCs, STs, persons with disabilities, senior citizens, and to certain extent even women and children<sup>14</sup>.

While this report focuses more on issues related to minority welfare, the evaluation of the levels of social protection in India, PAI has considered key determinants that are the pillars to social protection which hold relevance to society. In passing, we may also mention that the continuing efforts of successive governments, at state and

central levels, to bring the financing of all programmes for the Scheduled Castes and the Scheduled Tribes into an integrated framework and unified accounting procedure have not resulted in the required response and implementation from the line departments and ministries. These departments and ministries have been wary of transferring designated percentage of available funding to the nodal Social Welfare Department, because they consider it as encroachment on the areas of responsibility that should be rightfully theirs. This conundrum is yet to be resolved.

There is, however, a churning going on in the country. The recent events where the Dalits have been seen as victims in several incidents and law and order disturbances, at the hands of the people who belong to a so-called higher social order, has led to a piquant situation where the ruling political party are viewed as perpetrators rather than as protectors. The Supreme Court's pronouncement whereby the denial of anticipatory bail in offences under the SC/ST Prevention of Atrocities Act, as



Image 6: Dalit Agitation

given in Section 18, was struck down as being against basic constitutional rights, has not gone down well with the SC/ST community at large. The Apex court took this view in the light of large scale misuse of the provisions of the Act. There was severe unrest from the affected population, especially in states, such as Uttar Pradesh, Rajasthan and Madhya Pradesh where the BJP government is in power. The Centre may have tried to distance itself from this Supreme Court ruling, but it is now clear that it was the government which told the apex court that anticipatory bail should be given in case no prima facie case is made out under the Act. In a more recent development, in hearing the central government's appeal against its order, the Supreme Court observed that 'even Parliament cannot deny the fundamental right to life and liberty' and that this should inform all sections in national laws that provide for arrests.

Be that as it may, the Constitution grants basic safeguards and entitlements that have long been the mainstay of welfare programmes in the country for the socially deprived and disadvantaged. How the states perform in this regard is an essential aspect of good governance that PAI 2018 has tried to capture.

The ranking of the states that have emerged from an examination of their performances across the four focus subjects and the dozen indicators reveal the following results: Odisha, Telengana and Punjab occupy the top three positions, followed by Jharkhand and Kerala. The emergence of Telengana, in its new identity as a separate state, (rising from rank 18 last year to rank 2 now) is of great interest as the state has been performing well

in many areas of governance, and, as we shall see, in the overall performance in the consolidated Public Affairs Index 2018. Punjab's leap from rank 16 last year to 3 this year is also of significance. At the bottom are Karnataka, Bihar and Madhya Pradesh at rank 16, 17 and 18. The fall of Karnataka from its first rank and seventh rank in 2016 and 2017 respectively to the lower end of the listings this year, should be a matter of concern for the state's political leaders and administrators.

As far as the small states are concerned, Nagaland, Tripura and Sikkim stand at the top: all three states have improved their positions over the last two years. Arunachal Pradesh and Goa are at the bottom with ranks 11 and 12 respectively, more or less adhering to their pattern of the last two years.

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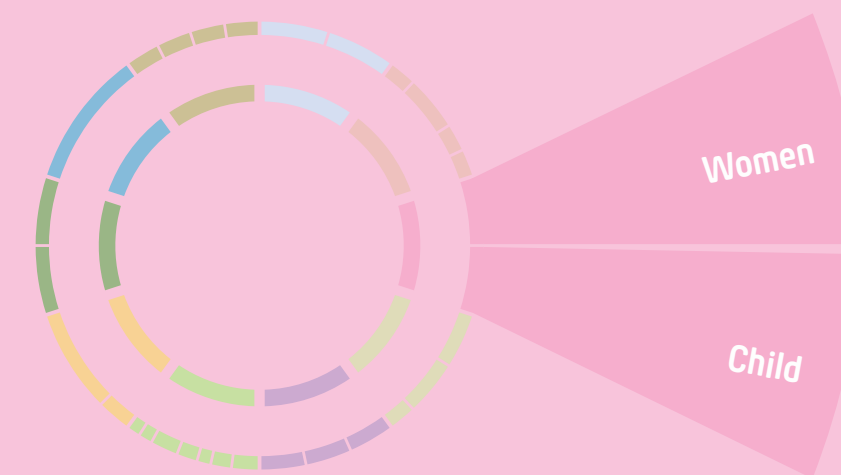
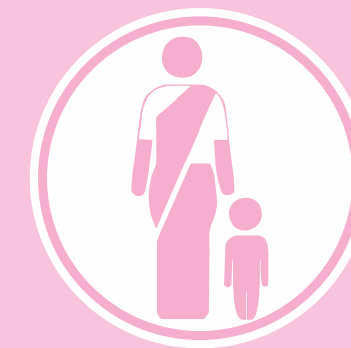
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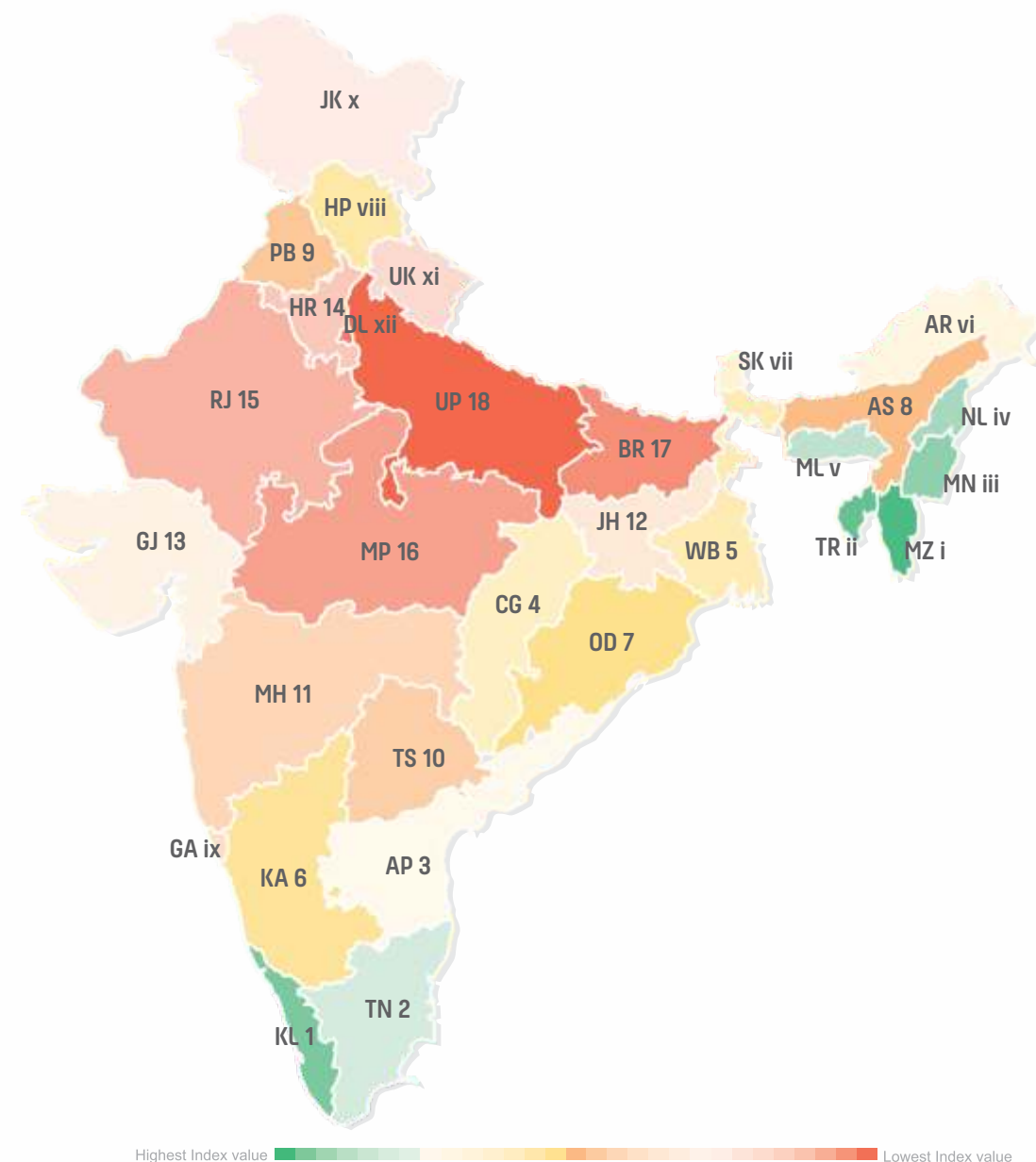


## THEME # 4 WOMEN AND CHILDREN



- Working Women Population ratio
- Institutional Delivery
- Male Female Literacy Gap

- Crime against children
- Percentage of Child Labour
- % of Beneficiaries under ICDS
- Child Sex Ratio
- % of Malnourished children  
(stunted, wasted, underweight and severely wasted)



| Rank | Large States      | Index | 0 ..... scale range ..... 1 |
|------|-------------------|-------|-----------------------------|
| 1    | KL Kerala         | 0.718 |                             |
| 2    | TN Tamil Nadu     | 0.672 |                             |
| 3    | AP Andhra Pradesh | 0.641 |                             |
| 4    | CG Chhattisgarh   | 0.587 |                             |
| 5    | WB West Bengal    | 0.586 |                             |
| 6    | KA Karnataka      | 0.582 |                             |
| 7    | OD Odisha         | 0.581 |                             |
| 8    | AS Assam          | 0.575 |                             |
| 9    | PB Punjab         | 0.560 |                             |
| 10   | TS Telangana      | 0.557 |                             |
| 11   | MH Maharashtra    | 0.556 |                             |
| 12   | JH Jharkhand      | 0.508 |                             |
| 13   | GJ Gujarat        | 0.503 |                             |
| 14   | HR Haryana        | 0.479 |                             |
| 15   | RJ Rajasthan      | 0.460 |                             |
| 16   | MP Madhya Pradesh | 0.458 |                             |
| 17   | BR Bihar          | 0.455 |                             |
| 18   | UP Uttar Pradesh  | 0.441 |                             |

| Rank | Small States         | Index | 0 ..... scale range ..... 1 |
|------|----------------------|-------|-----------------------------|
| i    | MZ Mizoram           | 0.778 |                             |
| ii   | TR Tripura           | 0.727 |                             |
| iii  | MN Manipur           | 0.712 |                             |
| iv   | NL Nagaland          | 0.694 |                             |
| v    | ML Meghalaya         | 0.685 |                             |
| vi   | AR Arunachal Pradesh | 0.640 |                             |
| vii  | SK Sikkim            | 0.638 |                             |
| viii | HP Himachal Pradesh  | 0.583 |                             |
| ix   | GA Goa               | 0.538 |                             |
| x    | JK Jammu and Kashmir | 0.497 |                             |
| xi   | UK Uttarakhand       | 0.486 |                             |
| xii  | DL Delhi             | 0.447 |                             |

In her classic treatise 'The Second Sex', Simone de Beauvoir writes:

*“The fact is that men encounter more complicity in their woman companions than the oppressor usually finds in the oppressed; and in bad faith they use it as a pretext to declare that woman wanted the destiny they imposed on her. We have seen that in reality her whole education conspires to bar her from paths of revolt and adventure; all of society - beginning with her respected parents - lies to her in extolling the high value of love, devotion, and the gift of self and in concealing the fact that neither lover, husband nor children will be disposed to bear the burdensome responsibility of it. She cheerfully accepts these lies because they invite her to take the easy slope: and that is the worst of the crimes committed against her; from her childhood and throughout her life...”*

The manner in which a society treats its women and children reflects its social and cultural ethos. It is a singularly duplicitous characteristic of our country, that despite the pious declarations in our scriptures and holy books where women (and children) are assigned an exalted position and flying in the face of the pronouncements of our political leaders, in the real world, women are divested of their identity and autonomy and relegated to the status of the 'other'- to only serve as daughters, wives, mothers. Worse still, unconscionable crimes committed against them in real life in much a routine fashion. This chapter dwells primarily on women, however there is a separate chapter called Children of India which is also a focus area of PAI 2018.

The official figures in the National Crime Records Bureau reveal that there are over a hundred rape cases a day in the country. But for a few cases that

attract national attention, whether it is Nirbhaya or Asifa, the majority of these crimes occur unknown and away from the public light, and are investigated desultorily, and may or may not be remitted to a judicial system that may take a decade or more for the pronouncement of a verdict. This data can be seen in more detail in the chapter on Crime, Law & Order.

The widening gap between sex ratio (943)<sup>1</sup>, child sex ratio (919)<sup>2</sup> and sex ratio at birth (887) regarding children horrifies even our dormant collective conscience, clearly pointing to a rampant gender selective abortion practice in nearly every state in the country. As a nation we are silent witnesses to this infanticide on a proportion never seen anywhere in the world. While these are the dark secrets that are rarely discussed in drawing rooms and policy meeting halls, the harsh truth lies everywhere around us.

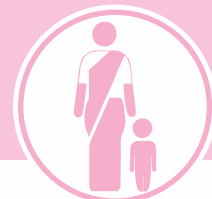
In the two focus subjects of women and children, PAC selected the following variables which indicate the particular issues that women and children face in India.

#### Women:

- Women Working Population ratio
- Institutional Delivery
- Male Female Literacy Gap

#### Children:

- Crime against Children
- Percentage of Child Labour
- % of Beneficiaries under ICDS
- Child Sex Ratio
- % of Malnourished children (Stunted, Wasted, Underweight and Severely Wasted)



Health and Nutrition of women and children can be directly linked to human development. The Global Hunger Index (GHI) is updated annually and measures the multidimensional aspect of hunger. It scores countries worldwide based on four indicators: child wasting, child stunting, child mortality and undernourishment.

Table 1: India's performance on the 4 indicators in Global Hunger Index (GHI) in 2017

| Indicators | Proportion of undernourished in the population (%) | Prevalence of wasting in children under five years (%) | Prevalence of stunting in children under five years (%) | Under-five mortality rate (%) |
|------------|----------------------------------------------------|--------------------------------------------------------|---------------------------------------------------------|-------------------------------|
| 2017       | 14.5                                               | 21.0                                                   | 38.4                                                    | 4.8                           |

Source: IFPRI

India was ranked 100th out of 119 countries in 2017 and came under the 'serious' category out of 5 categories which are: extremely alarming, alarming, serious, moderate and low, with low being best and extremely alarming being worst affected areas. There had been some misinterpretation regarding the drop in India's rank in GHI: admittedly, GHI is not comparable across years due to the change in the number and list of countries for each year's ranking system and also because the GHI team keeps revising and updating data<sup>3</sup>. India's performance indicator-wise in GHI is explained in Table 1.

As per the National Family Health Survey (NFHS) 4, stunting of children under 5 years of age had declined ten percentage points in the last decade and is currently at 38.4%. However, the percentage of children who are wasted had increased in the same time period and is currently at 21%. It is a fact that the nutrition received

through exclusive breastfeeding can prevent newborn deaths, but the sad story of India is that only 55% of children below 6 months of age are exclusively breastfed and the percentage of children breastfed within one hour of birth is less than half (around 41%)<sup>4</sup>.

The Government had launched a National Breastfeeding Promotion Programme called MAA (Mother's Absolute Affection) in August 2016 to promote and raise awareness about breastfeeding nationwide. The NFHS 4 defines an adequate diet for children aged 6 to 23 months as following "Breastfed children receiving four or more food groups and a minimum meal

frequency; non-breastfed children fed with a minimum of three Infant and Young Child Feeding Practices (fed with other milk or milk products at least twice a day; a minimum meal frequency that is receiving solid or semi-solid food at least twice a day for breastfed infants 6-8 months and at least three times a day for breastfed children 9-23 months; and solid or semi-solid foods from at least four food groups not including the milk or milk products food group)." As per this definition only 9.6% of total children within the age group of 6 to 23 months in India receive adequate diet. More than half the total population of Indian women (53%) are anaemic and 22.9% of

women have Body Mass Index below normal<sup>5</sup>. All of this data points to a vicious cycle wherein a malnourished child develops into a morbid adult and gives birth to children who are famished.

As mentioned earlier, India faces an imminent crisis in the matter of child sex ratio. The NFHS 4 points at the State of Haryana having the lowest child sex ratio at birth measured as 'Sex ratio at birth for children born in last 5 years' at 836 girl child per 1000 boy child<sup>6</sup>. The recent Economic Survey of 2017-18 had a chapter on 'Gender and Son Meta-Preference: Is Development Itself an Antidote?' which discusses preference for a son leading to skewed sex ratio at birth and son 'meta' preference leading to an unwanted girl child. The natural sex ratio at birth should be 1.05 males per female (1050 males per 1000 females) and any deviation from that is a result of human interference. On an analysis of convergence effect i.e. whether gender indicators are more responsive to increase in household income, it was found that there was a negative effect (negative correlation) of increase in household income on child sex ratio at birth. This is an astonishing finding and one that may not have a parallel in the rest of the world. An increase in household income led to decrease in child sex ratio at birth which led to an increasing number of 'missing women'. As per the Survey, every year, around 2 million women from different age groups go missing in India and the reasons vary from sex selective abortions, diseases, neglect and insufficient nutrition. Some of the states as shown in Image 1, like Haryana and Punjab have set a trend for the past two decades for having the lowest sex ratio at birth despite possessing high per capita income<sup>7</sup>.

After a stricter law enforcement like introduction and firm implementation of the PCPNDT Act and regulation of sex detection technologies the child sex ratio at birth saw stability in several states; however, that does not mean the social preferences have also stabilised. To detect the underlying societal preference for a male child the 'Sex Ratio of the Last Child' (SRLC) is an effective indicator.

Families continue to have children until they have the desired number of sons and hence in such cases the SRLC is bent in favour of sons<sup>8</sup>. The analysis from the Survey suggests that Indian families are more likely to employ "stopping rules" after a son is born.

There are serious issues regarding women empowerment too: while this is very difficult to measure one requires proxy indicators for the same. However, certain recent developments in India speak volumes about the status of women of India. The recent #MeToo online campaign that originated from Tarana Burke and was popularized by Alyssa Milano saw an outbreak in India and had famous personalities sharing their sexual harassment / assault stories. It provided an online platform for people to post incidents on sexual harassment issues. It had been criticised by a group of people as an elitist option as only a quarter of population have access to internet in India. However, the campaign was helpful in showcasing the large magnitude and frequency of such cases.

A woman is empowered only if she can make her own decisions – whether to marry, when to marry and when to start a family. The recent NFHS 4 collected data on usage of contraceptives for married women, and in this sense the data is incomplete as it has not considered the contraceptive needs of unmarried women. It has to be observed that female sterilisation remains to be the most popular method of contraception, suggesting simply that, men have not taken responsibility for family planning. As per certain studies women's autonomy and decision-making power plays an important role in the choice of contraceptives used<sup>9</sup>. The Economic Survey (2017-18) also spoke about contraception methods and indicated that out of the total percentage of women who use contraception, less than a third use female-controlled reversible contraception. Women's involvement in deciding

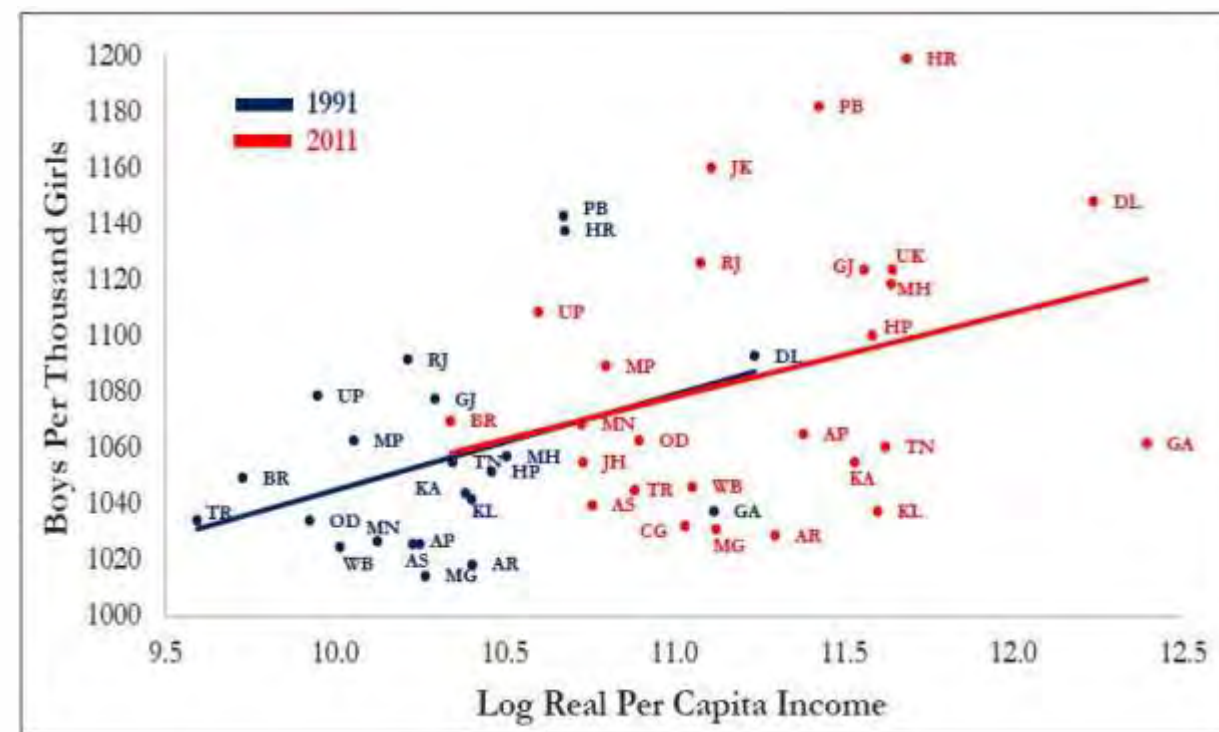


Image 1: Correlation between Sex ratio at birth and Per Capita Income



Image 2: #MeToo movement around the world



the method of contraception for family planning has declined by 1.7 percentage points in the last decade (between 2005-06 and 2015-16). If India is compared to other countries, then India's increase in per capita income has not increased women's use of reversible contraception. This is a very disempowering information which is a classic example of growth being not equivalent to development.

Another serious issue that has implications on the potential of equal participation of men and women in the work force of the country relates to the decline in the women workforce participation rate in India and is discussed in various platforms. As per the ILO report on India, there has been a decline in female labour force participation rates from 34.1 per cent in 1999-00 to 27.2 per cent in 2011-12. The reasons for the declining trend are increasing educational enrolment of young women; lack of employment opportunities; effect

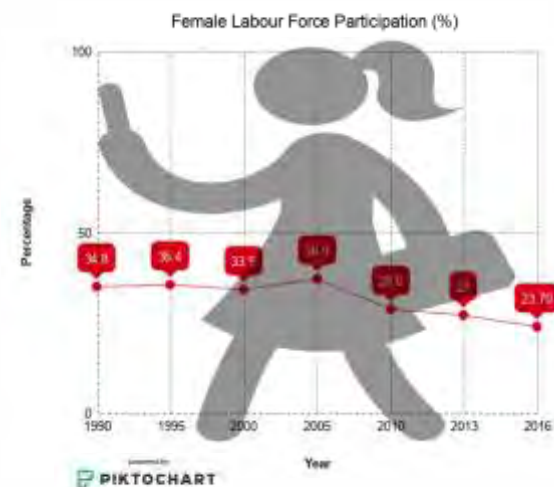


Image 3: Female Labour Force Participation (%) in India

of household income on participation; and measurement<sup>10</sup>. These reasons could be further explained as follows: due to improvement in access to education more number of women have enrolled in higher education rather than entering the work force<sup>11</sup> but as per another report by UNDP the number of educated women is not getting translated into workforce<sup>12</sup>. This could be due to the income effect wherein due to increase of household incomes there was a reduction in women's participation in workforce, due to change in preference<sup>13</sup>. However, the economy has not created sufficient jobs. Women are found to be working mostly in the informal sectors without benefits such as health insurance, maternity leave etc. The report also discusses the wage gap that exists between male and female workforce as the daily average wage of a man is about Rs. 300 and a woman is paid about Rs.150<sup>14</sup>. Most women in India work and contribute to the economy in one form or another, much of their work is not documented or accounted for in official statistics, and thus women's work tends to be under-reported. In India, a substantially high proportion of females report their activity status as attending to domestic duties – which is unpaid work.

Admittedly, the indicators selected can but depict only an imperfect or incomplete picture of the overall circumstances of women and children in the country. Yet, the pattern is clear and points to the need for a major shift in the way we treat our women and children. It also underlines the need to mainstream gender in development praxis making them integral to the country's development path, with unlimited potential to contributing to India's long term growth and development. It appears that the Indian psyche is not yet ready to give that

space to the woman, or grant that protection and care that a child requires. Some of the southern states do better, and the states north of the Vindhyas have much to learn from them.

From an analysis of data, it is revealed that Kerala stands at the top of the listings, as it had done in the past two years. It is followed by Tamil Nadu at rank 2, improving its position from rank 6 last year. At rank 3 is Andhra Pradesh which has jumped from rank 10 last year.

Among the small states, Mizoram and Tripura are at the top while Uttarakhand and Delhi occupy rank 11 and 12 respectively.

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**Female Labour force participation (%) in India:** *Source: NSSO data*

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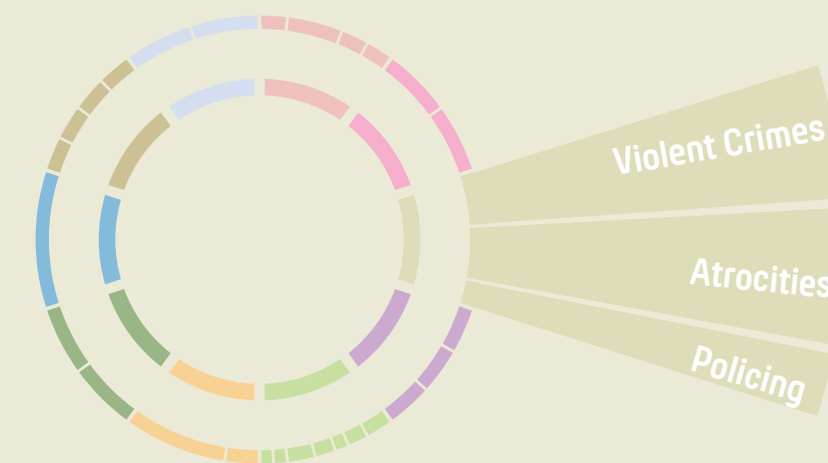
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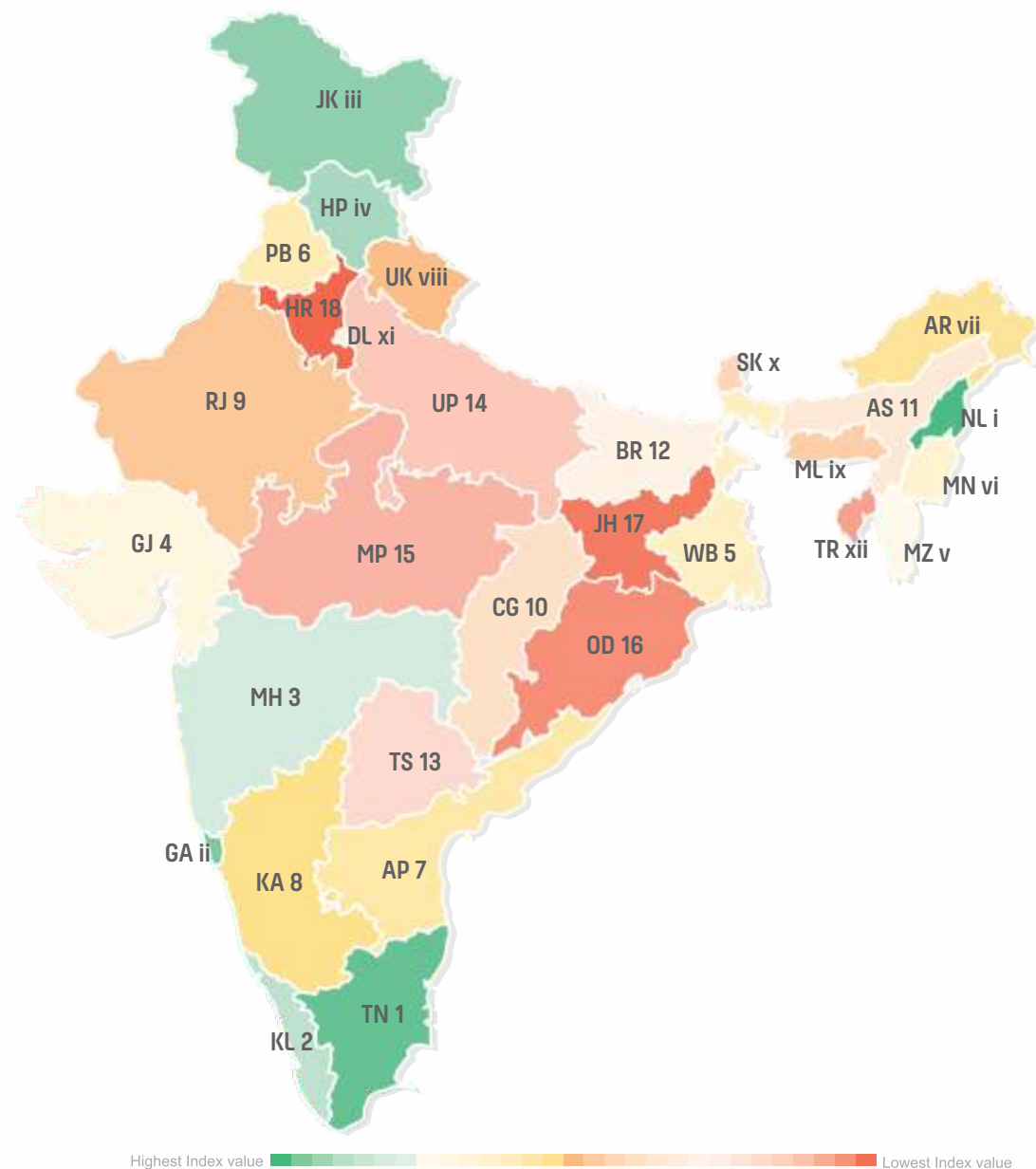
<sup>14</sup> *Ibid*



## THEME # 5 CRIME, LAW & ORDER



- Rapes per ten lakh population
- Murders per ten lakh population
- Dowry Deaths per ten lakh population
- Custodial Deaths per ten lakh population
- No. of police firings
- No. of police personnel per ten lakhs
- % of women police to the total strength of police



| Ran | Large States      | Index | 0 | scale range | 1 |
|-----|-------------------|-------|---|-------------|---|
| 1   | TN Tamil Nadu     | 0.334 |   |             |   |
| 2   | KL Kerala         | 0.314 |   |             |   |
| 3   | MH Maharashtra    | 0.313 |   |             |   |
| 4   | GJ Gujarat        | 0.310 |   |             |   |
| 5   | WB West Bengal    | 0.265 |   |             |   |
| 6   | PB Punjab         | 0.264 |   |             |   |
| 7   | AP Andhra Pradesh | 0.263 |   |             |   |
| 8   | KA Karnataka      | 0.245 |   |             |   |
| 9   | RJ Rajasthan      | 0.226 |   |             |   |
| 10  | CG Chhattisgarh   | 0.202 |   |             |   |
| 11  | AS Assam          | 0.198 |   |             |   |
| 12  | BR Bihar          | 0.193 |   |             |   |
| 13  | TS Telangana      | 0.183 |   |             |   |
| 14  | UP Uttar Pradesh  | 0.181 |   |             |   |
| 15  | MP Madhya Pradesh | 0.179 |   |             |   |
| 16  | OD Odisha         | 0.162 |   |             |   |
| 17  | JH Jharkhand      | 0.152 |   |             |   |
| 18  | HR Haryana        | 0.149 |   |             |   |

| Ran  | Small States         | Index | 0 | scale range | 1 |
|------|----------------------|-------|---|-------------|---|
| i    | NL Nagaland          | 0.353 |   |             |   |
| ii   | GA Goa               | 0.331 |   |             |   |
| iii  | JK Jammu and Kashmir | 0.319 |   |             |   |
| iv   | HP Himachal Pradesh  | 0.315 |   |             |   |
| v    | MZ Mizoram           | 0.312 |   |             |   |
| vi   | MN Manipur           | 0.296 |   |             |   |
| vii  | AR Arunachal Pradesh | 0.252 |   |             |   |
| viii | UK Uttarakhand       | 0.243 |   |             |   |
| ix   | ML Meghalaya         | 0.225 |   |             |   |
| x    | SK Sikkim            | 0.211 |   |             |   |
| xi   | DL Delhi             | 0.184 |   |             |   |
| xii  | TR Tripura           | 0.169 |   |             |   |

The Constitution of India establishes the foundational principle of securing for all citizens' justice, liberty and equality, thus placing on the state, the onerous responsibility of enforcing the 'Rule of Law' – the principle of governance by which all persons and institutions, public or private, including the state itself are accountable to publicly promulgated, equally enforced and independently adjudicated laws. The rule of the law is to safeguard people against arbitrary governance and the bulwark against totalitarian states or mob rule. In a federal system like India and as mandated by the constitution, the states must shoulder the greater part of the responsibility of enforcing the rule of law. The making and enforcement of law is a product of social conflict and represents the response of the state to the need for social change to correct fundamental structural contradictions. In this backdrop, in a diverse and iniquitous society like India, 'law and order' is a contradiction in terms of – if the law is enforced by the state with all its might, it will lead to disorder, till we become a more inclusive and equal society and till the time that the rule of law prevails uniformly.

The ability of the states to prevent crimes, prosecute criminals, and provide safety, security and public order is a measure of how well they are governed. Besides ensuring the protection of human rights, these dimensions of governance are a reflection of the status of social justice and the sine qua non of the developmental trajectory of the nation. The Seventh Schedule of the Constitution

of India, places the subjects of 'Police' and 'Public Order' in the preserve of the state governments. It is the primary responsibility of the state to prevent crime, prosecute criminals, and ensure the safety and security of its citizens by maintaining public order by enforcing the law in an impartial manner. If required, the Central Government can assist the State Governments by providing Central Paramilitary Forces (CPMFs). In case of public agitations, it is the duty of the state machinery to control the situation and to ensure peace and harmony in the society.

This edition of PAI 2018 looks at the following focus subjects and indicators:

#### Violent crimes:

- Rapes per ten lakh population
- Murder per ten lakh population
- Dowry deaths per ten lakh population

#### Atrocities:

- Custodial Deaths per ten lakh population
- Number of Police Firings

#### Policing:

- Number of police personnel per ten lakh population
- Percentage of women police to the total strength of police

According to NCRB data of 2016, out of the total IPC crimes reported in cities, Delhi alone accounted for 38.8%, followed by Bengaluru



(8.9%) and Mumbai (7.7%). Image 1 provides interesting insights:



Image 1: Crime rates in the cities of India

### Key Issues

The PAI 2016 report gave a generic picture of all the themes. However, the PAI 2017 report went beyond that and covered the new developments or initiatives undertaken by the Government for overall development in each of the themes. The PAI 2018 report delves deeper into the subject and attempts to highlight key issues that are relevant for the theme of Crime, Law & Order.

The National Crime Records Bureau (NCRB) maintains a repository of all crime related data and is the only source for gathering information and data on the subject. It is interesting to observe how crime rates have fluctuated over time. In this regard the report analyses and compares the incidence of certain selected crimes for 2005

compared to 2016. What is shocking is the sharp rise in crimes against women at an exponential rate from 14.1% in 2005 to 55.2% in 2016. Crimes against children in India have increased to 24% in 2016 from a mere 1.4% in 2005. The incidence of crimes against Scheduled Castes and Scheduled Tribes have also drastically increased in India. The details are depicted Image 2.

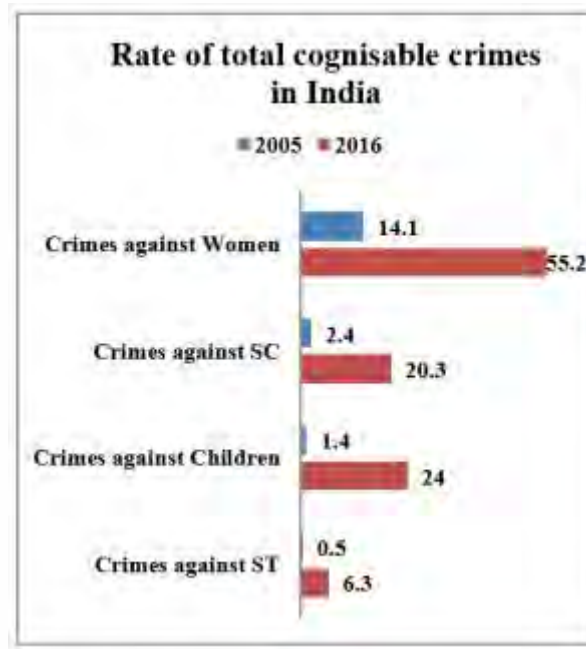


Image 2: Rate of cognisable crimes in India

The increase in crime rates poses a crucial question on the capacity of a state to curb the incidence of such heinous crimes. The decline in the law and order in the country raises questions regarding the capacity of the states to maintain public order and worse, the inability of the state to

provide a secure and safe society. The mere presence of stringent laws in the country is no guarantee for maintaining a society relatively free from crime; rather the question to ask is why our crime rates are continuously increasing? Is it because of the socio-economic inequality that is deep rooted in our society? Or is it the deviant behaviour of the perpetrator (regardless of caste, religion, gender or economic status)? Or is it that fringe elements and dubious vigilant groups violate both law and create disorder with impunity? These are questions that ordinary citizens are increasingly beginning to face in their workaday life. The brunt of criminality, violence and disorder is being borne by the poor and the vulnerable population.

There are serious related questions of delay in the judicial system as well as the constraints in the capacity of the courts to deliver speedy justice. Some of these questions have been addressed in our theme on Delivery of Justice. We draw attention to some key issues in the section below.

**Kathua and Unnao rape cases:** The rousing slogan 'Justice for Asifa' has shocked the national conscience and has received sufficient media attention, but will anything change? An eight-year-old girl, a minor, was gang raped for eight days in a Hindu temple and then was murdered in the Kathua district of Jammu and Kashmir. Even more shocking was that four police officers were involved in this case, symptomatic of the deep rot that has set in. The anger and public outrage multiplied when two ministers in the state



Image 3: #JusticeToJammuNirbhaya

belonging to the national ruling political party<sup>1</sup> addressed a rally in support of the accused.

It is distressing that nothing has changed even after the horrific 'Nirbhaya' incident of 16th December, 2012, in the aftermath of which, the Justice Verma Committee had made significant recommendations to ensure swift action against perpetrators of such heinous crimes, against women; and there have been much needed amendments to the relevant laws. Yet the crimes continue with impunity and without respite.

Another recent incident with similar undertones was the rape case reported from Unnao district of Uttar Pradesh, of an eighteen year old girl allegedly raped at the residence of a BJP MLA<sup>2</sup>. The rape survivor and her father were intimidated and tormented since they mustered the courage to file an FIR against the accused. The father of the victim died in judicial custody. Only when public outrage manifest across the media and civil society were presented did the state law enforcement apparatus respond - a case of too

little, too late.

These two incidents are symptomatic of the much wider malaise that afflicts our polity and society, raising an important question on the ethics of governance: What recourse to social justice does the law abiding citizen have when the arms of the state – one mandated to make laws and the other to enforce it – are often part of the nexus with crime or at the very least, the process undermining the rule of law? Besides being a telling commentary on the perilous decline in ethical standards in politics and society, it underlines the urgency and importance of civil society mobilisation to bring pressure to bear for the rule of law to prevail. Civil society has an important role to play in holding the state to account.

**Issues with crime data:** Crime data does not



Image 4: Incidence of rapes as per NCRB

reveal a complete picture of the actual ground reality. In India reportage is a very serious issue. There are innumerable instances where crimes are not reported at all! Therefore, drawing insights from the available data is actually risky. For instance, one can infer two different and contradictory findings from a high reporting of

crime: 1) the incidence of crime is actually very high and 2) the law and order system is efficient and conscientious enough to file FIRs, thus ensuring that these crimes get registered and acted upon by criminal justice system. Thus, a very high crime rate does not always portray a poor governance scenario; rather, it can imply the efficiency and effectiveness of the police administration that plays a crucial role in maintaining law and order.

For PAC, this was a matter of considerable debate: how might one rank the states on the basis of crimes? Should we give lower scores to the states with higher crime rate? Or should we give higher scores to that state (with higher crime rate) since the law enforcement machinery is conscientious on reporting crimes? After several rounds of discussion, it was concluded that states with higher crime rates would score lower and vice-versa based on the simple rationale that a lower crime rate is a function of better enforcement of the rule of law and also perhaps of better social justice. Simplistic perhaps but an outcome-based criterion that all states must aspire for.

It is essential at this stage to ask a fundamental question as most of the data in this theme is from the NCRB portal. Is the NCRB data reliable? NCRB is the only macro level source for all crime related statistics in India. Data has to be collected from NCRB to conduct any research pertaining to crimes. It is necessary to ensure that the data is reliable and represents, at least the pattern of ground reality. In this context, a study<sup>3</sup> brought out by Factly<sup>4</sup>, a 'Data Journalism/Public Information



portal in India<sup>5</sup> analyses the data available in the public domain and tries to present the results meaningfully.

The news story from Factly, points to discrepancies in the NCRB data relative to the data released by the Ministry of Home Affairs (MHA). There is a need to ensure better data systems to enhance the reliability and validity of reporting as important a subject as crime, law and order. The data discrepancy problem recurs in this analysis too. The data for 2016, there is a discrepancy relating to the number of communal

incidents/riots in the states of India. For instance, as per MHA, a total of 63 communal incidents/riots took place in Rajasthan in 2016. However, NCRB reports that there were no such cases of communal incidents/riots that took place in Rajasthan in 2016. The nature of discrepancy between NCRB and MHA is shown in Image 5.

One of the reasons for this discrepancy could be the methodology followed by all institutions. NCRB collects data, based on the number of FIRs that have been filed for a communal incident. This means that there can be more than one FIR that has

been filed for one incident, or that no FIR is filed despite the occurrence of such an incident. On the other hand, MHA does not collect data on the basis of FIR. It collects data based on communal incidents. Therefore, the number of cases/incidents will always be more in case of NCRB than MHA since NCRB is FIR based and there can be multiple FIRs for only one communal incident. Having said that, why is it that in a few states like Rajasthan, Karnataka, and Uttar Pradesh there are more communal incidents as per MHA and lesser incidents as per NCRB (as depicted in Image 5)?

This discrepancy is of concern and it raises questions regarding the reliability of the NCRB data. This discrepancy clearly suggests that several crimes are not registered or reported. Why is it that the Police are not filing FIRs for these sensitive cases?

Other indicators of crime, like crimes against children, have been included in Theme 4, i.e. Women and Children, in this report. PAC strategically selected only those indicators in which the State has a role to play. Under the focus subject of Violent Crimes the report has included more number of indicators that are related to women, for instance, rapes and dowry deaths. Custodial deaths are crimes committed by the State on its citizens, and may be regarded as an act against the very idea of the State<sup>6</sup>. Police firings can be seen as a necessary use of force on certain occasions to maintain law and order. The police, play a key role in ensuring safety in the

neighbourhood and also ensuring that known depredators are bound down.

This section does not address the efficacy of the judicial system that decides the culpability or innocence of those prosecuted under criminal law. More on the issue of disposal of cases appears in the chapter on the delivery of justice. Together, these two chapters gives a fair picture of a manner in which crime, law and order is managed in this vast country and the complexities of ensuring the rule of law.

As mentioned earlier, the reality in India is not a question of law and order, rather, it is a matter of law or order: truly the question is whether the law will be enforced to protect especially vulnerable citizens and groups, even if it were to result in disorder. The constitutional and legal rights of citizens, especially those who are marginalised and oppressed, are often trampled on, and faced with a difficult situation, those charged with upholding the law turn a blind eye or look the other way. This is often the case in the dusty streets of a mofussil town or in a faraway village. For the state administration, maintaining order becomes more important than ensuring that the fundamental right to life and liberty, mandated by the Constitution. There are several examples of Dalits being oppressed and tortured in public by so-called upper castes, even as the police remain mute witnesses; of suspected beef eaters being lynched without provocation or any basis at all, or a movie being objected by rabid right wing organisations without it having even been viewed:

order is, however, imposed immediately; an uneasy peace may prevail thereafter; but with no guarantees that justice, liberty and equality will triumph in the future. The risk is that social justice will remain a fragile idea in a flawed democracy.

This is a poignant situation that will test the strength of our democracy and the quality of governance in the states, in the days to come.

According to PACs analysis, amongst the larger states, on the basis of the data examined, Tamil Nadu, Kerala and Maharashtra have the best record in managing crime and maintenance of law and order, occupying ranks 1, 2 and 3 respectively. Tamil Nadu has stood at the first position in this theme for three years running. Odisha, Jharkhand and Haryana are at the opposite end with ranks 16, 17 and 18. It is interesting to point out that despite Kerala having a very high number of FIRs, in the matter of their disposal and conviction rate have performed well. The reason for such high number of crimes reported has been explained by senior police officers of the state as arising out of awareness and social aggression; it cannot be denied that this is an indicator of high trust in the police as an institution.

Amongst small states, the pride of place goes to Nagaland and Goa, with Delhi and Tripura bringing up the rear at ranks 11 and 12. Across three years of the PAI, these two states have always been at the bottom of the listings.

### Image Sources

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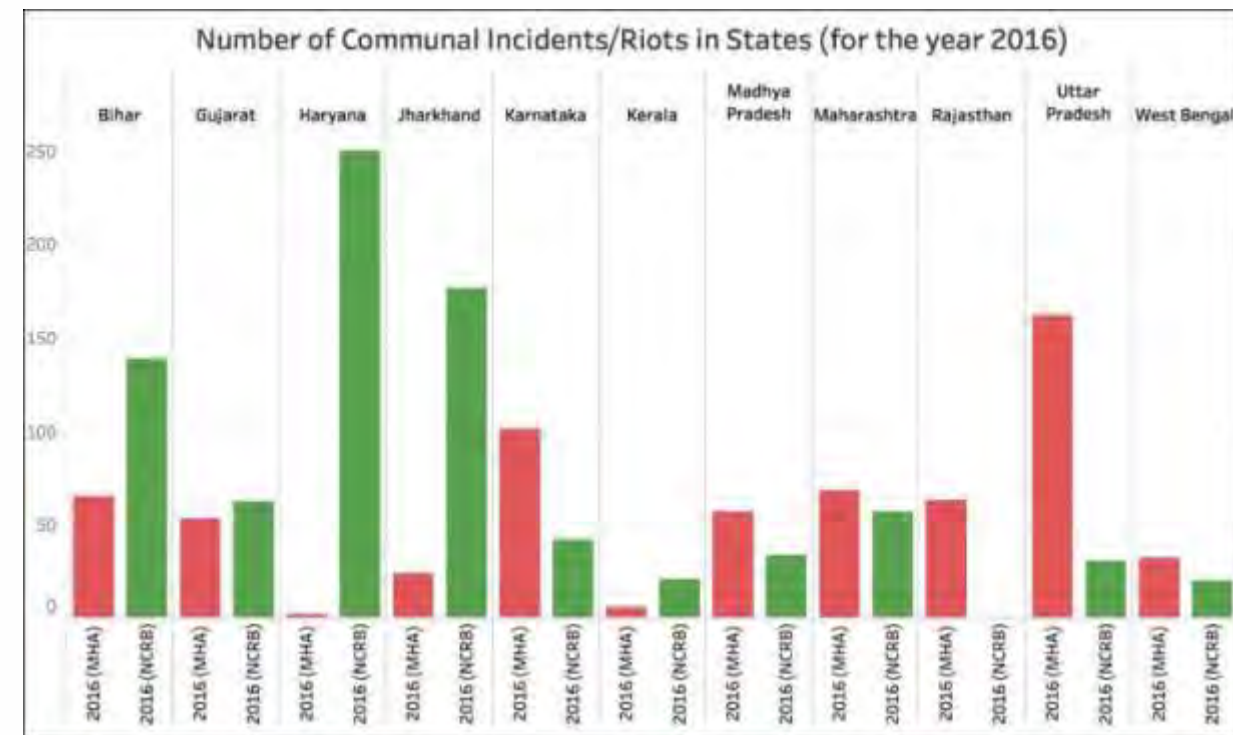
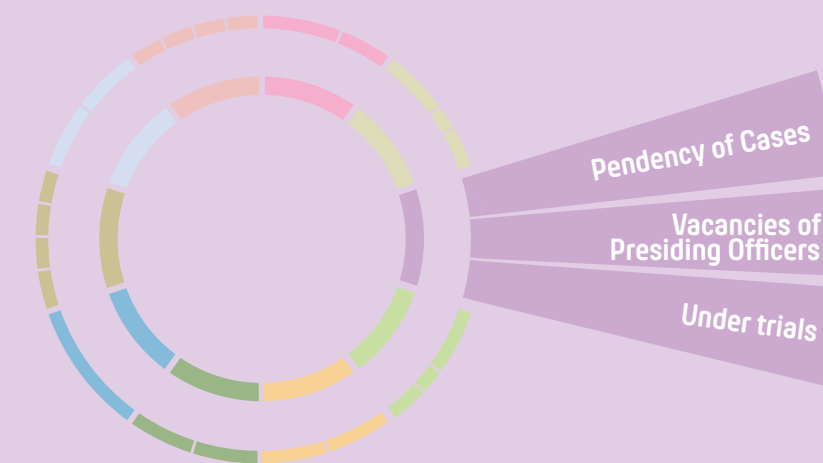


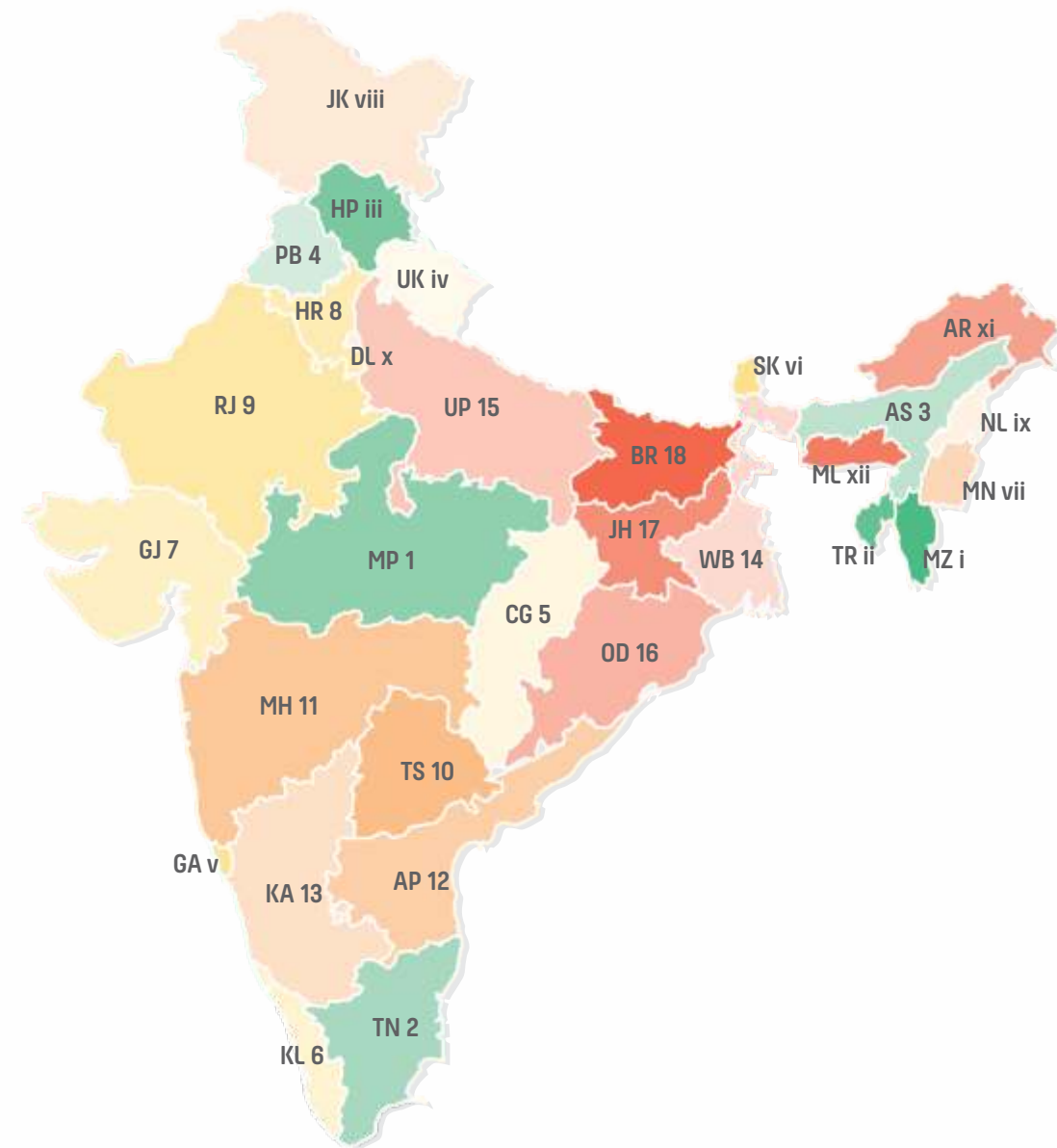
Image 5: Discrepancy in the data between NCRB and MHA



## THEME # 6 DELIVERY OF JUSTICE



- Pendency in High Court
- Pendency in District Court
- Vacancy in High Court
- Vacancy in District Court
- No. of Undertrials



Highest Index value Lowest Index value

| Rank | Large States |                | Index | 0 ..... scale range ..... 1 |
|------|--------------|----------------|-------|-----------------------------|
| 1    | MP           | Madhya Pradesh | 0.661 | <div></div>                 |
| 2    | TN           | Tamil Nadu     | 0.659 | <div></div>                 |
| 3    | AS           | Assam          | 0.625 | <div></div>                 |
| 4    | PB           | Punjab         | 0.603 | <div></div>                 |
| 5    | CG           | Chhattisgarh   | 0.588 | <div></div>                 |
| 6    | KL           | Kerala         | 0.579 | <div></div>                 |
| 7    | GJ           | Gujarat        | 0.577 | <div></div>                 |
| 8    | HR           | Haryana        | 0.568 | <div></div>                 |
| 9    | RJ           | Rajasthan      | 0.563 | <div></div>                 |
| 10   | TS           | Telangana      | 0.537 | <div></div>                 |
| 11   | MH           | Maharashtra    | 0.511 | <div></div>                 |
| 12   | AP           | Andhra Pradesh | 0.500 | <div></div>                 |
| 13   | KA           | Karnataka      | 0.450 | <div></div>                 |
| 14   | WB           | West Bengal    | 0.436 | <div></div>                 |
| 15   | UP           | Uttar Pradesh  | 0.412 | <div></div>                 |
| 16   | OD           | Odisha         | 0.408 | <div></div>                 |
| 17   | JH           | Jharkhand      | 0.399 | <div></div>                 |
| 18   | BR           | Bihar          | 0.323 | <div></div>                 |

| Rank | Small States |                   | Index | 0 ..... scale range ..... 1 |
|------|--------------|-------------------|-------|-----------------------------|
| i    | MZ           | Mizoram           | 0.725 | <div></div>                 |
| ii   | TR           | Tripura           | 0.717 | <div></div>                 |
| iii  | HP           | Himachal Pradesh  | 0.706 | <div></div>                 |
| iv   | UK           | Uttarakhand       | 0.595 | <div></div>                 |
| v    | GA           | Goa               | 0.548 | <div></div>                 |
| vi   | SK           | Sikkim            | 0.546 | <div></div>                 |
| vii  | MN           | Manipur           | 0.487 | <div></div>                 |
| viii | JK           | Jammu and Kashmir | 0.446 | <div></div>                 |
| ix   | NL           | Nagaland          | 0.443 | <div></div>                 |
| x    | DL           | Delhi             | 0.437 | <div></div>                 |
| xi   | AR           | Arunachal Pradesh | 0.407 | <div></div>                 |
| xii  | ML           | Meghalaya         | 0.343 | <div></div>                 |

*For who would bear the Whips and Scorns of time,  
the Oppressor's wrong..... the Law's delay,  
the insolence of Office, and the spurns  
that patient merit of the unworthy takes,  
when he himself might his Quietus make  
with a bare Bodkin?*

*Hamlet Act 3, Scene 1*

A fair and unprejudiced justice delivery system is essential to maintain peace and stability of a nation. This had been quite tellingly made clear by Dwight D. Eisenhower, the 34th President of the United States when he said – “*Peace and Justice are two sides of the same coin*”. The very foundation of a democracy is built on the fundamentals of Liberty, Equality and Justice. A robust justice delivery system instils a sense of security and assurance among the citizens. The United Nations has also included Peace, Justice and Strong Institutions as its sixteenth goal within the seventeen Sustainable Development Goals (SDGs) that it adopted with the vision to “Transform our World”. This sixteenth goal seeks to “Promote peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels”.

Considering the importance of this subject PAI 2018 continues with the theme of Delivery of Justice as was done in PAI 2017, using the same indicators. The three focus subjects and the five related indicators under this theme of Delivery of Justice are :

#### Pendency of Cases:

- Pendency in High Court
- Pendency in District Court

#### Vacancies of Presiding Officers:

- Vacancy in High Court
- Vacancy in District Court

#### Under-trials:

- Number of Under trials

Judiciary is one of the three pillars of democracy, the other two being legislature and executive. Entrusted with the role of maintaining the supremacy of the Constitution and also interpreting it whenever the need be, the judiciary bears an enormous responsibility on its shoulders towards delivering and administering justice in the country. Sigmund Freud remarked, “*The first requisite of civilization is that of justice*”. Judiciary upholds the rule of law and assures that a government and as well as the multitude of institutions in the country function in consonance with the principles laid down in and in adherence to the provisions of the constitution.

In PAI 2018, the focus is on some relevant issues related to each theme to understand the improvement or deterioration in performance on the various indicators listed against these focus subjects. From amongst a variety of issues plaguing the dispensation of justice in the country, the vacancies of presiding officers (that is, shortage of judges), and pendency of cases



resulting in an increase in the number of unsolved litigations are two major issues adversely affecting the judiciary today.

The enormity of India in both its size and population is bound to aggravate the magnitude of an issue. Pendency of cases has been an ongoing concern in the country that creates an overwhelming pressure on judiciary. The number of backlog cases is always related to the complementary question of the severe shortage of judges. This further creates a kind of domino effect of delayed delivery of justice. Cases about litigants spending years to get justice are quite common in India. Examples are aplenty about people who spent a decade, if not more, to get justice. *“Delay in disposal of cases, not only*

*creates disillusionment amongst litigants, but also undermines the capability of the system to impart justice in an efficient and effective manner,”* cited Supreme Court judge BN Agrawal. “Justice delayed is justice denied” - is one of the basic tenets of the system of justice and rightly so, because the effectiveness and meaning of a verdict stands diminished or tends to be negligible if not delivered in good time. This in some way erodes the faith of the people in the judiciary, which further by word of mouth, weakens the credibility of an institution.

It is extraordinary to think that delays in the judicial system has always been a matter of concern for society. Hamlet's plaint about “Law's delay” quoted at the beginning of this chapter, must have agitated even Shakespeare when he wrote it in the 16th century.

As of 1st September, 2017, of the 1079 number of sanctioned posts of judges in the High Courts, only 666 judges filled the positions. In the lower courts, there was a shortage of 4937 presiding officers. An institution while already reeling under the shortage of judges cannot leave the sanctioned number of positions unfilled without the speed and quality of delivery of justice being affected. With the increase awareness and educated population, the number of litigations is bound to be on the north side of the scale. According to a source by the end of 2016 the number of pending cases in the various courts were in:

- subordinate courts pending cases were about 2.74 crore
- 24 High Courts across the states, 40.15 lakh cases were yet to be resolved

- Supreme Court, 58438 cases were pending (as on July 2017).

This clearly points out that a common man with limited resources is the one who is normally left at the end of a trail of adjournments and postponed dates. The piquant situation gets worse when one sees examples of powerful and influential people who are able to work the system to get on to a fast track mode for decision in their cases. This is not to speak of cases where apparently the judgments may have been biased or one-sided.



Image 2: The status of Undertrials in India

To improve the situation, various suggestions had been doing the rounds – such as, increasing the capacity of the courts by increasing the number of judges; increasing the utilisation of information and technology to expedite court proceedings; emulating good practices from states that are doing better in closing long pending cases, establishing fast-track courts etc. The measure of Lok Adalat as an alternative to settle disputes outside court, is also being resorted to.

The government of India appoints a Law Commission primarily as an advisory body which can suggest legal reforms. Way back in 1987, the 11th Law Commission suggested to the government that the number of judges be increased to 50 judges per 10 lakh people, but this suggestion has not yet seen the light of the day. The current scenario is such that there are about 18 judges per 10 lakh people. The dramatic appeal of ex-Chief Justice of India, T.S Thakur in 2016 in a public forum to the Prime Minister to take up the recommendation of the 11th Law Commission, highlighted the urgency of the judiciary's pressing need to increase manpower. But the status quo regarding this is yet to change and the understaffing of the judiciary still persists. Apart from waiting for next hearings or for a case to be resolved, the snail-paced proceedings of a court have many other implications on the litigants, whose lives and life savings are destroyed by the time a judgment is pronounced. The impact of this on poor and indigent people is something that one needs to be concerned with.

One may also mention that there are certain other related issues pertaining to this theme. The judiciary commands its authority by the virtue of being impartial and independent. It has to be above any conjecture or hint of suspicion regarding accountability and transparency. Any question arising on these aspects, directly hurts the legitimacy of this institution, which is unhealthy for a nation. It corrodes the very foundation of democracy. Allegations of corruption of judges and the involvement of a retired judge of Orissa High Court<sup>1</sup> late last year deeply hurt the image of the institution as the “temple of justice”. Also, the recent contention

between the four senior-most judges on the one hand and the Chief Justice of the Supreme Court on the other, directly raised question marks about the integrity of the justice delivery system. The four judges approached the media to make their differences public on what were essentially an administrative question including the delay in implementing the Memorandum of Procedure to appoint judges in India as well as the roster method for allocation of cases among the Justices. This is a rare case where the judges came out in public after allegedly getting no response from the Chief Justice about a letter they wrote to him regarding the re-calling of an order by a three-judge bench. The order that was recalled was passed by a two-judge bench on the requirement of the Memorandum of Procedure (MoP) in the appointment of judges. The procedure of appointment and transfer of judges to higher courts has been a matter of contention as it was seen when the proposal to constitute a National Judicial Appointments Commission (NJAC) was rejected by the Supreme Court in favour of the existing collegium system.

Such unseemly differences amongst the dignitaries of the highest altar of justice do not send out a positive image on the judiciary system. The sentinel of Constitution needs to be strengthened so that people's faith and trust in this institution does not erode away and the stability of democracy does not lose its balance.

One of the focus subjects identified is the plight of the under-trials - persons who were accused of committing a crime and who are yet to be convicted, detained during the period of investigation. According to the data released by the National



Image 3: Plight of the Undertrials

Crime Records Bureau (NCRB) in 2016 in its Prison Statistics India Report 2015, there are more than two-thirds of the prisoners, or 67%, are undertrials. The report also states that the majority of these under trial prisoners are from the marginalised sections of the society and are either illiterate or semi literate. Many of these people are unaware of their rights to routine hearings in the court or their rights to demand bail or legal aid. Because of these reasons, many of the prisoners have stayed in prisons for much longer than they would have had to if they had their due legal rights enforced during the trials in the court. The principle of being 'innocent until proven guilty' is compromised in many of the undertrial cases where detention period far exceeds the period of conviction. With more than 2.5 crore pending cases in the various subordinate courts across the country, the issue of under trial prisoners provides an additional challenge to the judiciary. Video conferencing facility is available to hold hearings for these undertrials as a means to circumvent the severe resource crunch in the courts. But this facility too is hardly utilised.



This situation is rendered more complex if we understand that most of the undertials are either from Muslim, Dalit or Tribal communities. These are the already marginalised and vulnerable sections of society: the fact that it is these people who face the brunt of not having access to justice should compel far reaching reforms in the functioning of the police, the judiciary and the jail administration. Lack of access to justice may be regarded as yet another way to deprive a person of his rights and hope of leading a more fulfilled and productive life. Being a signatory to the Sustainable Development Goals of the United Nations, Indian institutions should promote equal access to justice for all. Article 39A of the constitution states that - “The State shall secure that the operation of the legal system promotes justice, on a basis of equal opportunity, and shall, in particular, provide free legal aid, by suitable legislation or schemes or in any other way, to ensure that opportunities for securing justice are not denied to any citizen by reason of economic or other disabilities”. Though the constitution of the country has made the provision of free legal aid for the economically weaker sections of the society, it is still not available to all in a fair and compassionate manner. Justice should be equally accessible to all, just as law is applicable to all the people that come under its ambit.

However, everything is not so bleak when we consider the bold new paths the Supreme Court is taking in the recent intepretation of law. Two judgments electrified the nation in its import and boldness: the first related to the issue of the triple talaq and the second was on the sensitive subject of privacy as a fundamental right.

On 22nd August 2017, the Supreme Court of India forayed into the troubled waters of Muslim personal law with regard to the contentious issues of dissolution of marriage by the dreaded words of the triple talaq. A five-judge bench of the Supreme Court, by a narrow majority of 3:2, struck down the practice of talaq-e-biddat – the 'instantaneous triple talaq' – as unconstitutional. Women's organisations including those representing Muslim women, have applauded the judgment which struck down this regressive and patriarchal practice that have ruined the lives of countless women<sup>2</sup>.

The task before the Supreme Court was to examine whether the practice which authorised a Muslim man to instantaneously and irrevocably divorce his wife by uttering the word 'talaq' three times in succession, was constitutionally valid or whether it violated the fundamental rights enshrined in the Constitution of India, with particular reference to Articles 14 (equality before law), 15 (protection against discrimination) and 21 (protection of life and personal liberty).

To answer this question, the Supreme Court had to first examine whether triple talaq was a practice within the ambit of codified/statutory law such as the Muslim Personal Law (Shariat) Application Act, 1937, or whether it was merely a religious practice as customarily followed in uncoded religious observances. This is important in the light of the position of law as had been laid down by the Bombay High Court in 1951 in the case of Narasu Appa Mali. In the Narasu judgment, the High Court had held that personal laws arising out of old practices cannot be subjected to judicial scrutiny, and hence cannot be examined for

violation of fundamental rights. However, if the Supreme Court found that triple talaq was an observance sanctioned by a statute, the 1937 Act, it could be examined for violation of fundamental rights. On the other hand, if it found that triple talaq was a part of uncoded 'personal law', it would have to consciously take a view to revisit the Narasu judgment and once again answer the question as to whether uncoded personal law could be subject to a scrutiny for violating fundamental rights. Consequently, it would have to come to a final view as to whether the practice of triple talaq did in fact violate any fundamental rights or not.

While the majority of judges agreed on the outcome of striking down instantaneous triple talaq as unconstitutional, they took two different approaches to arrive at that outcome. Justice Rohinton Nariman, and Justice Lalit held that the practice of triple talaq derived its sanction from the 1937 Act, and was thus subject to a challenge for violating fundamental rights. Thereafter, they sought to examine if the practice of triple talaq would be protected by Article 25 of the Constitution which guarantees freedom of conscience and the profession, practice and propagation of religion. They finally held that triple talaq is not essential to the practice of Islam and hence cannot get any benefit from the protection granted by Article 25.

The judgment finally found the practice with fundamental rights as it attracted the doctrine of manifest arbitrariness. The doctrine is a significant touchstone which allows the striking down of a law under Article 14 on account of being capricious, irrational, disproportionate or



Image 4: The Supreme Court judgement of ending the practice of Triple Talaq

excessive. Justice Nariman held: “... it is clear that this form of Talaq is manifestly arbitrary in the sense that the marital tie can be broken capriciously and whimsically by a Muslim man without any attempt at reconciliation so as to save it. This form of Talaq must, therefore, be held to be violative of the fundamental right contained under Article 14 of the Constitution of India...”

In a separate judgment, Justice Joseph, held that triple talaq was not regulated by the 1937 Act, rather it fell within the domain of 'personal law'. However, he relied on the earlier Supreme Court decision in Shamim Ara versus State of UP and concluded that triple talaq was not integral to Islam, was against the tenets of the Quran and Shariat, and therefore constitutionally void.

Despite these two trends in the judgment and the reasoning of the two sets of opinions constituting the majority judgment, the conclusion arrived at by these judges is consistent in striking down the practice of instantaneous triple talaq as unconstitutional.

On the other hand, the dissenting two judges who delivered the minority opinion, authored by Chief

Justice JS Khehar with Justice Abdul Nazeer concurring, took the position that triple talaq is not regulated by the 1937 Act and was an integral part of personal law and thus enjoyed the constitutional protection granted by Article 25. They also went on to add that the practice was not amenable to a challenge on grounds that the practice of triple talaq was not inconsistent with constitutional values and fundamental rights and directed the government to consider legislating on the issue.

This was something of a surprise especially as the dissenting judges felt compelled to grant a 'relief' (injunction the practice of triple talaq for an initial period of 6 months during the legislative process) despite recording no finding of constitutional infirmity with the practice. There was some disappointment with these dissenting views, though the country welcomed the majority judgment that struck down the triple talaq as unconstitutional.

A majority of the opinions have been praised by nearly all legal luminaries, including feminist legal activists, as a vital step in reforming practices that are inherently patriarchal and discriminatory. There was also a comment that the Supreme Court could have made use of this historic occasion to examine issues of gender justice, which are also at the forefront of the case. The core of the issue is not merely the arbitrary nature of the triple talaq, but also the discriminatory treatment meted out to Muslim women through the 'capricious and whimsical' practices of men.

The second significant judgment of the Supreme Court relates to the issue of privacy and its status

as a fundamental right. In a landmark decision that will affect the lives of all Indians, the Supreme Court on 29th August 2017 unanimously declared that individual privacy is a “guaranteed fundamental right”<sup>3</sup>.

The judgment will certainly also have a bearing on broader civil rights as well as a law criminalising homosexuality. A ban imposed on the consumption of beef in many states and alcohol in some could also come up for review.

The Supreme Court ruled that the said right to privacy was at par with right to life and liberty, and that the verdict will protect citizens' personal freedom from intrusions by the state. The verdict by a nine-judge Constitution bench could now test the validity of Aadhaar, the controversial biometric identification project the government has been pushing but critics have opposed as intrusive.

The bench, headed by Chief Justice JS Khehar, comprised Justices J Chelameshwar, SA Bobde, RK Agrawal, RF Nariman, AM Sapre, DY Chandrachud, SK Kaul and S Abdul Nazeer.



Image 5: The 9-member Supreme Court bench



Some of the key conclusions from the judgment are:

- Life and personal liberty are inalienable rights. These are rights which are inseparable from a dignified human existence. The dignity of the individual, equality between human beings and the quest for liberty are the foundational pillars of the Indian Constitution
- Judicial recognition of the existence of a constitutional right of privacy is not an exercise in the nature of amending the Constitution nor is the Court embarking on a constitutional function of that nature which is entrusted to Parliament
- Privacy includes at its core the preservation of personal intimacies, the sanctity of family life, marriage, procreation, the home and sexual orientation. Privacy also connotes a right to be left alone
- Personal choices governing a way of life are intrinsic to privacy
- Privacy is not lost or surrendered merely because the individual is in a public place. Privacy attaches to<sup>4</sup> the person since it is an essential facet of the dignity of the human being
- Technological change has given rise to concerns which were not present seven decades ago and the rapid growth of technology may render obsolescent many notions of the present. Hence the interpretation of the Constitution must be resilient and

flexible to allow future generations to adapt its content bearing in mind its basic or essential features

- Like other rights which form part of the fundamental freedoms protected by Part III, including the right to life and personal liberty under Article 21, privacy is not an absolute right. A law which encroaches upon privacy will have to withstand the touchstone of permissible restrictions on fundamental rights
- Privacy has both positive and negative content. The negative content restrains the state from committing an intrusion upon the life and personal liberty of a citizen. Its positive content imposes an obligation on the state to take all necessary measures to protect the privacy of an individual
- The right of privacy is a fundamental right. It is a right which protects the inner sphere of the individual from interference from both State, and non-State actors and allows the individuals to make autonomous life choices
- The privacy of a home must protect the family, marriage, procreation and sexual orientation which are all important aspects of dignity
- In a country like ours which prides itself on its diversity, privacy is one of the most important rights to be protected both against State and non-State actors and be recognised as a fundamental right
- The right of privacy cannot be denied, even if there is a miniscule fraction of the population

which is affected. The majoritarian concept does not apply to Constitutional rights

- Let the right of privacy, an inherent right, be unequivocally a fundamental right embedded in part-III of the Constitution of India, but subject to the restrictions specified, relatable to that part. This is the call of today. The old order changeth, yielding place to the new.

One cannot overstate the importance of these two judgements to the profound principles of human rights and their protection. The first of the two specific judgments examined above particularly affect the lives of Muslim women and accords them an opportunity to lead their lives with dignity and self-respect. The second is far greater in import and significance, granting certain inalienable rights arising out of the dignity of the individual and personal and private human values. These judgments have, by themselves, re-established faith in the Supreme Court.

A summary of the rankings of the states in this theme reveals that Madhya Pradesh, Tamil Nadu and Assam are at ranks 1, 2 and 3 respectively. Odisha, Jharkhand and Bihar are at the bottom with ranks 16, 17 and 18. With marginal changes, they have occupied these same positions from the last three years, except for Madhya Pradesh which climbed from rank 5 in 2016 and 2017 to the first position now. Odisha, Jharkhand and Bihar are at the lowest end of the scale: in fact, Odisha has been falling from rank 8 in 2016 to rank 15 in 2017 and to rank 16 in 2018. Jharkhand and Bihar have been at 17 and 18 for two years in continuation.

As far as the small states are concerned, Mizoram

and Tripura are at rank 1 and 2 respectively; at the bottom are Arunachal Pradesh and Meghalaya at 11 and 12 respectively.

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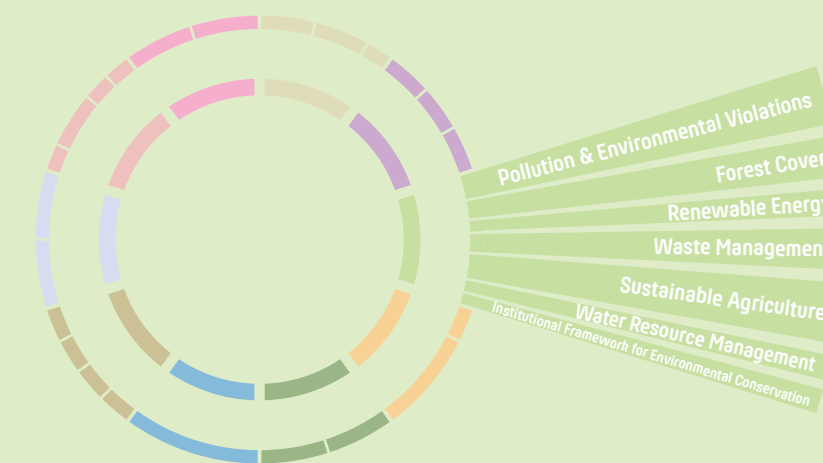
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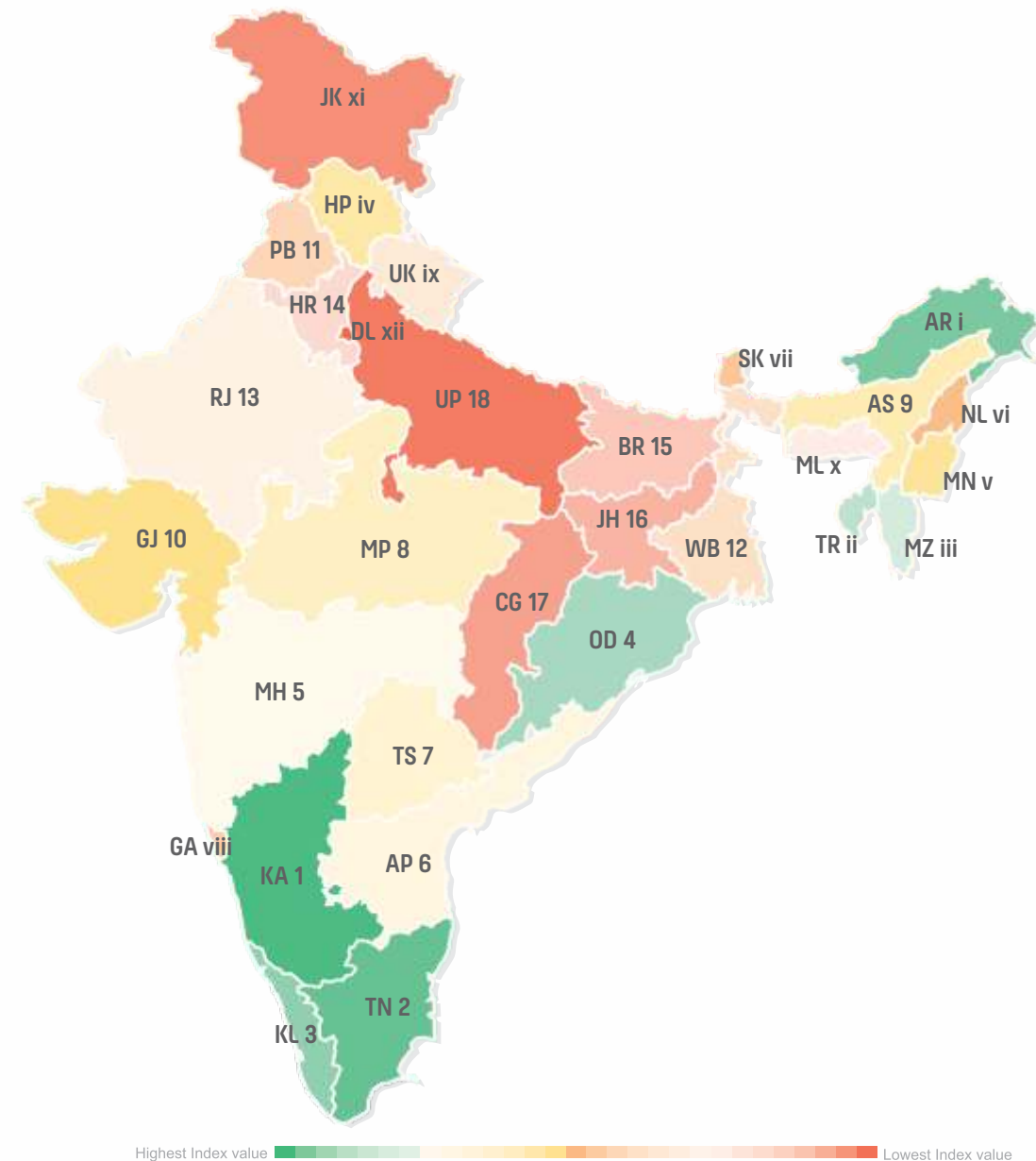
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## THEME # 7 ENVIRONMENT



- Suspended Particulate Matter (SPM)
- SO<sub>2</sub> Emissions
- NO<sub>2</sub> Emissions
- Deaths due to respiratory diseases
- No. of Environmental Violations in the State
- Increase/Decrease in Forest Cover
- Total Forest Cover as percentage of State
- Afforestation Efforts – programmes and allocation
- Renewable energy as a % of total energy generated
- Per capita waste generation
- % of Solid waste processed
- Number of operational Sewerage Treatment Plants (STPs) out of the total STPs
- Average annual intensity of fertilizer use over the total land area over the last 4 years.
- Use of Biofertilizers
- Wasteland as a % of total cultivated land
- Area under organic farming
- Groundwater extraction (%)
- Watershed Management
- Preparation of State Action Plan for Climate Change (SAPCC)
- Energy Conservation Building Code (ECBC) norms implemented



| Rank | Large States |                | Index | 0 | scale range | 1 |
|------|--------------|----------------|-------|---|-------------|---|
| 1    | KA           | Karnataka      | 0.686 |   |             |   |
| 2    | TN           | Tamil Nadu     | 0.616 |   |             |   |
| 3    | KL           | Kerala         | 0.601 |   |             |   |
| 4    | OD           | Odisha         | 0.595 |   |             |   |
| 5    | MH           | Maharashtra    | 0.555 |   |             |   |
| 6    | AP           | Andhra Pradesh | 0.555 |   |             |   |
| 7    | TS           | Telangana      | 0.553 |   |             |   |
| 8    | MP           | Madhya Pradesh | 0.548 |   |             |   |
| 9    | AS           | Assam          | 0.547 |   |             |   |
| 10   | GJ           | Gujarat        | 0.535 |   |             |   |
| 11   | PB           | Punjab         | 0.496 |   |             |   |
| 12   | WB           | West Bengal    | 0.494 |   |             |   |
| 13   | RJ           | Rajasthan      | 0.484 |   |             |   |
| 14   | HR           | Haryana        | 0.479 |   |             |   |
| 15   | BR           | Bihar          | 0.474 |   |             |   |
| 16   | JH           | Jharkhand      | 0.470 |   |             |   |
| 17   | CG           | Chhattisgarh   | 0.458 |   |             |   |
| 18   | UP           | Uttar Pradesh  | 0.440 |   |             |   |

| Rank | Small States |                   | Index | 0 | scale range | 1 |
|------|--------------|-------------------|-------|---|-------------|---|
| i    | AR           | Arunachal Pradesh | 0.611 |   |             |   |
| ii   | TR           | Tripura           | 0.563 |   |             |   |
| iii  | MZ           | Mizoram           | 0.556 |   |             |   |
| iv   | HP           | Himachal Pradesh  | 0.542 |   |             |   |
| v    | MN           | Manipur           | 0.536 |   |             |   |
| vi   | NL           | Nagaland          | 0.521 |   |             |   |
| vii  | SK           | Sikkim            | 0.519 |   |             |   |
| viii | GA           | Goa               | 0.498 |   |             |   |
| ix   | UK           | Uttarakhand       | 0.485 |   |             |   |
| x    | ML           | Meghalaya         | 0.481 |   |             |   |
| xi   | JK           | Jammu and Kashmir | 0.446 |   |             |   |
| xii  | DL           | Delhi             | 0.388 |   |             |   |

India has been ranked 177 out of 180 countries in the Environmental Performance Index (EPI) for 2018. This index has been developed by Yale University and Columbia University in collaboration with the World Economic Forum



Image 1:  
Environmental Performance  
Index (EPI)

and the Joint Research Centre of the European Commission and was released in January 2018 on the side lines of the World Economic Forum at Davos. Environmental Performance Index (EPI) is calculated on the basis of data gathered from 24 individual metrics of environmental performance. These 24 individual metrics are then aggregated into a hierarchy that begins with 10 major environmental issues categories. The report has ranked India as the fourth worst country worldwide in protection of human health from environmental harm and protection of ecosystems. That India has slipped from the 141st position in 2016 report should be a matter of concern. The low rank of emerging economies including China (120) and India (177) points to a sharp deterioration resulting from population pressure and unsustainable production and consumption patterns. As per the report, substantial populations still suffer from poor air quality, most notably in India, China, and Pakistan.

In the wake of rapid changing climate and its effect on the planet, people across the globe are exploring ways to adapt to and mitigate its effects. International concerns over the last few decades have sought to rouse the world's conscience to



Image 2: Donald Trump's tweet on Climate Change

these critical issues. Ironically, the President of the United States, who does not believe in climate change, announced the withdrawal of his country from the Paris accord. The annual PAI reports has consistently drawn the attention of the reader to these significant threats to sustainability and planned development. PAI 2018 deals with some of these issues in the chapter on the four grand pillars of governance, especially on the section dealing with Natural Capital.

Both PAI 2016 and 2017, while including the subject of environment as one of the ten vital themes identified to capture the quality of governance in the states of India, had assigned only three focus subjects, namely, pollution & environmental violations, forest cover, and renewable energy. The total number of indicators identified were seven, namely suspended particulate matter, SO<sub>2</sub> and NO<sub>2</sub> emissions, number of environmental violations, increase or decrease in forest cover and renewable energy as a percentage of total energy generated. In a way, PAI 2018 is making up for certain omissions made in the two previous reports. In hindsight, it has to be conceded that the in the overall framework of the matrix developed for PAI, there is sufficient reason to enhance the number of focus subjects and individual variables, so as to capture more



effectively the importance given to the subject by the state governments.

PAI 2018, includes fourteen new indicators under seven focus subjects for this theme to understand how a state prioritises the importance of environment as an important facet. PAI 2018 focusses on issues relevant to the themes undertaken and contextualise them as they are. A detailed list of the focus subjects and the indicators included under this theme are as follows:

#### Pollution and Environmental Violations:

- Suspended Particulate Matter
- SO<sub>2</sub> Emissions
- NO<sub>2</sub> Emissions
- Deaths due to respiratory diseases
- No. of Environmental Violations in the State

#### Forest Cover:

- Increase/Decrease in Forest Cover
- Total Forest Cover as percentage of State
- Afforestation Efforts - programs and allocation

#### Renewable Energy:

- Renewable Energy as a percentage of total energy generated

#### Waste Management:

- Per capita waste generation
- Percentage of Solid waste processed
- Number of operational Sewerage Treatment Plants (STPs) out of the total STPs

#### Sustainable Agriculture:

- Average annual intensity of fertilizer use over the total land area over the last 4 years.
- Use of Biofertilizers
- Wasteland as a % of total cultivated land
- Area under organic farming

#### Water Resource Management:

- Groundwater extraction (%)
- Watershed management

#### Institutional Framework for Environmental Conservation:

- Preparation of State Action Plan for Climate Change (SAPCC)
- Energy Conservation Building Code norms implemented (ECBC)

Environmental issues, with particular reference to India, have caught the attention of international organisations including the World Bank which in a report<sup>1</sup> stated that India's rapid economic growth

*“has been clouded by a degrading physical environment and the growing scarcity of natural resources that are essential for sustaining further growth and eliminating poverty. It is no coincidence that the poorest areas of the country are also the most environmentally-stressed regions, with eroded soils, polluted waterways, and degraded forests. Simultaneously, rapid growth has unleashed greater public awareness and an unprecedented demand for the sound management of natural resources including air, water, forests, and biodiversity. Environmental sustainability is rapidly emerging as the next major development and policy challenge for the country...”*

The report recognises that India is not one of the biggest polluters of the globe: though India ranks as the sixth largest emitter of greenhouse gases in the world, “by most measures, India would be classified as a low carbon economy. It has: (i) a low intensity of emissions per unit of GDP (on par with the world average); (ii) per capita emissions that are among the lowest in the world (at about 10 percent of the developed country average) and (iii) forest cover that has stabilized. However, India's emissions are set to grow substantially due to its sustained economic growth. In this context some of the major threats we have to face are as follows:

**Pollution:** Water, land and air contamination associated with growth are increasing exponentially. Rapid investment in the manufacturing sector, that includes 17 highly polluting industries that are on the Central Pollution Control Board's “Red List”, has fuelled this growth. The share of the most polluting sectors in India's exports has increased dramatically during the last decade suggesting that India could be emerging as a net exporter of pollution-intensive commodities. These trends indicate the need for greater investment in environmental management.

**Natural Resources, Ecosystems and Biodiversity:** In rural areas, poverty has become intertwined with resource degradation - poor soils, depleted aquifers and degraded forests. To subsist, the poor are compelled to mine and overuse these limited resources, creating a downward spiral of impoverishment and environmental degradation. There is a growing pressure to better protect India's pockets of mega-biodiversity which are increasingly recognised as being of immense significance for global



Image 3: India's Natural Vegetation

biodiversity, yet are increasingly threatened. Greater investment in the protection of these natural assets would yield a double dividend of poverty alleviation and the improved sustainability of growth.

**Coastal Zone Management:** India's coastal zone is endowed with fragile ecosystems including mangroves, coral reefs, estuaries, lagoons, and unique marine and terrestrial wildlife, which contribute in a significant manner to the national economy. Economic activities such as rapid urban-industrialisation, maritime transport, marine fishing, tourism, coastal and sea bed mining, offshore oil and natural gas production, aquaculture, and the recent setting up of special economic zones have led to a significant

exploitation of these resources. In addition to the contribution of increased economic activity, coastal development and livelihoods are under stress due to a higher incidence of severe weather events, which have the potential to inflict irreversible damage to lives and property, for communities that are traditionally poor and vulnerable to economic shocks.

**Environmental Governance:** The pace of infrastructure investments, calls for an integrated and coordinated decision-making systems. This is made especially challenging by fragmented policies and multiple institutional legal and economic planning frameworks, with often conflicting objectives and approaches.

**Environmental Health:** Health impacts from pollution are comparable to those caused by malnutrition and have a significant impact on the productivity, health and the quality of life. Environmental health challenges are largely caused by poverty-related risks associated with poor access to basic services, such as safe drinking water and sanitation, and poor indoor air quality. The contamination of surface waters and the spread of pathogens are promoted by the alteration of catchments and watersheds that have accompanied rapid urbanisation and intensive farming. Despite significant improvements in rural water supply and sanitation over the past few decades, water-related diseases still account for a large number of avoidable child deaths every year.

**Climate Change:** India is highly vulnerable to climate change due to a combination of: (i) high levels of poverty, (ii) population density, (iii) high reliance on natural resources, and (iv) an environment already under stress (for instance water resources). By mid-century, the mean

annual temperature in India is projected to increase 1.1° to 2.3 °C under the moderate climate change scenario of the Intergovernmental Panel on Climate Change (A1B), with anticipated deterioration of agro-climatic conditions. In the higher portion of that range, the loss to Indian GDP would be greater than the world average and could be close to 5 %. Simultaneously, there is likely to be greater variability in rainfall, leading to higher risk of increased frequency and severity of droughts, floods and cyclones.

**Groundwater Depletion:** Rapidly depleting levels of groundwater is one of the biggest threats to food security and livelihood in the country. Accessing groundwater has become increasingly difficult over the decades. According to news reports, excessive exploitation of limited groundwater resources for irrigation of cash crops such as sugarcane has caused a six percentage point decline in the availability of water within 10 metres from ground level. Low rainfall and drought are also reasons for groundwater depletion. The north western and south-eastern parts of the country are the worst hit. These are also the regions responsible for most of the country's agricultural production and food crisis is a natural corollary.

The number of forest fires, floods, earthquakes and such other calamities over the past five years has been unprecedented.

**Use of Plastics:** Unrestrained use of plastics is another major concern for the country. According to data from the Plastindia Foundation, India's demand for polymers is expected to go up from 11 million tonnes in 2012-13 to about 16.5 million tonnes in 2016-17. India's per capita plastic consumption went up from about 4 kg in 2006 to



Image 4: Ban Ki Moon, Former UN Secretary General

*"Saving our planet, lifting people out of poverty, advancing economic growth... these are one and the same fight. We must connect the dots between climate change, water scarcity, energy shortages, global health, food security and women's empowerment. Solutions to one problem must be solutions for all." Ban Ki Moon*

some 8 kg in 2010. By 2020, this is likely to shoot up to about 27 kg. To understand the damage that this can cause to the environment, it is important to understand that plastics are one of the least biodegradable materials. An average plastic beverage bottle could take up to 500 years to decompose naturally.

**Garbage Disposal and Sanitation:** According to a 2014 report by The Economist, about 130 million households (and 600 million population) in the country lack toilets. Over 72 percent of India's rural population defecate in the open. Ancient practices such as manual scavenging is still in vogue in the country. Lack of safe garbage disposal systems in the country make India one of the most unhygienic countries in the world. The rural regions of the country are worse off than urban tracts in this regard. This is one of the areas

where the country's government and people need to work hard and improve the prevailing conditions.

**Loss of Biodiversity:** According to the International Union for Conservation of Nature's Red Data Book, some 47 species of plants and animals in India are listed as critically

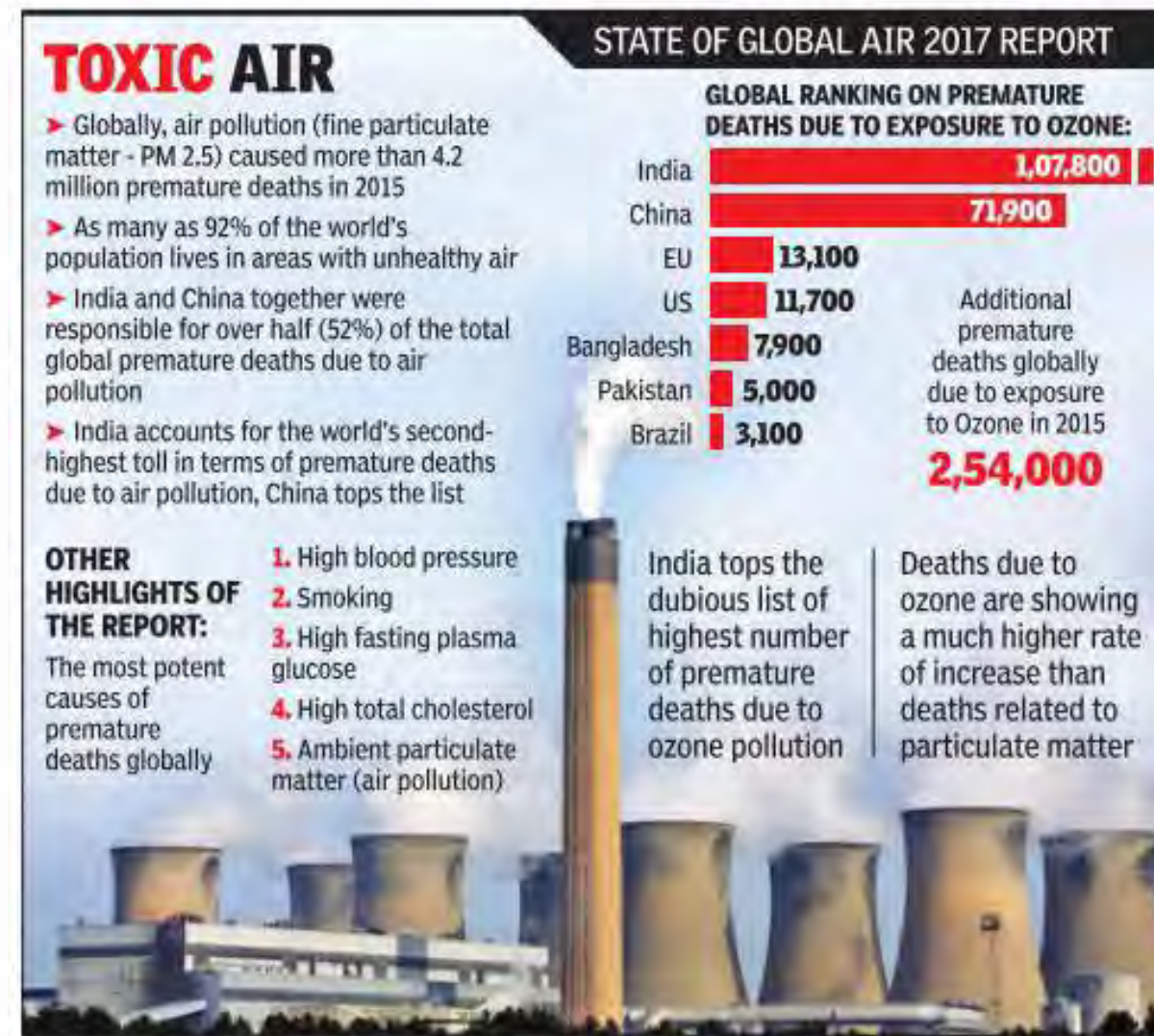


Image 5: Deaths arising out of Air Pollution are increasing in India more than China

endangered. Loss of ecology and natural habitats have left many indigenous species, including important ones such as the Siberian crane, Himalayan wolf and Kashmir stag in grave danger of going extinct. Rapid urbanization, poaching and indiscriminate hunting for leather fur etc. have rendered these animals critically endangered and the flora or herbal treasure of India in near-extinction conditions. Many of the plants commonly harvested for their medicinal properties are vanishing along with the legacy of Ayurvedic treatment.

This section of the report, draws the attention of the reader to some of the crucial issues that beset our country. The Lancet Commission came up with a report related to pollution and health which showed that in 2015, India recorded the highest number of deaths due to pollution. Of the 2.51 million deaths due to pollution in India, 1.81 million were due to air pollution – the highest number of such deaths in the world<sup>2</sup>.

This comes as a hard reality-check. The report also highlighted the fact that deaths due to environmental causes are three times more than those from HIV-AIDS, malaria and tuberculosis put together. The number of deaths due to air pollution far exceeds that of water pollution. New Delhi, the capital of our country gets its fair share of attention every time a report on air quality gets published. This is so because of the extremely poor air quality of Delhi that puts millions of lives at risk. Air quality is measured according to the contents of different particles like SO<sub>2</sub>, NO<sub>2</sub> and Particulate Matter (PM). During winter, the level of PM 2.5 and PM 10 rise up quickly in Delhi and

nearby areas. Apart from vehicular pollution and waste mismanagement, one of the reasons for Delhi's poor air quality is the indiscriminate burning of stubble from agricultural fields in the neighbouring states of Haryana and Punjab. In the national perspective, about 50% of the population of the country is exposed to air pollutants that far exceed the permissible levels.

Some of the primary reasons for this are - open burning of waste, burning of crop residue after harvest, high usage of polluting fuels, a large number of people still using biomass and firewood for cooking, etc. Policy-makers should bend their orientation towards sustainable development because progress at the cost of human life and health is not desirable. Apart from the indicators based on air pollutants that were there in PAI 2017, we have included another one – 'Deaths due to respiratory diseases' in PAI 2018 to understand the grievousness of air pollution across the states.



Image 6: Stubble Burning by Farmers of Punjab and Haryana

Almost all the problems that stare at the face of humanity in current times can be related to the environment. So far, in the name of development, each one of us have been directly or indirectly responsible for altering the environment to an irreversible state. One of the recent instances of this is the Great Barrier Reef in Australia where large stretches of the beautiful coral reefs are now declared dead. This has been caused due to the overheating of the sea water, which can be attributed to the rising temperature of the earth. Coral reefs tell us about the health of the seas and also hint at the effect of global climate change. The indications of the effect of global warming are many. But, as we have seen, when the President of a country that emits the largest amount of greenhouse gases that causes the earth to warm up, denies the phenomenon of global warming, it casts a doubt about the future life-sustaining capabilities of the planet. The resource rich countries and people holding positions of responsibility should treat climate change action as a priority and invest on adaptation and mitigation solutions. Only collective efforts can provide reassuring outcomes.

Some recent events and trends may be recalled. The process of examining the impact assessment studies in terms of the social and environmental disturbances that can be caused in the vicinity of any new project awaiting clearances and approvals has become a matter of serious concern in recent times. There is an apprehension that in the rush to generate huge investments in infrastructure and industrial projects, the due diligence to be exercised in this rigour is being given the go-by.



While one knows that the laws for environmental protection, preservation of water and air quality, protection of wild life and forest expansion are stringent and powerful, the rub is in the implementation. The fact that a celebrity like Salman Khan could be sentenced for killing black bucks in Rajasthan gives some hope for the future; though the sentence has come two decades after the event.

One of the recent controversies that attracted national attention was the The Art of Living Foundation's World Culture Festival to propagate the message of world peace and harmony on the floodplains of the Yamuna. This event created huge damage to the floodplains where “almost all its natural vegetation” including the natural habitats of a large number of animals was obliterated to build the stages and elaborations. The National Green Tribunal (NGT) in its report questioned the Delhi Development Authority (DDA) about the approval for the event, as it threatened the sustainability of an ecologically fragile region. It came down heavily on the Foundation.



Image 7: Damage caused by the Art of Living Foundation's World Culture Festival

Swachh Bharat Mission is a commendable initiative on the part of the government to achieve an open defecation free country. But as statistics suggests, building toilets alone does not achieve the desired results. Proper monitoring of the project is essential to know the ground realities and check for unverifiable data being put up in public platform. The CAG himself states – “Reports show that toilets constructed in the villages are incomplete and of poor quality resulting in instances where these toilets are not being used by people. Such instances have also been found in villages that have been declared as open defecation free. This is a serious lapse and tantamount to false and incorrect reporting on the programme status”. Along with construction of toilets, a simultaneous approach to change people's perception and orientation towards open defecation should be targeted. Behavioural change is the hardest to achieve but leaves a lasting effect.

India is prone to extreme climate events - floods and droughts - and is an environmentally vulnerable country. Development built on the foundation of sustainability alone can will strengthen the country intrinsically over the medium to long term. This will only be possible if the states in India are successful in striking a balance between the urgency for rapid economic growth and the imperatives of environmental sustainability.

The prospects do not auger well: According to the air pollution data released by the World Health Organisation at the beginning of May 2018, which measured the levels of fine particulate matter (PMIO an PM2.5) for more than 4300 cities of the

world in 108 countries, Delhi with 143 micrograms per cubic metre, is the sixth most polluted city in the world. The report states that in 2016 some 4.2 million deaths may have been caused in the world due to poor ambient air pollution quality; and an estimated 3.8 million deaths may have been caused by household air pollution from cooking with polluting fuels and technologies. Kanpur and Varanasi led the list of the world's most polluted cities, with Faridabad, Gaya, Patna, Lucknow, Agra, Muzaffarpur, Srinagar, Gurugram, Jaipur, Patiala and Jodhpur also figuring in the 20 most polluted cities in the world.

While examining the data collected for this theme, it has become clear that issues like the ever increasing municipal solid wastes, defunct sewage treatment plants, ground water management, etc. are growing in size and complexity and need to be addressed immediately. The intricacies of the questions that a growing nation faces as it flexes its economic muscles, has to be tempered by the growing public awareness to save the environment, while at the same time securing the interests of long term sustainable development: this is the classical quandary that India is currently facing. National governments are likely to feel impatient with the need for controls and regulations in the protection of the natural resources; there may be an understandable urge to cut corners while pushing for infrastructure development and double-digit GDP growth. The required balance and patience to voluntarily impose inviolable safeguards is a sign of maturity that the nation has to demonstrate. The next few years will be crucial in the long term development of the country.

To reiterate, there are now seven focus subjects within the theme of Environment with a total of twenty specific indicators: this is ample proof that in the evolution of PAI over the last three years, the required emphasis on Environment, not so apparent in the previous editions of this report, has now been fully established. The data collected reveals that on the basis of the focus subjects and the indicators, and with the added emphasis on Environment in the current PAI, the three states at the top of the rankings among the large states are Karnataka, Tamil Nadu and Kerala in that order, with Odisha and Maharashtra at rank 4 and 5. The two states that stand out are Gujarat which has fallen by seven ranks from 3 last years to 10 now; and Telengana which has improved its position from 17 last year to 7 this year.

Amongst the small states, Arunachal Pradesh, Tripura and Mizoram are at ranks 1, 2 and 3, while at the bottom of the lists are Jammu & Kashmir and Delhi.

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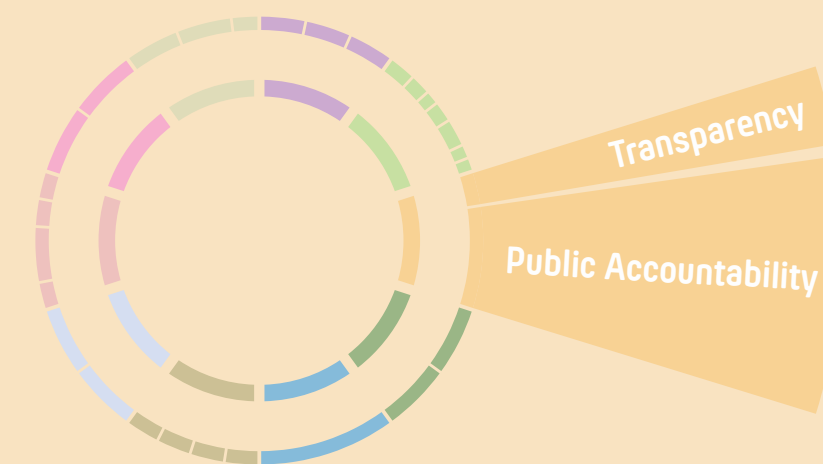
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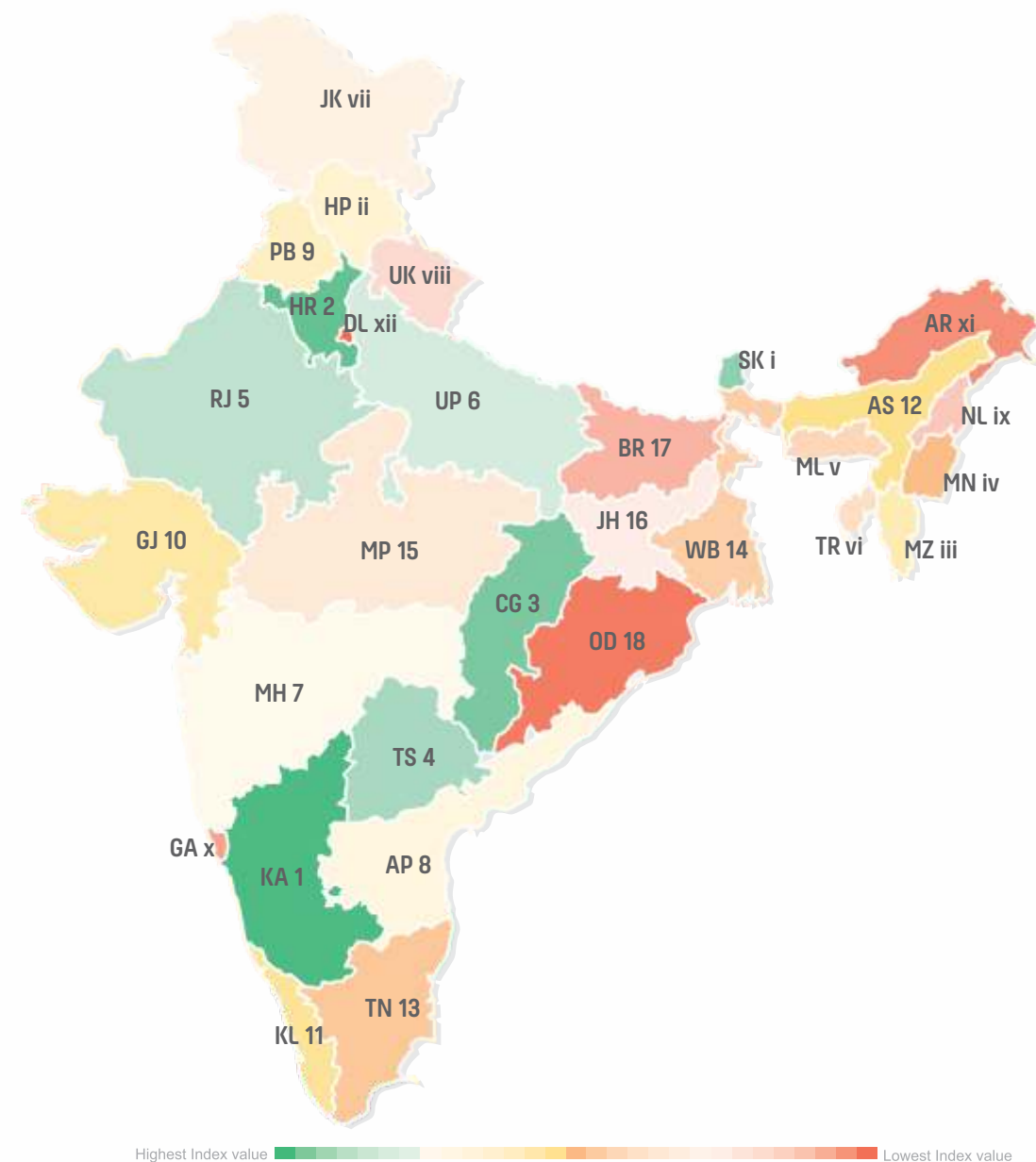
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## THEME # 8 TRANSPARENCY AND ACCOUNTABILITY



- State Information Commissions: Website, Annual Reports, Status of Applications (received, pending, disposed)
- No. of Services provided under e-Governance plan
- Lok Ayukt: Constituted, Individual Websites and Chairpersons' appointment
- No. of ACB (Anti Corruption Bureau) cases disposed as a % of total cases registered
- Social Audit under MNREGA: % of GPs covered
- Formation of Social Audit Units (SAU), Appointment of a Director and Rules notified
- Panchayat Devolution Index Score
- State wise number of NGOs
- Criminal Records of MLAs



| Ranrk | Large States      | Index | 0 ..... scale range ..... 1 |
|-------|-------------------|-------|-----------------------------|
| 1     | KA Karnataka      | 0.650 |                             |
| 2     | HR Haryana        | 0.615 |                             |
| 3     | CG Chhattisgarh   | 0.505 |                             |
| 4     | TS Telangana      | 0.476 |                             |
| 5     | RJ Rajasthan      | 0.475 |                             |
| 6     | UP Uttar Pradesh  | 0.470 |                             |
| 7     | MH Maharashtra    | 0.468 |                             |
| 8     | AP Andhra Pradesh | 0.445 |                             |
| 9     | PB Punjab         | 0.439 |                             |
| 10    | GJ Gujarat        | 0.429 |                             |
| 11    | KL Kerala         | 0.429 |                             |
| 12    | AS Assam          | 0.414 |                             |
| 13    | TN Tamil Nadu     | 0.384 |                             |
| 14    | WB West Bengal    | 0.379 |                             |
| 15    | MP Madhya Pradesh | 0.357 |                             |
| 16    | JH Jharkhand      | 0.320 |                             |
| 17    | BR Bihar          | 0.286 |                             |
| 18    | OD Odisha         | 0.239 |                             |

| Ranrk | Small States         | Index | 0 ..... scale range ..... 1 |
|-------|----------------------|-------|-----------------------------|
| i     | SK Sikkim            | 0.484 |                             |
| ii    | HP Himachal Pradesh  | 0.439 |                             |
| iii   | MZ Mizoram           | 0.438 |                             |
| iv    | MN Manipur           | 0.404 |                             |
| v     | ML Meghalaya         | 0.369 |                             |
| vi    | TR Tripura           | 0.367 |                             |
| vii   | JK Jammu and Kashmir | 0.329 |                             |
| viii  | UK Uttarakhand       | 0.289 |                             |
| ix    | NL Nagaland          | 0.289 |                             |
| x     | GA Goa               | 0.260 |                             |
| xi    | AR Arunachal Pradesh | 0.255 |                             |
| xii   | DL Delhi             | 0.215 |                             |

There is no better opening to this chapter than to recognise that “the rhetoric of serving the people rings loudly from political platforms, especially during elections. Governments invest huge sums of money to produce and deliver public services. But those who depend on the government for essential public services, often run from pillar to post to avail of these services. Even when they pay for services, there is no guarantee that citizens will get what they have paid., nor are the norms of quality and responsiveness assured with public services. The poor for whom services are promised to be “free”, often incur heavy costs when they use these services. In brief, a time has come when holding the state to account for public services seems an impossible task for ordinary citizens”. That is how Dr. Samuel Paul, the pioneer of social accountability through citizen action begins his narrative on 'Holding the State to Account'<sup>1</sup>.

Justice Louis D. Brandeis from the US supreme court famously observed, '*sunlight is said to be the best of disinfectants; electric light the most efficient policeman*'. In a democracy, such a drive towards transparency and accountability in public governance must be led by civil society – the range of organised groups and institutions that are independent of the state, voluntary, and self-reliant – and includes non-governmental organisations, think tanks, universities, and community-based organisations. An organised and engaged civil society is central to mobilising the participation of the citizens in the governance process and bringing pressure to bear on the state to enforce the rule of law.

The ability of a citizen to engage and discharge his or her civic duty effectively is also a function of

how receptive the State is and how open and citizen friendly the institutions of the state are. Transparency in the process, as well as the ability of the citizen to hold those in public office accountable, are key pillars of good governance. Unchecked, it is easy for the affairs of the state to go awry. This chapter assesses how responsive the state governments are, and how effectively they redress citizen complaints.

The two focus subjects identified and the individual indicators where data was accessed for analysis, are as follows:

#### Transparency:

- State Information Commissions: Website, Annual Reports, Status of Applications (received, pending, disposed)
- No. of Services provided under e-Governance plan

#### Public Accountability:

- Lokayukta: Constituted, Individual Websites and Chairpersons' appointment
- No. of ACB (Anti Corruption Bureau) cases disposed as a % of total cases registered
- Social Audit under MNREGA: % of GPs covered
- Formation of Social Audit Units (SAU), Appointment of a Director and rules notified
- Panchayat Devolution Index Score

- State wise number of NGOs
- Criminal Records of MLAs.

Since the very definition of good governance includes the essential elements of transparency and accountability, PAI 2018 attempts to list all the aspects of these two characteristics for which data is available in the public domain for inter-state comparisons. The preface in the website of the Governance Knowledge Centre, under the Department of Administrative Reforms and Public Grievances, states, “Transparency and accountability are interrelated concepts and mutually reinforcing. Without transparency there could not be any accountability. Unless there is accountability, transparency would be of no value. The existence of both conditions contributes to an effective, efficient and equitable management in public and private institutions.”<sup>2</sup>

This is a theme that generates interest, and is of concern to civil society and non-governmental organisations. The ubiquitous presence of the internet, the widespread use of it in government and the abundant availability of public



Image 1: Transparency International India



information makes detailed examination of all aspects of government functioning possible. As a result of this, international and national organisations enquire deeply and profoundly into the nature of accountability and transparency in government. For example, Transparency International India (TII), a leading non-political, independent, non-governmental anti-corruption organisation in India seeks to reduce combat corruption and bribery; create deterrence against the abuse of power; promote good governance and the rule of law<sup>3</sup>.

Accountability Initiative brings out researched fact-based papers on demystifying the budget and make the processes of allocation of public finance understandable to the people. Their budget briefs, published in the run-up to the annual Government of India Budget, are aimed at strengthening transparency in India's public finance management system using government reported data on trends in allocations, expenditures, outputs in key social sector programmes<sup>4</sup>.

Organisations such as ADR (Association for Democratic Reforms) focus on transparency in the sphere of Indian political life by bringing out reports on activities of public representatives such as MLAs and MPs. The ASER of Pratham does a credible job of revealing the quality of education in elementary schools of the country. There are similar organisations working in the health sector or on the status of women and children (the annual UNICEF report on children is a good example). These efforts do much to educate the general public on the real issues and problems affecting the sector under examination.

Citizen charters are now common across states, ministries and departments, and the Right to Information Act practically guarantees uniform access to government data in all states. Section 4 of the RTI is now more or less uniformly adopted by the Government's Ministries and Departments, though there is much to be desired in the quality of the information shared. That is why PAI 2018 uses indicators that are not commonplace among Governments. The transparency focus subject has Right to Public Services legislations, number of e-governance services under the National e-Governance Plan (NeGP) and digital accessibility of the State Information Commission. The Public Accountability focus subject includes, criminal records of MLAs, number of NGOs who've signed up for e-Darpan according to NITI Aayog, number of cases disposed by the Anti-Corruption Bureau and the status of Mahatma National Rural Employment Guarantee Act's Social Audit Units.

In this report we touch upon issues that are essential to transparency and accountability, but arguably, some being in conflict inter-se and hence requiring a legitimate trade-off as the only practical solution. The first of these is the much contested Aadhar programme - the world's largest personal identity (and identification) programme based on an individual's biometrics. Questions abound about the security of the data, invasion of privacy, potential unethical use of data and whether at all the government can be trusted with such humungous personal data. Besides being debated by both sides – those opposed to, including distinguished social activists like Jean Dreze, and those who are evangelical about the efficiency gains in the delivery of social welfare programmes – the matter is now before the



Image 2: Voters showing their Aadhar card during panchayat elections

Supreme Court of India. Going beyond the ideological rhetoric, in essence, the conflict is between the right to effective social protection of those who need social welfare benefits from the state; and the individual right to privacy that each citizen is entitled to. A legitimate trade-off appears the only practical middle path that can emerge. Much of the criticism of the Aadhar programme and the threats perceived of data breach or misuse would appear like dreams of dragons, after all the data that is being collected is no different from the universal and eminently successful Social Security System in the United States, with the social security number being the equivalent of the Aadhar number – both based on biometrics, collected and secured by the government and used for personal identification and delivery of social welfare benefits.

Yet, the fears are not entirely unfounded. The Facebook–Cambridge Analytica data scandal involves the collection of personally identifiable

information of up to 87 million Facebook users and almost certainly a much greater number that Cambridge Analytica began collecting in 2014. The data was allegedly used to attempt to influence voter opinion on behalf of politicians who hired them. Following the discovery, Facebook apologised, amid public outcry and fallen stock prices. The method Cambridge Analytica collected the data was called "inappropriate"<sup>5</sup>.

There are some fundamental questions being asked in the matter of transparency of the Judiciary, the third pillar of our republic. The question of the appointment of judges to the Supreme Court and Chief Justices to the High Courts is mired in controversy and there is a trust deficit between the Executive and the Judiciary. Judicial processes such as assigning cases to a particular bench, appointments to specific courts and investigations into judicial misconduct are often shrouded in mystery. The need for greater transparency in the judicial processes and operations is increasingly pointing to the imperative of radical judicial reforms, including significant departures from past practices. For instance, in assigning cases to benches on a randomised basis or the application of an algorithm would help modernise the judicial process and at once enhance the confidence of the citizen in the one institution that has served the country well.

Systemic corruption is deep-rooted in India. According to the Corruption Barometer for the Asia Pacific Region released by Transparency International Global, India has the dubious distinction of having the highest bribery rate

among the countries of the Asia Pacific Region. India has dropped two ranks in the Corruption Perceptions Index 2017, which was released in February 2018. From the 79th slot in 2016, India now stands at 81. According to the report seven in ten Indians who had accessed public services had paid a bribe. However, the same survey found that nearly 63% of the respondents in India feel that they as individuals have the power to fight corruption. While there seemed to be appreciation for the government's efforts to fight corruption, a little more than 40% of the respondents felt that corruption had increased over the past twelve months. India is yet to align its foreign bribery laws with the United Nations Convention against Corruption (UNCAC). At the state level there is a need to create uniform best practices: the Lok Pal at the national level is an issue that is not getting resolved. Powers assigned to the Lokayuktas in the states, as well as other law enforcement agencies, vary from one state to another. The legal infrastructure for public procurement in India falls under the remit of the General Financial Rules, and while many states have legislated on enforcing transparency in public procurement, this is not a practice that is universally adopted<sup>6</sup>.

A glaring hole in the anticorruption agenda is the absence of Lok Pal at the national level to serve as an ombudsman and oversee transparency and accountability of the Government of India. The staggering social and economic costs of the scams that plagued the UPA administration yielded the Lokpal Act. This Act was passed with the sole intention of preventing any abuse of power. As stated above, the non-appointment of a Lokpal sends out a wrong message to the states as well as



Image 3: The Lokpal Bill

the citizenry at large. One could argue that state governments would not try to pass ordinances which can significantly erode public confidence in institutions like the one attempted by Rajasthan<sup>7</sup> if the Government of India had taken the lead by proactively taking measures to avoid corruption like appointing the anti-corruption ombudsmen. Holding up the appointment on a technicality does not inspire confidence. The recent attempts by the Ministry of Information and Broadcasting to deny accreditation to newspapers found prima facie indulging in fake news was yet another attempt stifle independent news reporting which was aborted after the intervention of the Prime Minister.

In the aftermath of the Indian union budget being presented in 2018, anticorruption watchdog Transparency International India commented that the “...the state budget in India remains one of the most intractable of documents, incomprehensible for ordinary citizens, specialists and non-specialists alike, making it difficult for the citizenry to participate in shaping public policy.” It is worth noting that India scored 48 on 100 in the



Open Budget Survey of 2017. State budgets which follow the same formats are even more tedious in this regard because more often than not they are not as easily accessible as the union budget. India has several process-related inadequacies and gaps in budgetary process and one must refer to global best practices (such as those of nations that did well in the Open Budget Survey) to reform and improve public access.

Government accounts in India is firmly the field of domain experts and civil servants due to their complex nature and citizen access is limited to what is printed in the papers and what the news services deem newsworthy. Even veteran legislators will have a tough time explaining the nitty-gritties of the budget putting a question the Parliamentary oversight of public expenses<sup>8</sup>.

PAC recognises that transparency and accountability in public governance is vast and complex; the road to achieve it sustainably in public governance is long and arduous. While governments may try to preserve many areas of decision making from public scrutiny on the grounds of the security of the state or the compulsions of international affairs, it is now clear that official secrecy is a diminishing island, the size of which is progressively decreasing. Advancing the principles of accountability and transparency will have to remain a hard-fought process of mobilising citizens to hold the state to account and must be sustained.

Among the large states, Karnataka, Haryana and Chhattisgarh top the list occupying ranks 1, 2 and 3 with Telangana and Rajasthan at 4 and 5. Some of the more significant changes are Telangana

which has improved its position from 11 to 4 and Madhya Pradesh which has slipped down from rank 6 to 15 in the last one year. So also, Kerala has gone down from rank 3 to 11.

Within the small states, it is Sikkim, Himachal Pradesh and Mizoram that top the list, while Arunachal Pradesh and Delhi are at the bottom. In the last one year, Goa has fallen from rank 4 to 10 while Meghalaya has climbed from 11 to 5. Uttarakhand too has slipped from 2 to 8.

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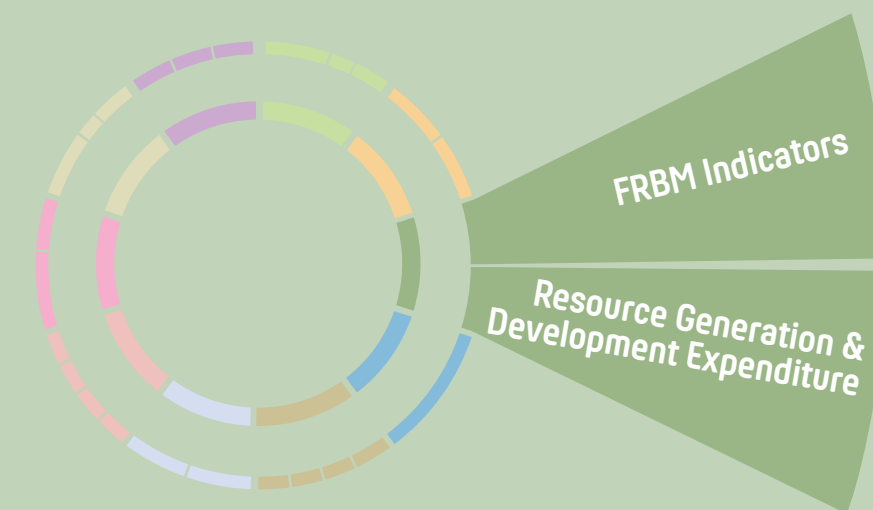
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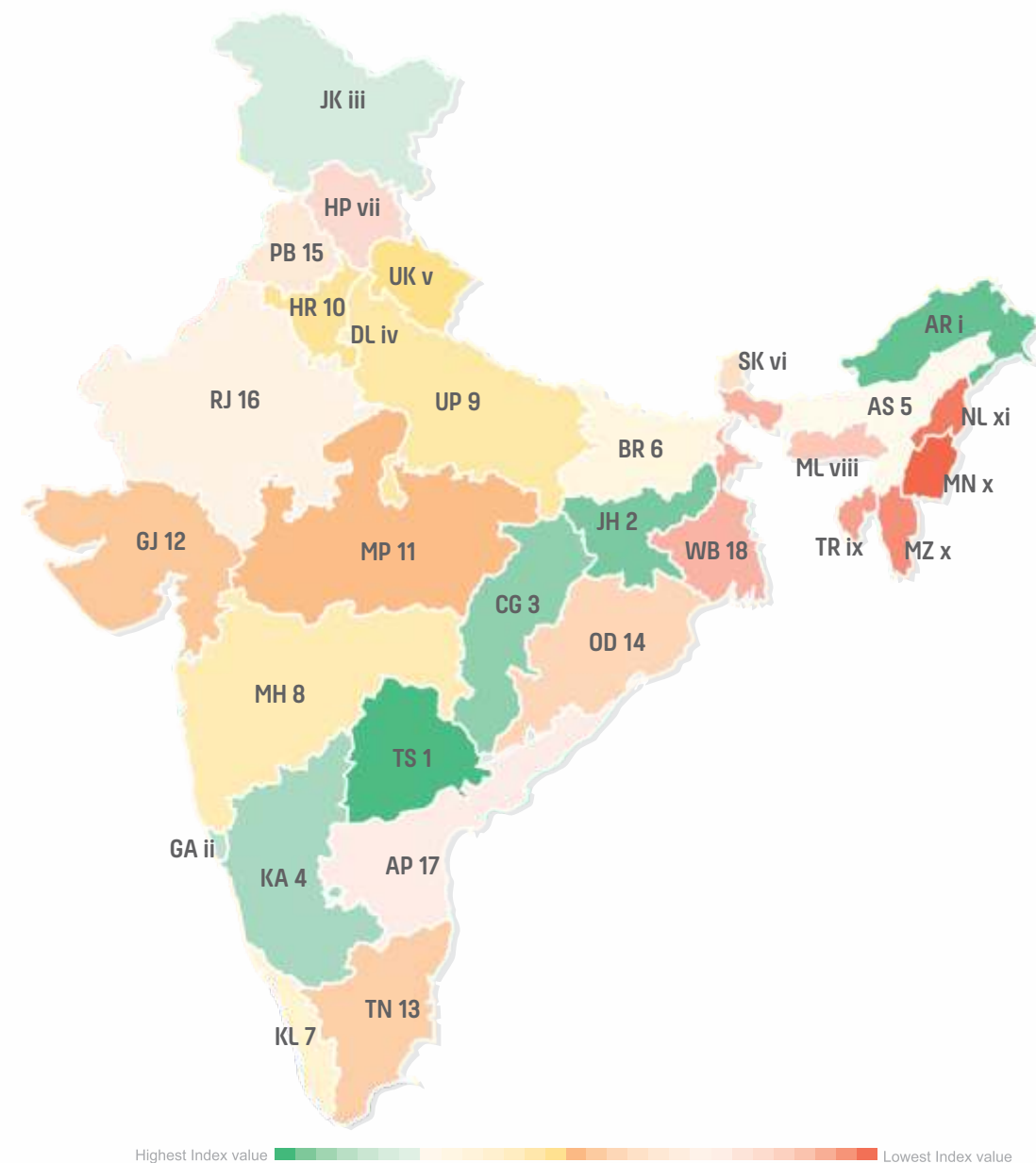


## THEME # 9 FISCAL MANAGEMENT



- Revenue Surplus / Deficit (% of GSDP)
- Fiscal Surplus / Deficit (% of GSDP)
- Debt Burden (% of GSDP)

- Per Capita Development Expenditure
- States own tax revenue growth
- Tax GDP Ratio



| Rank | Large States      | Index | 0 ..... scale range ..... 1 |
|------|-------------------|-------|-----------------------------|
| 1    | TS Telangana      | 0.769 |                             |
| 2    | JH Jharkhand      | 0.544 |                             |
| 3    | CG Chhattisgarh   | 0.492 |                             |
| 4    | KA Karnataka      | 0.481 |                             |
| 5    | AS Assam          | 0.442 |                             |
| 6    | BR Bihar          | 0.434 |                             |
| 7    | KL Kerala         | 0.433 |                             |
| 8    | MH Maharashtra    | 0.426 |                             |
| 9    | UP Uttar Pradesh  | 0.424 |                             |
| 10   | HR Haryana        | 0.423 |                             |
| 11   | MP Madhya Pradesh | 0.405 |                             |
| 12   | GJ Gujarat        | 0.402 |                             |
| 13   | TN Tamil Nadu     | 0.401 |                             |
| 14   | OD Odisha         | 0.387 |                             |
| 15   | PB Punjab         | 0.372 |                             |
| 16   | RJ Rajasthan      | 0.366 |                             |
| 17   | AP Andhra Pradesh | 0.364 |                             |
| 18   | WB West Bengal    | 0.331 |                             |

| Rank | Small States         | Index | 0 ..... scale range ..... 1 |
|------|----------------------|-------|-----------------------------|
| i    | AR Arunachal Pradesh | 0.558 |                             |
| ii   | GA Goa               | 0.461 |                             |
| iii  | JK Jammu and Kashmir | 0.450 |                             |
| iv   | DL Delhi             | 0.426 |                             |
| v    | UK Uttarakhand       | 0.417 |                             |
| vi   | SK Sikkim            | 0.374 |                             |
| vii  | HP Himachal Pradesh  | 0.359 |                             |
| viii | ML Meghalaya         | 0.354 |                             |
| ix   | TR Tripura           | 0.328 |                             |
| x    | MZ Mizoram           | 0.327 |                             |
| xi   | NL Nagaland          | 0.301 |                             |
| xii  | MN Manipur           | 0.296 |                             |

Responsible Fiscal Management is a necessary condition for good public governance. Besides enabling financial sustainability over a medium term, fiscal responsibility reinforces optimal resource allocation and enhanced productivity of public revenue and expenditure to achieve efficiency, economy and equity. Good practice fiscal management is the foundation on which a modern welfare state can build effective development praxis to deliver public goods and services; and create conditions for secular economic growth and equitable human development. Revenue deficit, fiscal deficit and debt-GDP ratio represent good indicators to assess the financial health of a state. Fiscal responsibility mandated by law fosters accountability and transparency of the state in public financial management; and is a bulwark against the moral hazard of financial profligacy in public finance.

As in the editions of PAI 2016 and PAI 2017, PAI 2018 examines the performance of the states on the relevant Fiscal Responsibility and Budget Management (FRBM) indicators. The data available for the last three years have been used for the study. Under FRBM compliance we have three standard variables:

- Revenue Surplus/Deficit as a percentage of GSDP,
- Fiscal Surplus/Deficit as a percentage of GSDP and;
- Debt Burden as percentage of GSDP.

These indicators are drawn from a list of targets agreed to by the Union Government as well as the states and are based on compliance of the Fiscal Responsibility and Budget Management Act, 2003.

On resource mobilisation and development expenditure, three variables have been employed:

- State's own tax revenue growth,
- Per capita development expenditure and,
- Tax-GSDP Ratio.

Two important developments - the demonetisation of high value currency in November 2016 and the introduction of the Goods and Services Tax (GST) in July 2017 - have had a significant impact on the economy and in public finance management in the country in the past year.

The demonetisation of high value currency of Rs. 1000 and Rs. 500 in November 2016 had an immediate and visible economy-wide impact. In particular, the informal sector and the cash-based sectors of the economy bore the brunt of shortage of currency in circulation. In the absence of credible and accurate data, it has been difficult to arrive at a cost-benefit analysis of this policy intervention. What is clear though is that remonetisation lagged behind the real economy demand for money and the effects spilled over into the financial year 2017-18.



Image 1: The Demonetisation which led to the ban of high value currency notes



The Economic Survey 2017-18 notes “In the first half, India's economy temporarily 'decoupled', decelerating as the rest of the world accelerated... The reason lay in the series of actions and developments that buffeted the economy: demonetisation, teething difficulties in the new GST...”. There is evidence which points to an adverse impact on small and tiny businesses, which largely worked on cash and informal credit outside the banking system, resulting in temporary, or even permanent, closure, scaling down of operations, and job losses. In time, it would be useful to do a cost-benefit analysis of the demonetisation action. There are some (unreliable) estimates of the number of such business concerns which have had to close down as a result of demonetisation. In its preliminary assessment of the macroeconomic impact of demonetisation in March 2017, the RBI concluded “that demonetisation has impacted various sectors of the economy in varying degrees; however, in the affected sectors, the adverse impact was transient and felt mainly in November and December 2016. The impact moderated significantly in January 2017 and dissipated by and large by mid-February”. The impact on the GDP causing its slowing down has also been debated vehemently. There is a widely held view that the effects of demonetisation spilled well into the first half of the fiscal 2017-18.

While the demonetisation action did not perhaps impact fiscal management of states directly, it does seem to have affected agriculture, manufacturing, services and employment, especially in the small and informal sector that constitutes the bulk of the economic activity below the market, and thus dampened GSDP and

tax collections in the short run. A less known effect was the negative impact that currency shortage had on micro finance loan repayments, that were otherwise following fiscal discipline.

More dramatically, that the shortage of currency affected the lives of the common man is a fact that cannot be denied, as demonstrated by the long queues observed in front of all banks, and the death of about a hundred people waiting their turn for exchanging notes. The need for calibration of ATMs to accommodate the size of the new notes introduced, disrupted the flow of cash for several weeks. The extra costs that had to be borne by the RBI in printing of new notes, and the payment of interest on huge amounts now freshly deposited in the banks was also a factor not fully anticipated. There is anecdotal evidence that the nil-balance Jan Dhan accounts opened across the country was used to park funds up to the level of the permitted balance during this period. And most significantly, according to Reserve Bank of India's annual report released end August 2017, 98.96% of Rs 500 and Rs 1000 notes (by value) that were invalidated due to the demonetisation exercise, had been returned by the end of June 2017. This fact alone would seem to negate the rationale for demonetisation.

Demonetisation was, by policy pronouncement, aimed at addressing the problems of corruption, black money, counterfeit currency and terror financing. It will always be a matter of discussion whether these objectives have been achieved. In a federal polity like that of India, the states are but followers of the central governments macroeconomic policies, with little fiscal or monetary policy space. Yet, since they operate at the ground level, they often need to face its real

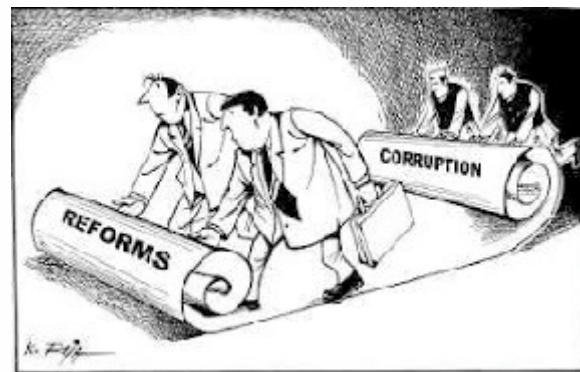


Image 2: Fighting Corruption

Kerala was perhaps one of the few states that made a serious attempt to understand the consequences of demonetisation. A committee constituted by the Kerala State Planning Board did make an assessment of its impact in Kerala state; its effects on state revenues, the capacity of the government to intervene in the social sector, and the hardship faced by the cooperatives and the traditional service sectors. More recently, the Fiscal Policy Institute of Karnataka published a set of seven articles in its bi-annual house journal (July-December 2017), that pointed to both the positive and negative impact of demonetisation arguing that the difficulties faced in the short run have run their course. The sum of the conclusion was that demonetisation has changed the way business is done in India, given the impetus to digitisation of the economy and improved tax compliance but that the costs of the demonetisation exercise have far exceeded the benefits. There are, however, few empirical studies. A more empirical data-based Pan-India survey of its actual impact on the ground will be necessary to assess whether, and to what degree, the stated policy objectives have been achieved and whether there were outcomes that ran counter to policy intent. Equally, it is

important to examine the extent of the benefits incidental to policy intent that have been claimed – giving a fillip to digital payments and integrating the informal market into the financial and banking system – and whether they have been sustained.

The implementation of the Goods and Service Tax (GST) effective 1st July, 2017, was a long awaited and arguably, one of the most important reforms of indirect taxes in recent years. A destination-based tax on goods and services, levied at all stages up to consumption, with input credit, the GST subsumes several other central and state taxes, thus eliminating multiple levies. The GST lays the foundation for India as a common market based on the principle 'one nation, one market, one tax'. While it can be seen by the states as eroding their resource mobilisation powers of levying new

taxes, in the spirit of cooperative fiscal federalism, all matters relating to the GST and its implementation are decided by the GST Council, in which the states have a significant role to play. This has, however, meant that consensus building may not necessarily result in the best decisions or the most efficient choices being made – the balancing of the competing demands of the states often results in good politics but not so good economics.

The decision to have four basic rates is one example. The other problem that emerges in a supra state structure such as the GST council making decision is that it takes time, thus preventing nimble footedness, that is much needed to meet the real needs of fiscal management on a real-time basis. The rather

cumbersome, and some would argue, complicated digitised system of filing and matching of invoices, that has caused operational difficulties and some disquiet in business and trade, is a case in point. Though these are but transition problems, there are some problems that need to be addressed in the immediate and the short term if the full benefits of this transformational indirect tax reform are to be realised.

The Economic Survey 2017-18 notes that 'the government will need to stabilise GST implementation to remove uncertainty for exporters, facilitate easier compliance and expand the tax base'. This is already beginning to happen. The data presented in the Economic Survey suggests that there has been a fifty percent increase in the unique indirect tax payers under the GST compared with the pre-GST system.



Image 4: Economic Survey of India

Finally, the issue that arguably represents a fundamental question in cooperative fiscal federalism is the methodology followed for transfer of resources and tax sharing between the centre and the states and inter-se between states. The 15th Finance Commission faces the

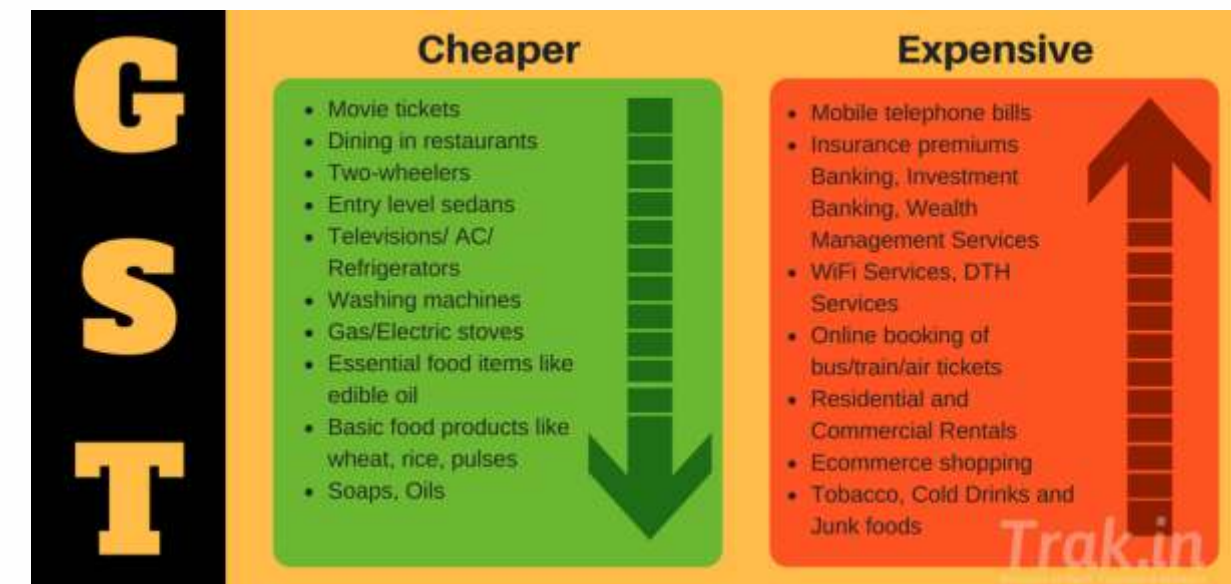


Image 3: Impacts of GST



Image 5: Unfolding the Union Budget

unenviable task of striking a balance between the equity and efficiency principles, between the aspirations of the high performing states and the needs of the states lagging behind in a manner that will support high economic performance with equitable development will remain a challenge. The mandate of the Government of India to the Finance Commission to use the latest population statistics of 2011 instead of 1971, has already become a bone of contention between the Southern and Northern states.

In the discussion on fiscal management of the country, one important factor that is often missing from the public debate is the fact that there is a deviation of the revised estimates/accounts from the original budget estimates. As is the practice, this year, the Budget sets out the estimates for 2018-19, revised estimates for 2017-18 (numbers which are a year old) and accounts for 2016-17 (numbers which are now two years old). Using the data for the first eight months (April to November

2017) when budget estimates for 2017-18 were translated into revised estimates and accounts we found that the revenue deficit, fiscal deficit and primary deficit accounted for, respectively, 112 per cent (as against 86 per cent in the corresponding period of the previous year), 152 per cent (as against 98 per cent in the corresponding period of the previous year) and 1289 per cent (as against 464 per cent in the corresponding period of the previous year). Also, there was higher revenue expenditure (71 per cent of the budget estimates as against 66 per cent), lower non-tax revenue (37 per cent as against 54 per cent) due to lower dividend receipts from PSUs (33 per cent as against 70 per cent), and also lower tax revenue. Such variations are present in the budgets of the states too in varying degrees. In many cases there are sound reasons for such increases in expenditure to take place: while we cannot categorically denounce this practice, there are sufficient reasons to improve and simplify the processes<sup>1</sup>.

Fiscal issues take up significant space in newspapers and television during budget season. However, there is a perception amongst casual observers that governments take fiscal matters seriously only when they have to, while long term plans are ignored and targets are supplanted. This, it could be argued, is not just a feature of fiscal issues but a larger problem in Indian governance. The extent of this broad characterisation and its applicability is not the issue at hand. However, one must look at the difficulties experienced at state and national levels to develop fiscal targets as institutionalised. The Fiscal Responsibility and Budget Management Act of 2003 was an attempt made by the government of the day to do just that. The Act had envisioned bringing down revenue

deficits and reduce the fiscal deficit to 3%. The act also provisioned for the reduction of government's debt burden. The states have been cajoled into complying with these statutory requirements to a large extent. Most states now boast of revenue surpluses, and many have limited their fiscal deficit to within the required limits. However, to this day, in the last ten years or so, the national government, irrespective of the party in power, has not been able to adhere to the requirements of the Act, in both revenue and fiscal deficit targets. In fact, Chief Economic Advisor Arvind Subramanian has went on to declare that the target of 3% fiscal deficit for the current fiscal recommended by the FRBM panel has been rendered obsolete by circumstances.

However, it has to be conceded that there is another point of view. Fiscal targets cannot be written in stone. The actual pressures and compulsions of the day have to be taken into consideration especially when successive governments desire to steepen the development trajectory. The 14th Finance Commission went so far as to permit borrowings beyond the stipulated 3% of fiscal deficit by an additional 0.50% in case the situation so warrants. The NK Singh Fiscal Review Committee also deliberated on the same. The panel had recommended a fiscal deficit target of 2.5 per cent of gross domestic product, and revenue deficit of 0.8 per cent for fiscal year 2022-23, the end point of its six-year medium term fiscal roadmap<sup>2</sup>. While emphasising that the fiscal deficit target should be enforced, it also pointed out that there are disabilities attached to setting fiscal deficit target in case the country has to face economic instabilities like an external crisis which affects the Indian economy. For example, the government has to spend more during the time

of a recession and hence it need not restrict its borrowing to keep the fiscal deficit target. Hence, the committee advocates countercyclical covers in fiscal policy while following the FRBM. The Committee recommended some flexibility to go above the deficit targets in the form of 'escape clauses' and set 0.5% as escape clause for fiscal deficit target<sup>3</sup>.

Perhaps the more significant of the FRBM objectives may be the quantum of total debt of the country (or the states, as in this case) as a percentage of GDP. In economics, the debt-to-GDP ratio is the ratio between a country's government debt (a cumulative amount) and its gross domestic product (GDP) (measured in years). "A low debt-to-GDP ratio indicates an economy that produces and sells goods and services sufficient to pay back debts without incurring further debt"<sup>4</sup>. The bar graph in Image 6 estimates India's outstanding debt to GDP ratio in 2017 to be 67.79% declining to 62.6% by the year 2020. If this is compared to the position as existing in other countries, we get a clearer picture. The debt-to-GDP ratio of the United States was 103.8% during the end of the second quarter of 2017<sup>5</sup>. According to IMF, the debt to GDP ratio of Japan was 243.2% in 2013 and similarly for China was 22.4%<sup>6</sup>. On the other hand, according to Eurostat, at the end of second quarter of 2016, the debt to GDP ratio of Germany was 70.1%, similarly for United Kingdom, it was 89.1%, 98.2% for France and 135.5% for Italy<sup>7</sup>.

Another recent development of note is that the Reserve Bank of India Act, 1934 (RBI Act) was amended by the Finance Act, 2016, to provide for a statutory and institutionalised framework for a Monetary Policy Committee, for maintaining

price stability, while keeping in mind the objective of growth. The Monetary Policy Committee is entrusted with the task of fixing the benchmark policy rate (repo rate) required to contain inflation within the specified target level. As per the provisions of the RBI Act, out of the six Members of Monetary Policy Committee, three Members will be from the RBI and the other three Members of MPC will be appointed by the Central Government.

The Government of India, in consultation with RBI, notified the 'Inflation Target' in the Gazette of India Extraordinary dated 5th August 2016 for the period beginning from the date of publication of this notification and ending on the March 31, 2021 as 4%. At the same time lower and upper tolerance levels were notified to be 2% and 6% respectively. This is a significant measure for the Indian financial sector.

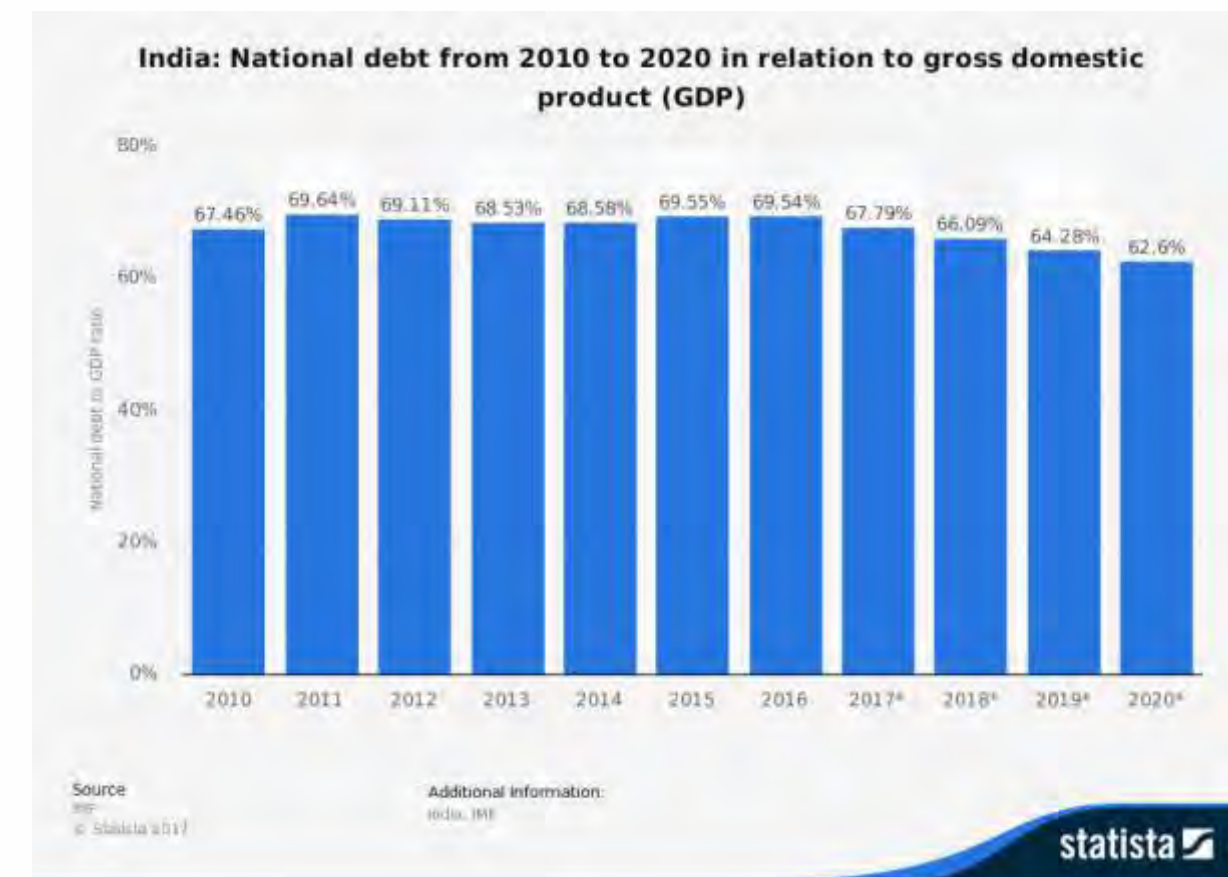


Image 6: Total Debt as a percentage of GDP



In the overall scenario that we have to consider the performance of the states on the identified variables. It may be argued with justification that some of the parameters by which the states are adjudged are not within the ambit of state jurisdiction. Revenue accruals often depend on the general economic climate and a low point in the cyclical movements may bring about a dip in the collections. Expenditure may also be thus affected. Nevertheless, there is general consensus on the variables identified as those which reflect the general fiscal health of the state.

Among the large states, Telengana, Jharkhand and Chhattisgarh are at the top of the listings occupying ranks 1, 2 and 3 while Karnataka and Assam follow at ranks 4 and 5. Rajasthan, Assam and West Bengal lie at the bottom of the list with ranks from 16 to 18. Bihar's improvement by eleven positions as it went up from 17 to 6 is quite significant; so is Rajasthan's fall from 9 to 16.

Among the small states, Arunachal Pradesh, Goa and Jammu & Kashmir occupy rank 1, 2 and 3. Nagaland and Manipur are at the bottom. There has been only marginal fall or rise in the rankings as far as the small states are concerned.

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<sup>6</sup> Debt-to-GDP ratio. Retrieved June 13, 2018, from [https://en.wikipedia.org/wiki/Debt-to-GDP\\_ratio#cite\\_note-4](https://en.wikipedia.org/wiki/Debt-to-GDP_ratio#cite_note-4)

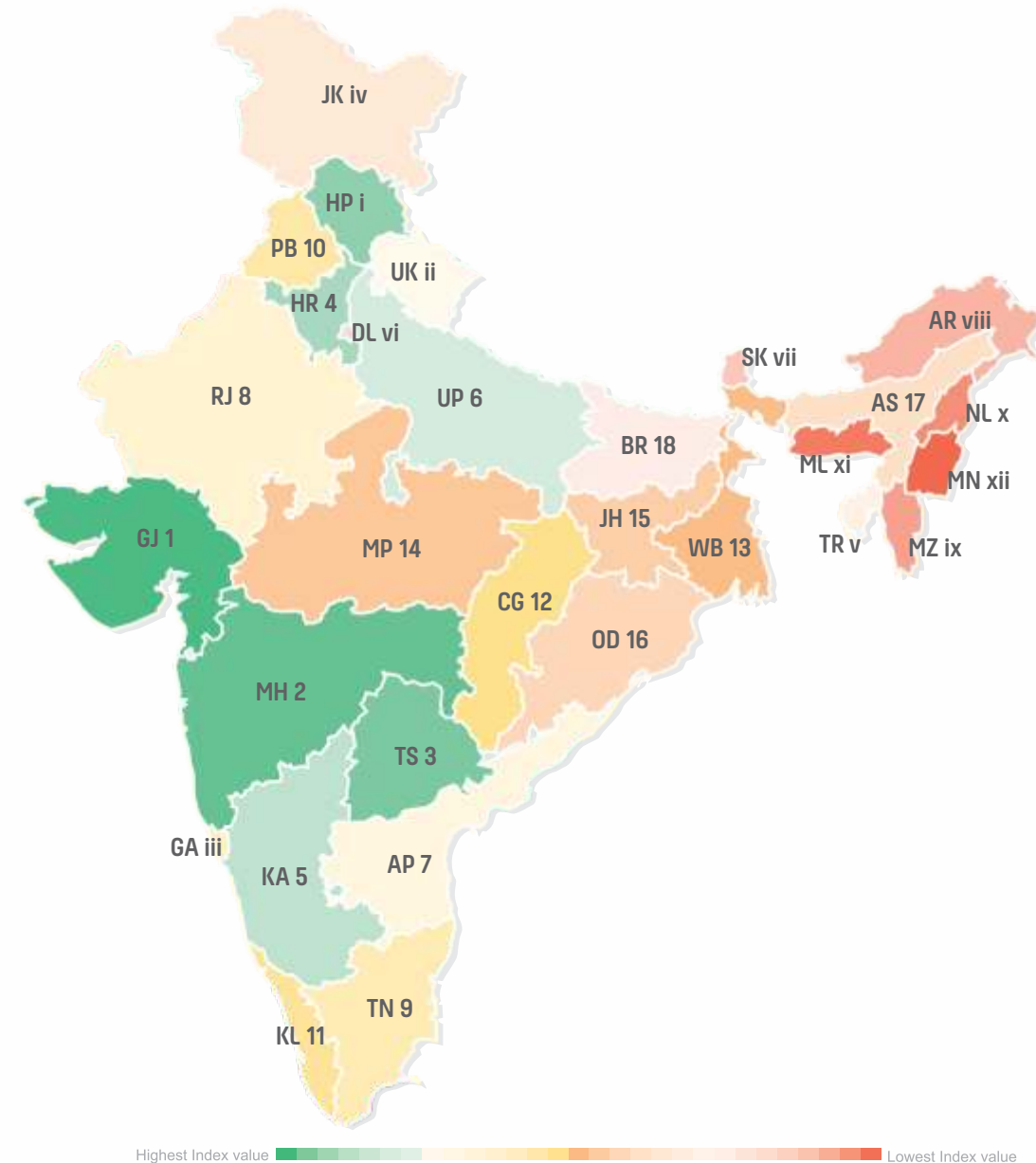
<sup>7</sup> Debt-to-GDP ratio. Retrieved June 13, 2018, from [https://en.wikipedia.org/wiki/Debt-to-GDP\\_ratio#cite\\_note-4](https://en.wikipedia.org/wiki/Debt-to-GDP_ratio#cite_note-4)



## THEME # 10 ECONOMIC FREEDOM



- No. of Industrial Entrepreneurs Memoranda filed
- Implementation of Business Reform Action Plan (BRAP)
- Household availing banking services
- Value of MSMEs (Micro, Small and Medium Enterprises) assets (% of GSDP)



| Rank | Large States      | Index | 0 ..... scale range ..... 1 |
|------|-------------------|-------|-----------------------------|
| 1    | GJ Gujarat        | 0.752 |                             |
| 2    | MH Maharashtra    | 0.638 |                             |
| 3    | TS Telangana      | 0.587 |                             |
| 4    | HR Haryana        | 0.494 |                             |
| 5    | KA Karnataka      | 0.494 |                             |
| 6    | UP Uttar Pradesh  | 0.491 |                             |
| 7    | AP Andhra Pradesh | 0.474 |                             |
| 8    | RJ Rajasthan      | 0.470 |                             |
| 9    | TN Tamil Nadu     | 0.427 |                             |
| 10   | PB Punjab         | 0.396 |                             |
| 11   | KL Kerala         | 0.384 |                             |
| 12   | CG Chhattisgarh   | 0.374 |                             |
| 13   | WB West Bengal    | 0.373 |                             |
| 14   | MP Madhya Pradesh | 0.346 |                             |
| 15   | JH Jharkhand      | 0.340 |                             |
| 16   | OD Odisha         | 0.334 |                             |
| 17   | AS Assam          | 0.315 |                             |
| 18   | BR Bihar          | 0.286 |                             |

| Rank | Small States         | Index | 0 ..... scale range ..... 1 |
|------|----------------------|-------|-----------------------------|
| i    | HP Himachal Pradesh  | 0.525 |                             |
| ii   | UK Uttarakhand       | 0.480 |                             |
| iii  | GA Goa               | 0.438 |                             |
| iv   | JK Jammu and Kashmir | 0.314 |                             |
| v    | TR Tripura           | 0.295 |                             |
| vi   | DL Delhi             | 0.281 |                             |
| vii  | SK Sikkim            | 0.169 |                             |
| viii | AR Arunachal Pradesh | 0.144 |                             |
| ix   | MZ Mizoram           | 0.139 |                             |
| x    | NL Nagaland          | 0.089 |                             |
| xi   | ML Meghalaya         | 0.046 |                             |
| xii  | MN Manipur           | 0.027 |                             |

Economic freedom is an ideologically contested theme in real world economic development. At one end of the spectrum it rests on the idea of free markets, private property and free enterprise while at the other end, it is seen not as a theoretical construct or an abstract concept, but as a material condition that must free the individual from social relations of production that are coercive, exploitative and alienating. Amartya Sen<sup>1</sup> argues for freedom as the manifestation of the full capabilities of an individual to pursue a wide range of goals. Few studies have examined the causes of economic freedom, though evidence points to a positive correlation between economic freedom and improved social outcomes. This edition of PAI, makes a beginning in applying a data-based framework to understand the drivers of economic freedom.

The theme of Economic Freedom as presented in this volume, explores the efforts undertaken by the state governments to improve the business environment in the state. PAC takes a look at the ability of the governments to reduce the barriers to entry and exit, (physical, fiscal, and policy related), such that potential entrepreneurs can establish, operate and grow their businesses. Against the three indicators identified in 2017 there are four indicators:

- Number of Industrial Entrepreneurs Memoranda (IEMs) filed
- Implementation of Business Reforms Action Plan (BRAP)
- Households availing banking facilities

- Value of MSMEs (Micro, Small and Medium Enterprises) assets (% of GSDP)

Small businesses and start-ups remain the focus with the constitution of the Start-Up India Mission introduced by the Government of India. Foreign Direct Investment remains yet another area of focussed attention of the governments at the state and national levels. Another important dimension of economic freedom that must be recognised is that it is circumscribed by the imperative of responsible behaviour by the owners of capital - industry and business. It is in this context that the Insolvency and Bankruptcy Code (IBC) 2016, assumes significance. This purgatorial legislation provides a level playing field between bankers and borrowers, compelling fair settlement of bad loans – thus providing for better husbanding of public funds, while enabling fair exit and opportunity to start an enterprise afresh. The real test however, is whether the mandated period of 180-270 days for insolvency resolution of companies and individuals can be adhered to. In a major milestone in addressing the problem of bad debt in its financial system, India recently witnessed a resolution of the first case under the IBC, as Tata Steel announced the completion of its acquisition of Bhushan Steel (BSL). Tata Steel took a controlling stake of 72.65 percent in BSL and settled the admitted corporate insolvency costs and employee dues as required under the Code. The banks who lent money to the company got the entire principal amount back, they also got a 12% stake in the company. The Code augurs well for such cases in the future.



While the Central Government can do its bit, it is the State Governments and the state-owned utilities that entrepreneurs deal with. Routine clearances, licences, land allotment, support services from main utilities such as power and water are under the purview of the State. This makes the state an important stakeholder in the process of establishing an enabling environment that supports the ease of doing business.

The theme of Economic Freedom in the Public Affairs Index 2018 comprises four indicators. The earlier editions of PAI examined the Ease of Doing Business rankings. However, they were broad indicators without specifics being addressed in comparative analysis. PAC could not gauge the perception of industry on the relative performance of the states on these parameters. A better performance on this measure is an indication of the willingness of the state to formulate policies to achieve the reform targets set by the DIPP. Currently the rankings have been sourced from the Business Reforms Action Plan Implementation Score Card maintained by the



Image 1: Business Reforms in India

Department of Industrial Promotion and Policy (DIPP), Government of India.

The second indicator is the number of Industrial Entrepreneurs Memorandum (IEM) filed in each state. There is no better measure of real time state-wide performance of economic freedom than the number of entrepreneurial ventures each state has managed to promote. The more memoranda filed the better the investment climate.

Be that as it may, it must be pointed out that PAI is not looking at only the issues related to ease of investment or state encouragement for setting up businesses in India but also at business reform measures adopted by the state. Two other indicators which reflect the spread and dispersal of economic activity in the states are, households availing banking facilities in the states; and the value of MSMEs assets as a percentage of GSDP.

The Union Government has focussed on the opening of Pradhan Mantri Jan Dhan accounts across the length and breadth of the country through a campaign mode to enhance financial inclusiveness amongst those who have not yet availed such facilities. More than 30 crore accounts were opened till the end of the last calendar year, including more than 18 crore accounts in rural and semi-urban areas. Zero-balance accounts were permitted. These accounts were meant to be used to transfer direct benefits in the form of cash to the beneficiaries under many subsidised public schemes as well as for normal financial activities. Much work has been done in

this thrust area. The JAM Trinity (Jan Dhan /Aadhaar/Mobile) will, when fully implemented, plug leakages and ensure that financial transfers under various public schemes are carried out with transparency and efficiency. The percentage of families in a state which have the Jan Dhan or other banking accounts, constitutes an important indicator to reflect economic freedom and the involvement of banking services in the everyday lives of the citizens.

The last indicator captured within this theme is the value of MSMEs as a percentage of GSDP of a state. This indicator was taken as a variable in the previous two editions of PAI in 2016 and 2017. It is PACs contention that the spread and dispersal of micro, small and medium enterprises reflect the manner in which the state has carried out its industrialisation and is a better indicator than the presence or absence of mega industrial units in a state. The MSMEs where operational, enhance the standard of living of the areas where they are located, increase infrastructure, and provide employment to the local people while at the same time helping in redistribution of wealth in a more direct manner.

A critical eye is required to look at the issues that typically constrain economic freedom. As in any other data aggregation exercise, measuring economic freedom from the values derived from theoretical processes, is arguably fraught with risks. Even the World Bank's Ease of Doing Business ranking is increasingly seen with circumspection. The Modi government attached

considerable significance to it as a measure of the investment climate and made a determined effort to improve India's ranking. To their credit, India has entered the Top 100 for the first time: India was a country which showed the maximum improvement over the past year. The methodology of this much-celebrated ranking framework is now under review following the intervention of the World Bank Chief Economist Paul Romer who said repeated changes in methodology made the report seemingly unfair and misleading<sup>2</sup>. For the country rankings the World Bank considered only Mumbai and Delhi. The ease of doing business rankings used in PAI has been sourced from the DIPP, Government of India. The DIPP lists a set of reforms, under the Business Reforms Action Plan and it is expected that the states can improve their rankings by implementing the recommended set of reforms. The downside to this system is that it discourages competition among states to improve governance as they all ultimately end up having similar regulatory mechanisms. There is an obvious risk of losing out on innovation in governance as governments fall in line and do not push beyond these reforms for the risk of being penalised. A transparent and fair process must be outlined by the DIPP. These rankings obviously matter to the states since they are seen to reflect well on the State Administration.<sup>3</sup>

It is now a well-practised state strategy to showcase what each of them is doing by organising large investment meets with global participation, where a sizeable number of MoUs

are signed, investments promised and jobs created. In such high profile meets, the advantages of investing in the state are highlighted and significant policy changes for easing restrictions and barriers are announced. For example, the spectacle of Resurgent Rajasthan, Vibrant Gujarat, Magnetic Maharashtra, Momentum Jharkhand, Bengal Global etc, all (perhaps) organised on the template of Incredible India! Often, post the event, there is no monitoring and evaluation of the actual benefits accruing in the state, even worse, several of the investments proposed and benefits assured do not translate into enterprises at the ground level.

One may also keep in mind the controversies that erupted in the country following changes in the law relating to land acquisition: The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement (Amendment) Bill 2015, also known as Land Bill 2015, was passed by the Lok Sabha on March 10, 2015. There was serious concern that the requirements of environment and social impact studies were being short-circuited by the government to fast-track industrial investment in the country.

Judicial backlogs are also a big problem in India. The high pendency of cases across courts in India is a constraint to the economic climate of the nation and the states, resulting in high litigation costs and stalled projects. Often, the better

business decision is to abandon a project than to pursue litigation. These delays lead to huge losses. Contract enforcement in India, therefore, becomes weak with smaller businesses taking the biggest hits because they cannot afford the high costs associated with going to court. Tribunals set up to deal with specific matters and thus take the burden of courts are themselves burdened.<sup>4</sup> This is further explained in Theme 6 - Delivery of Justice.

A simple and efficient tax system characterises an economic environment that supports growth with equity. The design of the Goods and Services Tax, the compliance requirements prescribed and the manner of its implementation has become more politically contentious than one might at first suppose. Even its most fervent votaries concede that the rollout of the tax could have been done better. Besides the debate on the number and the level of the rates, the baskets of commodities that each rate covers and whether to bring petrol and diesel under GST or not, have been contentious.



Image 2: An effective tax system supports growth and equity



More than the rates though, the more disconcerting issue is the compliance requirements of filing returns that appear cumbersome and particularly difficult for small enterprises not in the composition scheme. This is made worse by system constraints of the GST Portal resulting in the inability to handle the volume of transactions. Further, the objective of ease of doing business is being rendered more difficult by the need to match tax credits on each invoice. Big corporations however face no problems as they have the resources to deal with such issues.<sup>5</sup>

Despite teething trouble in this transformational transition, the Economic Survey 2017-18 points to data that the Goods and Services Tax (GST) has increased indirect taxpayer base by more than 50 percent with 34 lakh businesses coming into the tax net. While the volume of revenue mobilisation post GST implementation remains a concern, the Economic Survey noted that belying the confusion and anxiety surrounding revenue collections post GST, revenue collection under the GST is doing well, surprisingly so, for such a transformational reform. The survey added that the pre-GST revenue collection by Centre and states was Rs 9.7 lakh crores, while the estimated annualised GST revenue collection is expected to be Rs 10.9 lakh crores. On the other hand, the Parliament's approval has been taken for an expenditure of over Rs 62,000 crores to compensate the states for loss of GST for the states

and the union territories in the 2018-19 fiscal.<sup>6</sup> In addition, between July 2017 and February 2018, an amount of almost Rs 40,000 crores has been paid by the Union Government for such compensation. There are also difficulties and delays being experienced by the industry with regard to refund of input tax. This mixed picture will require to be clarified as time passes.

Another dimension of the absence of economic freedom is the phenomenon of crony capitalism when the economic institutions of the state - by omission or commission – serve the select few rich and the powerful, often in dubious circumstances. Even as one more sordid tale of bank scams - the Nirav Modi episode - unravels, the cacophonous blame game that has followed, serves once again to obfuscate what is at the heart of an impending crisis: fiduciary responsibility as moral hazard. The public sector banks being wholly owned by the government places a fiduciary responsibility on the government - of a legal and ethical relationship of trust – of acting in the best interests of the citizens. In the last five decades since nationalisation, evidence points to one incontrovertible fact: that government as a fiduciary agent is intrinsically flawed by moral hazard. Public sector banks serve as the hand maidens of the dominant interests of the proprietary class, a situation where somebody from the unholy trinity – the politician, businessman, bureaucrat - has the opportunity to take advantage of the hapless depositors, by

appropriating public resources that the common citizen will pay for. While the owners – the government - ignore the moral implications of their choices: instead of doing what is right, they do what benefits them the most. The gross value of non-performing assets of all the banks in the country has reached a staggering figure of Rs 8.4 lakh crores. This is threatening the stability of the Indian banking sector and is tending to erode the confidence of investors and entrepreneurs, who value economic freedom and abjure patronage networks. That the Government of India has to make budgetary provisions for the re-capitalisation of many of the public-sector banks is also a matter of concern.

It is impossible to talk about economic freedom and ease of doing business without addressing the subject of demonetisation, the big elephant in the room. Demonetisation of India's high-volume currency notes has kneecapped many small industries which rely on cash. Dhasai in Maharashtra which was declared a cashless village in the aftermath of the demonetisation has returned to cash citing lack of cards among customers and network issues.<sup>7</sup> Similar narratives have come from traders in Chennai<sup>8</sup> where people lost their wages and sources of income for up to five months and also from the garment industries in Ludhiana where women have been among the worst affected.<sup>9</sup> This chapter does not include if the intended aim of demonetisation to abolish black money has been achieved or not: however,

some more insights in that area in the chapter dealing with fiscal management in Theme 9 is discussed. It can also be mentioned in passing that one of the aims of the measure was to nudge people into accepting the digital mode of financial transactions. Transactions worth around Rs.131.95 trillion were carried out in January through credit and debit cards, UPI, unstructured supplementary service data, prepaid payment instruments and internet banking: the total number of such transactions have crossed 1 billion in December 2017.<sup>10</sup>

The Fraser Institute's *Economic Freedom of the World* (EFW) now has a robust and evolved methodology based on five pillars: (1) size of government (expenditures, taxes and enterprises); (2) legal structure and security of property rights; (3) access to sound money; (4) freedom to trade internationally; and (5) regulation of credit, labour and business.

There are standard indices to measure economic freedom and in the box alongside is a reference to the Fraser Institute's Index referred to as Economic Freedom of the World (EFW).<sup>11</sup> The box has been taken from the Cato Institute's path-breaking publication on the state of economic freedom in the states of India. In fact, the perception of the people at large, and the investors in particular, on the manner in which investment is wooed into the country, and the processes that are in place to facilitate such investment, is what ultimately counts. That we are a federal nation, with the responsibility of promoting economic freedom largely resting on the states, makes the situation on the ground uneven, lacking

uniformity. Indeed, national policies in taxation, investment incentives, etc. can help: but the real role falls on the industrial promotion apparatus on the ground in the states that will ultimately decide the nature and completeness of economic freedom.

Policy coherence, transparent governance, a constructive and conducive investment climate and real-time operational efficiency constitute the essential elements that encourage potential entrepreneurs in a state. Some states such as Maharashtra and Gujarat may have, over the years, evolved policy measures that make them more attractive than other states. However, the latest Business Reforms Action Plan (BRAP) report of 2018 places Telengana at the top with an implementation score of 61.83%, followed by Haryana (54.03%), Odisha (45.70%) Chhattisgarh (45.43%) and West Bengal (44.35%), completing the top five. The rankings are based on a 340-point business reform action plan. Government of India has announced a new action plan based on 372 action points for the states to implement in order to improve their rankings.

The picture that emerges for a combination of the four indicators mentioned above are as follows: Among the large states, Gujarat, Maharashtra and Telengana are at ranks 1, 2, and 3 with Haryana and Karnataka following closely behind. Odisha, Assam and Bihar lie at the bottom at ranks 16, 17 and 18. Haryana's improvement from rank 12 to 4

is note-worthy; as in Karnataka's from 10 to 5.

Among the small states, Himachal Pradesh, Uttarakhand and Goa are at the top occupying ranks 1, 2 and 3, while at the bottom, at ranks 11 and 12, are Meghalaya and Manipur. Both Delhi and Manipur have fallen by 5 positions each in the last one year (from 1 to 6 and 7 to 12 respectively).

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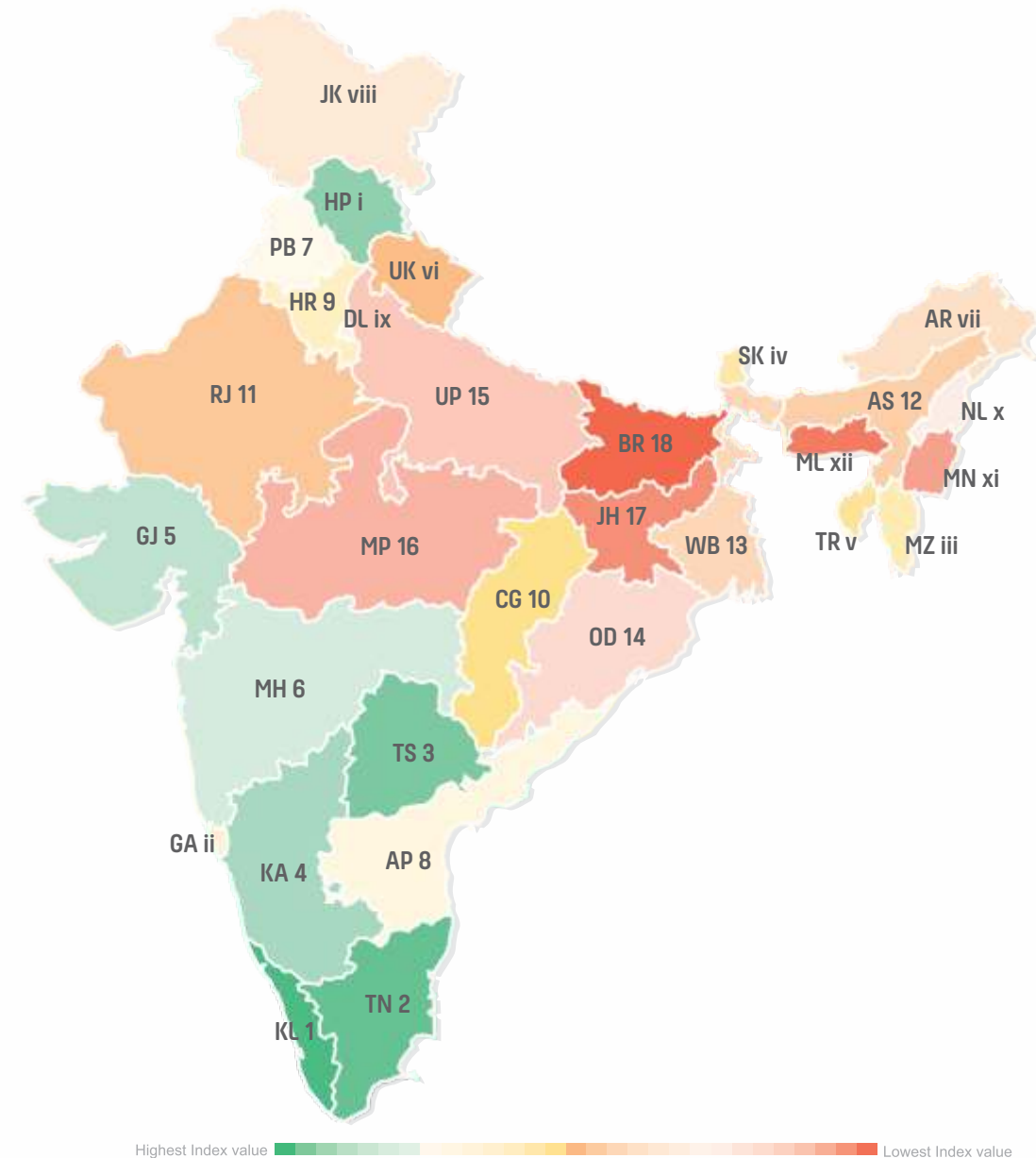
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## PAI 2018: CONCLUSION AND FINDINGS





| Rank | Large States |                | Index | 0 | scale range | 1 |
|------|--------------|----------------|-------|---|-------------|---|
| 1    | KL           | Kerala         | 0.526 |   |             |   |
| 2    | TN           | Tamil Nadu     | 0.517 |   |             |   |
| 3    | TS           | Telangana      | 0.514 |   |             |   |
| 4    | KA           | Karnataka      | 0.506 |   |             |   |
| 5    | GJ           | Gujarat        | 0.504 |   |             |   |
| 6    | MH           | Maharashtra    | 0.499 |   |             |   |
| 7    | PB           | Punjab         | 0.479 |   |             |   |
| 8    | AP           | Andhra Pradesh | 0.476 |   |             |   |
| 9    | HR           | Haryana        | 0.465 |   |             |   |
| 10   | CG           | Chhattisgarh   | 0.446 |   |             |   |
| 11   | RJ           | Rajasthan      | 0.440 |   |             |   |
| 12   | AS           | Assam          | 0.435 |   |             |   |
| 13   | WB           | West Bengal    | 0.430 |   |             |   |
| 14   | OD           | Odisha         | 0.401 |   |             |   |
| 15   | UP           | Uttar Pradesh  | 0.401 |   |             |   |
| 16   | MP           | Madhya Pradesh | 0.398 |   |             |   |
| 17   | JH           | Jharkhand      | 0.389 |   |             |   |
| 18   | BR           | Bihar          | 0.339 |   |             |   |

| Rank | Small States |                   | Index | 0 | scale range | 1 |
|------|--------------|-------------------|-------|---|-------------|---|
| i    | HP           | Himachal Pradesh  | 0.513 |   |             |   |
| ii   | GA           | Goa               | 0.467 |   |             |   |
| iii  | MZ           | Mizoram           | 0.463 |   |             |   |
| iv   | SK           | Sikkim            | 0.456 |   |             |   |
| v    | TR           | Tripura           | 0.455 |   |             |   |
| vi   | UK           | Uttarakhand       | 0.444 |   |             |   |
| vii  | AR           | Arunachal Pradesh | 0.421 |   |             |   |
| viii | JK           | Jammu & Kashmir   | 0.414 |   |             |   |
| ix   | DL           | Delhi             | 0.408 |   |             |   |
| x    | NL           | Nagaland          | 0.403 |   |             |   |
| xi   | MN           | Manipur           | 0.393 |   |             |   |
| xii  | ML           | Meghalaya         | 0.379 |   |             |   |

Over three years, from the conceptualisation of the Public Affairs Index in 2016, to its present version in 2018, PAC has seen the evolution of a unique matrix that attempts to measure governance in the states of India. In this three-year period, PAI has transformed itself on several levels:

- **More Indicators:** PAI 2018 has included 100 indicators, against 68 in 2016 and 82 in 2017. PAI is a three-tier model encompassing broad themes, focus subjects and specific indicators. With more indicators, PAI now measures a larger number of governance related variables and is therefore more nuanced and comprehensive. More and richer data is now available in the public domain in India and indicates increased openness and transparency of government systems. Such complex and multi-dimensional data enables analysis of the myriad aspects of India's political economy and is a blessing indeed.

- **Sharper focus on Environment:** PAI 2018 has 20 environmental indicators as against only 6 in 2016 and 2017. This was done to give more attention to the specific variables pertaining to the manner in which one utilises our natural capital, recognising the increasing threat to ecological and environmental security of the planet and the special environmental concerns of India. Chapters focusing on urgent national issues: Over the last three years the PAI report includes a focused chapter drawing special attention and emphasis to a broad, though contentious, national issues that require urgent attention.

In 2017, there was a special chapter on Inequality, covering all three aspects of the most complex of subjects; social discrimination, economic disparity and gender bias. The states were scored and ranked on the basis of their policies and programmes that deal with these three forms of inequality. PAC

Table 1: Mapping the rankings of the PAI and Inequality Index

|          | PAI 2017         | Rank | Inequality Index * | Rank |
|----------|------------------|------|--------------------|------|
| Top 5    | Kerala           | 1    | Kerala             | 1    |
|          | Tamil Nadu       | 2    | Sikkim             | 2    |
|          | Gujarat          | 3    | Himachal Pradesh   | 3    |
|          | Himachal Pradesh | 4    | Tamil Nadu         | 4    |
|          | Karnataka        | 5    | Punjab             | 5    |
| Bottom 3 | Jharkhand        | 28   | Jharkhand          | 28   |
|          | Meghalaya        | 29   | Arunachal Pradesh  | 29   |
|          | Bihar            | 30   | Chhattisgarh       | 30   |

Source: Public Affairs Index 2017 (PAI 2017)(\*states with most equality are at the top of the rankings)

was prepared to see wide divergence between the rankings of PAI when compared to the inequality rankings. However, there was convergence too. The main highlights with reference to this co-relation between PAI and the Inequality Index is summarised for the interested reader as follows:

While the PAI is a composite index covering all aspects of governance, the Inequality Index looked at 25 indices that relate to the three forms of inequality. Nevertheless, the fact that three of the top-ranking states are common in both the lists opens up a new aspect of governance for further and deeper examination.

UNDP's Human Development Index (HDI), which is almost universally followed by most of the nations in the world, now factors inequality into its rankings. The inter-relationship of good governance indicators with inequality indicators is a fertile and potential area of research in India that can do with deeper analysis and examination leading to new insights and approaches.

In PAI 2018, the special focus subject is 'The Children of India'. It examines issues related to their health and education, their right to life, as well as the institutional framework within the governmental structure that sustains and protects this most precious of resources. The overall picture is somewhat dismal and disappointing: PAC hopes that the examination of the issues related to the welfare and development of children, the sensitive issues that continue to plague them, the need to see them as our future citizens, will attract the attention of the states and force them to invest in children in a manner that they grow to be

productive and empowered citizens of the country.

- A chapter on how states are performing in marshalling, deploying and utilising their four basic capitals, i.e. natural, human, social and economic capitals. PAI has included 100 indicators on the quality of governance across the four forms of capital; 20 for natural capital, 22 for human capital, 32 for social capital and 26 for economic capital. In the next chapter the rankings of the states with regard to their utilization of the capitals available at their command for the purposes of governance is mentioned. States have not been ranked on the aggregate scores for the four capitals as the significance of such an integrated ranking is not yet clear but could be an area for future consideration. Comparisons with other countries: PAI 2018 goes beyond the level of the states and compares India's performance on various indices with countries across the globe. It is rather unfortunate that in many indices in the social sectors, India's ranking is low and often towards the bottom of the

Table 2: PAI Scores and Rankings for the Southern India

| Southern States | PAI score 2016 | Rank 2016 | PAI score 2017 | Rank 2017 | PAI score 2018 | Rank 2018 |
|-----------------|----------------|-----------|----------------|-----------|----------------|-----------|
| Kerala          | 0.568          | 1         | 0.551          | 1         | 0.526          | 1         |
| Tamil Nadu      | 0.550          | 2         | 0.543          | 2         | 0.517          | 2         |
| Telangana       | NA             | NA        | 0.455          | 13        | 0.514          | 3         |
| Karnataka       | 0.547          | 3         | 0.531          | 4         | 0.506          | 4         |
| Andhra Pradesh  | 0.499          | 8         | 0.467          | 9         | 0.476          | 8         |

Source: Public Affairs Index (PAI)

international scores. As an economy, India is the seventh largest fastest growing country in the world. This is good time to pause and consider the impact of India's economic growth on different sections of the population, especially the vulnerable and less privileged. In social sectors, there are serious and persisting issues that refuse to go away, and the comparative international ranking of India vis-à-vis the rest of the world is an eye-opener.

With three years of experience in ranking the states of India on governance indicators, PAI is uniquely situated to make a comparison of their performance over the triennial period 2016, 2017 and 2018. Amongst the large and small states, the three-year rankings have been depicted in the annexures. Some of the interesting highlights of this comparison are mentioned below.

## FINDINGS

The success of the southern states: Kerala and Tamil Nadu have consistently remained at the top of the rankings amongst the large states, across this three year period under review, occupying

## PAI 2018: CONCLUSION AND FINDINGS

Rank 1 and 2 respectively. This they have achieved with no difficulty at all, no other states offering serious competition. In fact the five southern states are clearly ahead as demonstrated in Table 2.

Telangana's entry into the circle of excellence this year at Rank 3 is a significant development. The PAI team recollects how in 2016 it could not get access to the data on the state, although Telangana was born two year earlier in 2014. Much work has taken place in that state in the years intervening, which has helped it to create a formidable data base for all important information, enabling the required inter-state comparison. Perhaps the 13th rank obtained by Telangana in 2017 was the result of data having remained unextricated from the statistics of Andhra Pradesh.

Andhra Pradesh, with rank 8, is scored lower relative to other southern states. The intervening ranks 5, 6 and 7 in PAI 2018, are occupied by Gujarat, Maharashtra and Punjab respectively. These states are economically strong, but perhaps required to do better in the social sector indicators. It is clear, therefore, that if Andhra Pradesh is to match up to the levels of the other southern states, it needs to catch up on some crucial themes of governance, especially Fiscal Management (where it is almost at the bottom of the list of large states).

**The BIMARU states:** The consistently poor performance of the so called BIMARU states has always been a matter of concern for the country as a whole. There is some serious discontent now amongst planners and political commentators that these states are acting as a dead weight on the progress of the nation as a whole. In fact, there is a movement underfoot amongst the more advanced states to influence the Government of India to

modify the terms of reference of the 15th Finance Commission<sup>1</sup>, which apparently grants more financial resources to the less developed states when compared to these southern states. As per the new terms, the Finance Commission shall use population data from the 2011 Census. Hitherto, the population data was taken from the 1971 Census. The 'freeze' was agreed upon to protect the states that had done well in stabilising their population. As a result of the change, the states that have faltered in stabilising population growth, mainly the so called BIMARU states, are likely to receive more funds through devolution, than the more advanced states which have been successful in population control; apparently, this measure incentivises poor performance while punishing hard work and better outcomes.

Be that as it may, the PAI report over the three years reveals the following statistics with regard to these states. That the lowest ranks in the PIA 2018 should be occupied by states such as Uttar

Pradesh, Madhya Pradesh, Jharkhand and Bihar is a sad commentary on the political economy of these states. Not only PAI, but various other developmental studies highlighting inter-state comparisons, have pointed out the inescapable fact that the north Indian states are displaying poor performance in a wide variety of indicators, and without any real signs of progress over time. Redistribution as a concept of governance in a federal country may be a principle to be lauded, but the objective of such redistribution should be towards convergence, and not widening the gap. A recent study<sup>2</sup> has examined this aspect in some detail. For every Rs 100 as tax revenue accruing to the Centre, Maharashtra, for example, gets back only Rs 15 while Bihar gets back Rs 400. But with such generous redistribution, the poorer states should have prospered over the years. In fact, the opposite is true. Image 1 shows that in 1960 Madhya Pradesh, Uttar Pradesh and Bihar stood at the bottom of the country in terms of per capita

Table 3: Rankings of the BIMARU states

|                | Index score 2016 | PAI Rank 2016* | Index score 2017 | PAI Rank 2017* | Index Score 2018 | PAI rank 2018* |
|----------------|------------------|----------------|------------------|----------------|------------------|----------------|
| Bihar          | 0.370            | 17             | 0.355            | 18             | 0.339            | 18             |
| Chhattisgarh   | 0.472            | 11             | 0.468            | 8              | 0.446            | 10             |
| Jharkhand      | 0.389            | 16             | 0.385            | 17             | 0.389            | 17             |
| Madhya Pradesh | 0.452            | 13             | 0.457            | 12             | 0.398            | 16             |
| Rajasthan      | 0.473            | 10             | 0.473            | 7              | 0.440            | 11             |
| Uttar Pradesh  | 0.461            | 12             | 0.441            | 14             | 0.401            | 15             |

Source: Public Affairs Index

\*The rankings are category wise rankings, i.e. rankings only amongst the large states

income of its citizens. Paradoxically, they are still at the bottom in 2014. These huge divergences between the developed southern states and the BIMARU states can be seen in virtually all aspects of development including literacy, life expectancy and education.

#### Small States:

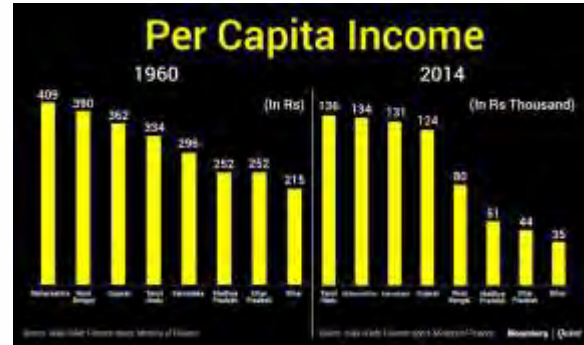


Image 1:  
How the states have fared in terms of Per Capita Income

While PAI has been distinguishing the small states from the big as comparisons are difficult between the two categories of states, it is noteworthy that some of them are performing very well and can teach lessons in governance to some of the bigger states. Himachal Pradesh, Goa, Mizoram and Sikkim have consistently topped the list, occupying ranks 1, 2, 3, and 4 respectively for the second year in running. Himachal Pradesh, requires a special mention, for its outstanding performance, because PAC has a special relationship with it. In other studies PAC, has been examining Himachal's unique developmental trajectory over the last four decades after its formation in 1971. It is clear that broad strategies have been bi-partisan, with both the major

political parties united in terms of the long-range goals that they have set for their state. There is a rare unanimity that education, health, women's empowerment, social justice etc should be given high priority. The carefully preserved social harmony contributes to making a vibrant transformation in the state. Some of the parameters in health and education match the best in the country. The thrust for ensuring good governance has also led the state into putting in place a data-based index for measuring district level good governance practices, for which PAC has been engaged as a consultant. The draft of the report has been submitted to the State Government.

Some of these aspirations for enhancing the quality of governance and improving performance in delivery of public service can be noticed in other smaller states as well. Mizoram, which had obtained the first position amongst the small states in PAI in 2016, is an example; so is Sikkim. Amongst other small states, Goa and Tripura too have displayed a determination to perform with excellence and are outperforming other states in the categories.

**The social sector: top performers, laggards and the most improved.** There has been some comment, though not adverse, about the apparently obvious bias that the PAI reports display towards the social sector. In fact, about a third of the hundred indicators pertain to the social sector, covering focus subjects and themes relating to education, health, women, children, employment and social protection. PAC holds the advice of Amartya Sen and Jean Dreze in high regard when they say that the people at the bottom of the pyramid have to be protected, nurtured, and

their capacities enhanced, if they are to access the fruits of development. Growth with equity is achieved not through the Gross Domestic Product alone, but by the fostering of elements of human development through active state intervention. The state must take a proactive role to protect our human resources, raise capacity, instill confidence and enable 'we, the people of India,' to achieve fulfilment and lead productive lives.

In this context, it was thought important to identify states that have consistently attempted to improve the lives of their citizens. Its commitment and achievement should shine as beacons for the other states to follow. It was also thought pertinent to name the states that have, disappointingly, remained at the bottom of the list, displaying their persistent failure of policy and action, in the seventy years since Independence. PAI 2018 report also acknowledges states that have, over the recent past, shown much improvement in their outcomes demonstrating state competence and commitment towards these higher human goals.

PAI 2018 report assigns scores to all the states and ranks them based on their performance in issues related to Governance. PAI 2018, is the third such annual report, and also presents analysis as to which states have progressed the most and which states have not over the last three years. To study the performance of the states, we have narrowed our examination down to three major sectors that contribute significantly to social development, viz. Health, Education and Women. PAC is referring to PAI data 2016 and 2017, though the source of such data may have been prepared in earlier years as mentioned in the details given below. By comparing the data of the three years now available, it is possible to trace the delta, and

## PAI 2018: CONCLUSION AND FINDINGS

evaluate the nature of the progress, or otherwise, being made by these states.

PAC has selected only those indicators that were common in all the PAI reports. After selecting the indicators, PAC calculated the growth rate or the Compound Annual Growth Rate (CAGR) to understand which states are catching up with the developed states and which states have shown minimal progress or have further deteriorated their performance. In this analysis, we have focused on the top five states, which have bettered themselves and demonstrated the highest growth rates. On the other hand, to understand the glaring discrepancies in the Indian story of development, PAC has also reflected on the bottom five states, with the lowest growth rates.

#### Health

Under the focus subject of Health, we have considered the following two indicators:

1. Full Immunisation
2. Infant Mortality Rate

#### Full Immunisation

To study the progress the states have made so far in terms of immunisation coverage, PAC considered the data from NFHS and has calculated the growth rates over a period of ten years, i.e. from 2005-06 to 2015-16. This section focuses on immunisation provided to children in the age group of 12-23 months.

States like Bihar and Jharkhand have shown remarkable progress, despite not being outstanding performers according to the overall study. This clearly points out the fact that these states are catching up with the rest of India. Surprisingly, the immunisation coverage has

Table 4: Immunisation Coverage

| Full Immunisation (%)<br>(children aged 12-23 months) |         |         |             |
|-------------------------------------------------------|---------|---------|-------------|
| States                                                | 2005-06 | 2015-16 | Growth Rate |
| Uttar Pradesh                                         | 23.0    | 51.1    | 122.2%      |
| Rajasthan                                             | 26.5    | 54.8    | 106.8%      |
| Bihar                                                 | 32.8    | 61.7    | 88.1%       |
| Meghalaya                                             | 32.9    | 61.5    | 86.9%       |
| Jharkhand                                             | 34.2    | 61.9    | 81.0%       |
| Uttarakhand                                           | 60.0    | 57.7    | -3.8%       |
| Maharashtra                                           | 58.8    | 56.3    | -4.3%       |
| Haryana                                               | 65.3    | 62.2    | -4.7%       |
| Himachal Pradesh                                      | 74.2    | 69.5    | -6.3%       |
| Tamil Nadu                                            | 80.9    | 69.7    | -13.8%      |

Source: NFHS 4

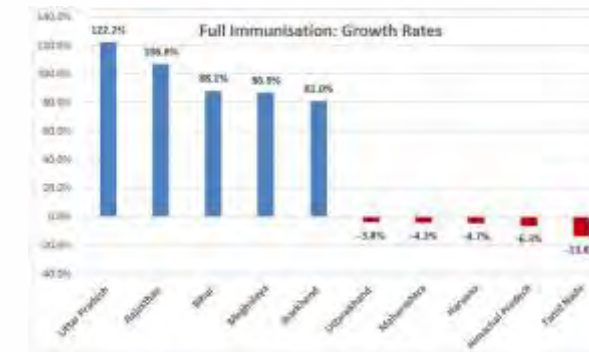


Figure 1: Top 5 and Bottom 5 states in terms of immunisation coverage

reduced in many states, with highest percentage being in Tamil Nadu, Himachal Pradesh, Haryana, Maharashtra and Uttarakhand. It is difficult to believe that Tamil Nadu, being one of the well governed states, the immunisation coverage (%) has reduced by 13.8%, i.e. from an impressive coverage of 80.9% in 2005-06 to 69.7% in 2015-16. Even in the case of Himachal Pradesh, it is strange that the immunisation percentage has dropped, despite being the best governed state in the small states category as per our overall analysis (PAI). It is a point for consideration as to whether these figures have been recorded accurately or whether there are any serious errors in the capturing of data or whether the methodology has been changed during this interval.

#### Infant Mortality Rate

Similarly, in the case of Infant Mortality Rate PAI 2018 compared the states over a span of ten years and have considered NFHS data.

It is interesting to note that the mortality rates have dropped in almost all the states of India except for Mizoram, where the infant mortality rates have increased from 34 (2005-06) to 40 (2015-16). Arunachal Pradesh, Kerala, Tripura, West Bengal and Odisha are the top five states where the fall in mortality rates has been the highest. On the other hand, the mortality rates have also fallen in Delhi, Uttar Pradesh, Himachal Pradesh and Uttarakhand; however, the mortality rates in these states have not fallen dramatically as compared to the other states.

Table 5: Infant Mortality Rate

| Infant mortality rate (IMR) |         |         |             |
|-----------------------------|---------|---------|-------------|
| States                      | 2005-06 | 2015-16 | Growth Rate |
| Arunachal Pradesh           | 61      | 23      | -62.3%      |
| Kerala                      | 15      | 6       | -60.0%      |
| Tripura                     | 51      | 27      | -47.1%      |
| West Bengal                 | 48      | 27      | -43.8%      |
| Odisha                      | 65      | 40      | -38.5%      |
| Delhi                       | 40      | 35      | -12.5%      |
| Uttar Pradesh               | 73      | 64      | -12.3%      |
| Himachal Pradesh            | 36      | 34      | -5.6%       |
| Uttarakhand                 | 42      | 40      | -4.8%       |
| Mizoram                     | 34      | 40      | 17.6%       |

Source: NFHS 4

Figure 2:  
Top 5 and Bottom 5 states in terms of reducing IMR**Education**

The delta analysis of Education Focus Subject captures the change in selected indicators over a period of three years' time. The selected indicators for Education are:

1. Education Expenditure as a percentage of Gross State Domestic Product (GSDP)
2. Average number of colleges per lakh population.

This indicator of education expenditure as a percentage of Gross State Domestic Product (GSDP) indicates the percentage of GSDP that is spent on Education. The importance of public spending on education has been stressed in many studies. It has been estimated from the World Bank Data that “for every dollar the government spends on education, GDP grows on an average by \$20” (Carmignani, 2016).

Table 6: Education Expenditure (% of GSDP)

| Education Expenditure (% of GSDP) |         |         |         |        |
|-----------------------------------|---------|---------|---------|--------|
| States                            | 2012-13 | 2013-14 | 2014-16 | CAGR   |
| Arunachal Pradesh                 | 4.59    | 4.51    | 8.78    | 0.383  |
| Telangana                         | 0.89    | 2.41    | 1.53    | 0.311  |
| Bihar                             | 4.51    | 4.76    | 7.48    | 0.288  |
| Sikkim                            | 3.47    | 2.75    | 5.08    | 0.210  |
| Nagaland                          | 5.7     | 6.98    | 6.64    | 0.079  |
| Uttarakhand                       | 4.3     | 3.6     | 3.54    | -0.093 |
| Karnataka                         | 3.33    | 2.95    | 2.67    | -0.105 |
| Jharkhand                         | 4.01    | 3.08    | 3.07    | -0.125 |
| Manipur                           | 6.94    | 5.42    | 5.18    | -0.136 |
| Delhi                             | 1.63    | 1.22    | 1.04    | -0.201 |

Source: Public Affairs Index

As per Table 6, the state of Arunachal Pradesh has increased its expenditure on education, almost to double from 2012-13 to 2014-15 which ranks it at the top of the list in terms of Compounded Annual Growth Rate (CAGR): 0.383 among all the 30 states. Similarly, the top 5 states in terms of CAGR (in descending order) for this indicator are: Arunachal Pradesh, Telangana, Bihar, Sikkim and Nagaland. The bottom 5 states which decreased their public spending on education are: Uttarakhand, Karnataka, Jharkhand, Manipur and Delhi. Delhi had decreased its public spending on education the most.

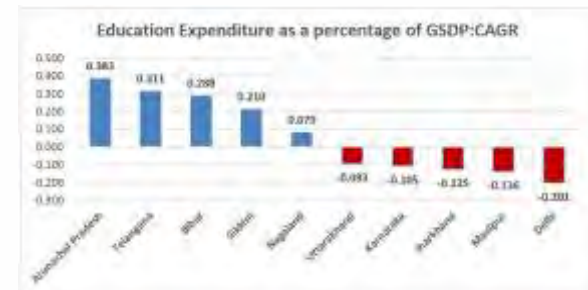


Figure 3: Top 5 and Bottom 5 states in terms of Education Expenditure

Figure 3 shows CAGR for education expenditure for the top 5 and bottom 5 ranking states as per delta analysis of this indicator. The y axis measures the CAGR and the x axis depicts the states in a descending manner.

**Average number of colleges per lakh population**

It has been repeatedly emphasised that the quality of education matters more than quantity but the access to education is also an important factor. Universalisation of primary education is successful due to increased accessibility to

**PAI 2018: CONCLUSION AND FINDINGS**

schools; similarly, increase in number of colleges will make higher education accessible to all.

Table 7: Average number of colleges per lakh population

| Average No. of colleges per lakh population (PAI 2016) |          |          |          |        |
|--------------------------------------------------------|----------|----------|----------|--------|
| States                                                 | PAI 2016 | PAI 2017 | PAI 2018 | CAGR   |
| Jharkhand                                              | 6.333    | 7.667    | 8.333    | 0.147  |
| Uttar Pradesh                                          | 19.333   | 23.000   | 24.667   | 0.130  |
| Kerala                                                 | 32.000   | 37.333   | 40.333   | 0.123  |
| Tripura                                                | 9.000    | 10.667   | 11.333   | 0.122  |
| Jammu and Kashmir                                      | 19.333   | 23.667   | 24.333   | 0.122  |
| Delhi                                                  | 8.667    | 9.000    | 9.000    | 0.019  |
| Mizoram                                                | 21.667   | 22.000   | 22.000   | 0.008  |
| Odisha                                                 | 23.000   | 23.000   | 23.000   | 0.000  |
| Maharashtra                                            | 34.667   | 34.667   | 34.333   | -0.005 |
| Andhra Pradesh                                         | 48.000   | 46.667   | 45.667   | -0.025 |

Source: Public Affairs Index

According to Table 7 the state of Jharkhand has had the highest jump in terms of average number of colleges per lakh population. It has the highest CAGR among all the 30 states. The top 5 states in order of rank in terms of CAGR for this indicator are: Jharkhand, Uttar Pradesh, Kerala, Tripura, and Jammu and Kashmir. The bottom 5 states for this indicator are: Delhi, Mizoram, Odisha, Maharashtra, and Andhra Pradesh. The average number of colleges per lakh population has either increased or remained same but in the states of Maharashtra and Andhra Pradesh the number has declined which raises serious issues. Perhaps these states have already reached some measure of saturation and do not require to expand their infrastructure further.

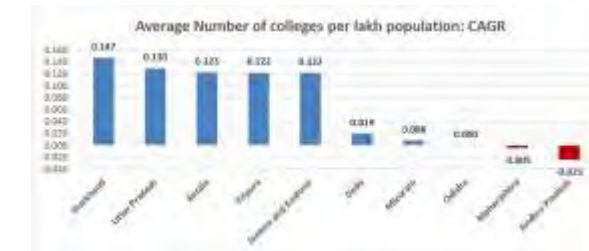


Figure 4: Top 5 and bottom 5 states in terms of providing colleges per lakh population

Figure 4 shows CAGR for average number of colleges per lakh population for the top 5 and bottom 5 ranking states as per delta analysis of this indicator. The y axis measures the CAGR and the x axis depicts the states in a descending manner.

**Women**

To study the delta, i.e. the change in the performance of the states with regard to women, PAC has considered the following indicators:

1. Institutional Delivery
2. Crimes against women.

**Institutional Delivery**

PAC 2018 has considered a period of 2005-06 (NFHS 3) to 2015-16 (NFHS 4) for comparing the states in terms of providing institutional delivery. Further, the growth rates has been calculated and analysed for the growth rates and have analysed the top and bottom five states. Table 8 provides a glimpse of raw data and the growth rates of the states:

Figure 5 indicates the top and bottom five states in terms of Institutional Delivery. The most glaring observation is that: states like Chhattisgarh (390.9%) and Jharkhand (238.3 %) has the highest growth rates; despite being not so good

Table 8: Institutional Delivery

| States        | Institutional Delivery |         |             |
|---------------|------------------------|---------|-------------|
|               | 2005-06                | 2015-16 | Growth Rate |
| Chhattisgarh  | 14.3                   | 70.2    | 390.9%      |
| Jharkhand     | 18.3                   | 61.9    | 238.3%      |
| Uttar Pradesh | 20.6                   | 67.8    | 229.1%      |
| Bihar         | 19.9                   | 63.8    | 220.6%      |
| Assam         | 22.4                   | 70.6    | 215.2%      |
| Maharashtra   | 64.6                   | 90.3    | 39.8%       |
| Mizoram       | 59.8                   | 80.1    | 33.9%       |
| Tamil Nadu    | 87.8                   | 99      | 12.8%       |
| Goa           | 92.3                   | 96.9    | 5.0%        |
| Kerala        | 99.3                   | 99.9    | 0.6%        |

Source: NFHS 4



Figure 5: Top 5 and Bottom 5 states in terms of the provision of Institutional Delivery

performers in the overall PAI study. This also points out to the fact that these states are actually catching up on the developed states. Food for thought: Are the states like Jharkhand and Chhattisgarh actually performing better after their formation, i.e. after being carved out from Bihar

and Madhya Pradesh respectively, in 2000?

In the case of Kerala, the growth rate is least only because the institutional delivery is already at a high level, i.e. is at 99.9% in 2015-16.

### Crimes Against Women

To study the trend in terms of crimes against women, PAI 2018 has considered the data of National Crime Records Bureau (NCRB), which is the only source of crime related statistics. PAI 2018 calculated the growth rates and included a time period of ten years, i.e. from 2006 to 2016 to study the decadal growth. Over the years, the crime rates have increased in all the states of India. The growth rates are surprisingly very high and in fact there is not a single state where the growth rates are in single digits.

Table 9: Incidence of crimes against women

| Rate of Total Cognisable Crimes per one lakh of population |      |       |              |
|------------------------------------------------------------|------|-------|--------------|
| States                                                     | 2006 | 2016  | Growth rates |
| Tamil Nadu                                                 | 9.9  | 12.9  | 30.3%        |
| Mizoram                                                    | 13   | 23.2  | 78.5%        |
| Tripura                                                    | 28.1 | 53.9  | 91.8%        |
| Gujarat                                                    | 13.2 | 28.7  | 117.4%       |
| Jammu & Kashmir                                            | 20.7 | 47.8  | 130.9%       |
| Uttar Pradesh                                              | 8.9  | 47.5  | 433.7%       |
| Assam                                                      | 23.3 | 131.3 | 463.5%       |
| Delhi                                                      | 28   | 160.4 | 472.9%       |
| Sikkim                                                     | 8.1  | 50.3  | 521.0%       |
| Goa                                                        | 6.2  | 40.5  | 553.2%       |

Source: NCRB

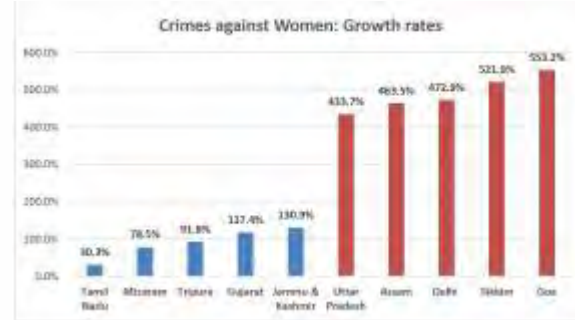


Figure 6: How the states fare in terms of protecting crimes against Women

The best five states where the crime rates have least increase are Tamil Nadu, Mizoram, Tripura, Gujarat and Jammu and Kashmir. It is mind-boggling to see the growth rates of the worst five states where crimes against women have increased dramatically. Delhi the national capital, has a growth rate of 472.9%, which means that the crimes against women have increased more than 400 times. This analysis unfolds many issues questioning the efficacy of the existing policies, laws and institutions. Are we not paying enough attention to women? Are we neglecting our social sector? Or is it that more women are willing to speak out and seek action against perpetrators? The fact remains that as a nation India has been neglecting an important aspect of civil stability and harmony. One needs to realise that women stand at the intersection of Health, Education and Nutrition and even social stability: if one is not able to protect the rights of the women from predators, then all other social sectors will collapse. Women can be empowered only if they feel that they belong to a safe and secure environment; surely this is their entitlement.

In addition, PAI 2018 examines the final example of presentation of delta, an anomalous indicator which demonstrates the difficulties of data comparison when sources and methodology differ from year to year.

### Female Labour Force Participation Rate (FLFPR)

Recently at Davos, IMF chief Christian Lagarde, quoting IMF research, said that women's participation in the workforce to the level of men can boost the Indian economy by 27 percent<sup>3</sup>. It is very crucial to keep a close eye on the movement of participation of women in the labour force.

Table 10: Growth Rates in Female Labour Force Participation Rate

| Female Labour Force Participation Rate (%) for persons aged 15 years & above |                |                                           |                      |
|------------------------------------------------------------------------------|----------------|-------------------------------------------|----------------------|
| States                                                                       | 2011-12 (NSSO) | 2015-16 (Ministry of Labour & Employment) | Growth Rates in LFPR |
| Bihar                                                                        | 5.7            | 18.5                                      | 224.6%               |
| Jharkhand                                                                    | 17.6           | 49                                        | 178.4%               |
| Assam                                                                        | 12.6           | 26.7                                      | 111.9%               |
| Arunachal Pradesh                                                            | 25.6           | 53.2                                      | 107.8%               |
| Tripura                                                                      | 28.2           | 54.4                                      | 92.9%                |
| Uttar Pradesh                                                                | 16.3           | 14                                        | -14.1%               |
| Uttarakhand                                                                  | 26.3           | 22.5                                      | -14.4%               |
| Punjab                                                                       | 20.3           | 11.6                                      | -42.9%               |
| Jammu & Kashmir                                                              | 23.6           | 10.6                                      | -55.1%               |
| Himachal Pradesh                                                             | 49.8           | 18                                        | -63.9%               |

## PAI 2018: CONCLUSION AND FINDINGS

The time-period which PAI 2018 has considered is from 2011-12 (as brought out in NSSO, 68th round) to 2015-16 (extracted from the 5th Annual Employment- Unemployment Survey, Ministry of Labour and Employment). The differences are staggering. It is clear that the assumptions and definitions taken into consideration by NSSO and the Ministry of Labour and Employment are different and do not have any correlation with each other. It is apparent that there is no coordination between the two insofar as even the basic definitions are concerned. It is difficult to comprehend how the FLFPR has tripled in Bihar and Jharkhand and about doubled in Assam, Arunachal Pradesh and Tripura in just a four-year interval between the two studies. More significantly, how have these rates have dropped from almost 50% to 18% percent in Himachal Pradesh within the same period. In Punjab and J&K also, the drop is about 50%. The study of the delta becomes impossible here. Himachal Pradesh is one of the outlier states in the northern belt and is regarded highly for its empowered women; however, the question is why the participation of women in the labour force is decreasing? Is it because most of the women are self-employed? Why is it that Punjab and Himachal Pradesh, both being agrarian economies, the female labour force participation rate is decreasing? Is women's work is not being registered anywhere or there is no account for it? Or it is quite possible that without a rigorous protocol for the collection of data on a national basis, the data collected from year to year vary in concept, assumptions and methodology thus generating incomparable data sets that make comparisons difficult.



Figure 7: Growth rates in FLFPR

PAC 2018 understands that the changes between NSSO data and the Ministry data arise because of a sudden switch from older codes of 1968 to a newer series of codes developed in 2004, which make it difficult to differentiate between, say, farmer and farm managers or shopkeepers and shop managers. Thus, data which should have been comparable have now become complex and incomprehensible for an average student or informed citizen. This is but an example of how the change in definition and methodology, without clear explanation or public awareness, can create problems in data analysis.

On a wider perspective, PAI 2018 looks at the World Economic Forum's Global Gender Gap Report which ranks 144 countries on the progress they have made towards gender parity in four areas – health, education, economics and politics. The gender gap measures the difference between women and men in social, political, intellectual, cultural, or economic attainments. Between 2016 and 2017, India has fallen from the 87th rank to 108. It has been reported that India lost out mainly because of lower participation of women in the economy and low wages. India's greatest challenges were in the economic participation and

opportunities for women, where the country is ranked 139. “On average, 66% of women's work in India is unpaid, compared to 12% of men's,” the report said. India did not perform too well in the health and survival pillar either, where it is ranked 141 – the fourth-lowest in the world. The report said gender gaps in political empowerment, life expectancy and basic literacy also caused India's rank to slip. It has been more than 50 years since India's first woman prime minister came to power, it said. “Maintaining its global top 20 ranking on the political empowerment sub-index will require India to make progress on this dimension with a new generation of female political leadership.” India, however, fully closed the gap in primary and secondary education enrolment for the second year in a row<sup>4</sup>.

As PAI 2018 compares the performances of states in an overall theme of women and women's empowerment, it would be appropriate to also refer to the definitive treatise “A Gender Atlas of India- with Scorecard” by Radha Kumar<sup>5</sup>, which compares the states of India on the basis of data available in seven key indicators such as sex ratio, education, health, political participation, decision making, employment and crimes against women. It would be observed that there is much convergence between these indicators and the ones identified in PAI for the same subject. Some of the key findings of this report are significant and will strengthen the conclusion to which PAI alludes.

- India's sex ratio is 943, as much as 41 points below the world's sex ratio of 984. Child sex ratio is even more alarming at 919, leading Amartya Sen to comment on the 34 million

“missing Indian women”.

- More than half of Indian women suffer from anaemia; this is double the world average.
- The proportion of women in the Houses of Parliament is again less than half of the world average; however, in political decision making, women ministers in India at 22 percent are well above the world average of 15 percent. At the level of local government, India is are more than double the world average because of the statutory requirements of Panchayati Raj reservations.
- Women's employment is dismal: from 32% in 2008 to just below 25% in 2011-12. ILO ranks India 11th from the bottom out of 131 countries evaluated.
- Crimes against women have risen dramatically. Conviction rate is only 24%.

Often in learned writings and treatises on the development models followed by the vastly differing states of India, one is reminded of the transformational changes that health, education, skill development and the empowered woman can bring to the algebra of poverty and growth. Amartya Sen, in his concluding article in the definitive book on measurement of poverty<sup>6</sup>, talks about the big differences brought about by divergent performances in educational and health care, with profound effects on the quality of life of people –often the poorest of people in the income scale.

*“Consider Kerala. It was one of the poorest states in India in terms of per capita income...in the early 1970...and yet, by then, most people in Kerala had*

*some kind of medical coverage from the state, and the proportion of literacy was much higher there than anywhere else in India. As other states, such as Himachal Pradesh and Tamil Nadu distinguished themselves in education and health care, the impact on poverty and distribution –adjusted affluence pulled them away from income based indicators... the hope, indeed confidence which I expressed in various early writings that health care and schooling, would enhance even the performance of economic growth and development (measured even in terms of real income) for reasons that Adam Smith (1776) had discussed”, who had argued that “economic progress depends more on human skill and productivity than on anything else”, can be seen in the recent data on per capita incomes and expenditures. For example, Kerala with very low income in the 1960s and early 1970s, is now at the top of the league in terms of per capita real expenditure, and Himachal Pradesh and Tamil Nadu too have moved ahead of most Indian states”.*

PAI 2018 has noted the dramatic progress made by Kerala from the 1990s to the current day when in terms of per capita income, it raised itself from rank 16 to rank 5 in the country. The following section deals, critically, the GDP, (and consequently the per capita income) as a true measure of the development of a country or the state, nevertheless, for the limited purpose of capturing the growth of GDP in some selected states, Table 11 reveals the journey that these selected states have made. Kerala, (highlighted in green), demonstrates the supremacy of a development strategy that concentrated on enhancing human capacity, also resulting in better

economic indicators, almost as a by-product. Two states quoted as examples of strong economic growth, Maharashtra (falling from rank 5 to 7 in

Table 11: State wise rankings in terms of Per capita income

| States            | 1990-91 | States            | 2014-15 |
|-------------------|---------|-------------------|---------|
| Delhi             | 1       | Goa               | 1       |
| Goa               | 2       | Delhi             | 2       |
| Punjab            | 3       | Sikkim            | 3       |
| Haryana           | 4       | Haryana           | 4       |
| Maharashtra       | 5       | Uttarakhand       | 5       |
| Sikkim            | 6       | Kerala            | 6       |
| Arunachal Pradesh | 7       | Maharashtra       | 7       |
| Gujarat           | 8       | Gujarat           | 8       |
| Himachal Pradesh  | 9       | Karnataka         | 9       |
| Tamil Nadu        | 10      | Tamil Nadu        | 10      |
| West Bengal       | 11      | Telangana         | 11      |
| Andhra Pradesh    | 12      | Himachal Pradesh  | 12      |
| Karnataka         | 13      | Punjab            | 13      |
| Nagaland          | 14      | Arunachal Pradesh | 14      |
| Rajasthan         | 15      | Andhra Pradesh    | 15      |
| Kerala            | 16      | Mizoram           | 16      |
| Jammu & Kashmir   | 17      | Rajasthan         | 17      |
| Manipur           | 18      | Chhattisgarh      | 18      |
| Meghalaya         | 19      | Nagaland          | 19      |
| Madhya Pradesh    | 20      | Tripura           | 20      |
| Uttar Pradesh     | 21      | Meghalaya         | 21      |
| Tripura           | 22      | Jammu & Kashmir   | 22      |
| Assam             | 23      | Orissa            | 23      |
| Orissa            | 24      | Jharkhand         | 24      |
| Bihar             | 25      | Assam             | 25      |
| Chhattisgarh      | NA      | Madhya Pradesh    | 26      |
| Jharkhand         | NA      | Manipur           | 27      |
| Mizoram           | NA      | Uttar Pradesh     | 28      |
| Telangana         | NA      | Bihar             | 29      |
| Uttarakhand       | NA      | West Bengal       | NA      |

Source: Author's own calculations

## PAI 2018: CONCLUSION AND FINDINGS

the same period) and Gujarat (remaining stagnant at rank 8) also demonstrate how focus on economic growth does not result in all round improvements in other aspects of governance. They remain at 5 and 6 in PAI 2018 in the overall PAI rankings. Jharkhand, Madhya Pradesh and Bihar, occupying positions 24, 26 and 29 as per capita rankings are concerned are, not surprisingly, also at the lowest end of the PAI 2018.

As more and more development economists are tending to agree, the GDP is no longer a comprehensive, or even a coherent, indicator to measure true multi-sectoral development that places the human being at the centre of governance. However, the impact that a clear-headed focus and sustained investment in the social sector – in this context, health, education, women's empowerment and social justice, and the like – can bring to bear on the GDP and the per capita income is clearly demonstrated by the example of Kerala, Sikkim, Goa etc. While this may sound to be a truism, it is one of the significant lessons that PAI 2018 has to impart.

While PAI 2018 examines the final rankings of the states of India it also briefly looks at some of the major concepts that have dominated the political narrative in recent times. The nature of **cooperative federalism** has been one such subject, often referred to by the Prime Minister in his discourses and debated at length in various fora across the length and breadth of the country and across ideologies in the political rainbow that we as a nation represent. As a nation, one is proud of the federal character of the Constitution, though



Image 2:  
Co-operative Federalism Vs Competitive Federalism

the term 'federation' does not figure in the Constitution. In practice, the organisation of governance is essentially federal in nature, containing within its basic structure the elements that reinforce this duality i.e. two governments, at Centre and at the State (one may say even three, after the 73rd and 74th Amendment); a written Constitution which remains supreme; division of powers as elucidated in the Union List, the State List and the Concurrent List; an independent judiciary and bicameralism. However, the Indian Constitution also contains several unitary or non-federal features: a strong Centre, single Constitution, single citizenship, integrated judiciary, appointment of state governor by the Centre, the All-India services emergency provisions, that Article 1 of the Constitution and describes India as a 'Union of States' which underlines two facts: that the Indian Federation is not the result of an agreement by the states; and that no state has the right to secede from the federation. The Constitution gives overriding powers to the Central government and States can exercise their executive authority only subject to compliance of laws made by the Central

Government and without impeding the executive power of the Union. Governors are appointed by the Central government to oversee the States. The Centre can even take over the executive of the States on the issues of national security or breakdown of constitutional machinery of the State. Thus, the Indian Constitution has been variously described as 'federal in form but unitary in spirit', 'quasi-federation', 'semi-federation', 'pragmatic federation' or a 'federation with strong unitary features'.

This unique combination of centripetal and centrifugal forces that we are blessed with as a nation, ensures that our cultural and ethnic pluralism invests the political system with great flexibility, and therefore, the capability to withstand political and ideological stress through accommodation and engagement. The Indian federation is best exemplified by its democratic system of governance at the national, state and local levels and the pluralities of its culture in terms of ethnic, linguistic, religious and other diversities which cut through the States. If one is to sustain this mutual and bilateral symbiosis, then one needs to engage in a national debate, not simply on federalism, but on cooperative and constructive federalism. Undoubtedly, a strong Centre leads to strong States, and vice versa, and the two together form the essence of cooperative federalism.

The changing dynamics of real politik and the varied experiences that we have had in recent times, moving from one party rule in the early years after Independence, to a brief interlude of dictatorship in the mid-70s, to the rise of alternative political ideologies overthrowing the

unbearable yoke, the subsequent rise of regional parties, the formation of coalition Governments, the active role of the Judiciary, the continuous reaffirmation of democratic principles involved in the formation of governments, have all shaped the growth and trajectory of federalism by swinging the pendulum from cooperative to confrontationist and vice versa.

As stated above, in the kind of governance structure one lives in, the nature of the relationship between the centre, the states and the local tiers lies at the heart of our sense of nationhood and confidence, and is a sine qua non for India's progress. However, increasingly every centre-state and inter-state relation seems to harbour a political dispute at its heart. Unless tackled in a spirit of mutual respect and accommodation, each such dispute grows into an economic issue leading to underdevelopment, poverty and birth of negative forces. Both the Centre and State governments must attend to the task of preserving nationhood through constructive cooperative federalism which requires a great deal of commitment. One-upmanship, filibustering, political opportunism overriding common sense and maturity; these negative pressures seem to be overtaking good governance and nationalism. It is in this context that we may assert that cooperative federalism alone strengthens the nation from within by enabling it to withstand adversities and challenges because of its inherent resilience and malleability.

However, PAI 2018 identifies new challenges. The dynamics of regional parties and national parties are constantly evolving: elections provide them with opportunities and threats and the first

mover grabs the advantage where possible. PAI 2018 has identified gubernatorial intervention with differing constitutional principles being implemented in Goa and Tripura when contrasted with Karnataka. Constitutional authorities take a stand suited to the powers that be, leaving no option to the judiciary but to intervene and re-establish the rule of law and constitutional propriety: the Karnataka elections is an important lesson for the nation as a whole.

Further, as the nation gains strength and confidence, the plural party system enables individual states to engage with the Union Government, as they have garnered sufficient political and economic weight of their own, with their own financial resources, thus bypassing the institutionalised bodies of collective policy framing. Political exigencies and practical realism makes such arrangements possible today.

On in addition, there are environmental challenges of a global nature such as climate change, that do not recognise state frontiers. Pollution and conservation issues often reflect the uncomfortable tensions between governments at the centre, state and local levels. Disaster management too transcends inter-state boundaries. Terrorism, militancy, organised crimes, threats from across the border – all these require that the country as a whole comes together and the institutional bodies under state governments help the centre by collectively making available the necessary information and resources.

The principles of sharing of resources also raise fears and apprehensions as some states, with



Image 3: 15th Finance Commission

political governments of a radically different ideology, see antagonism, deprivation and alienation, in the manner in which such sharing is proposed to be done. The terms of reference of the 15th Finance Commission, referred to elsewhere in this report as well, is a case in point: the mention of population figures of 2011 instead of 1971 in the TOR has led to a tirade from the southern states who will stand to lose because of their lower rate of population growth; the intended review of the need for revenue deficit grants has also led to fears from some of the states. Similarly, the directions given to the Finance Commission to incentivise states “moving towards replacement rates of population growth” will, in effect deprive the states who have already achieved the target, of precious resources.

Aroon Purie, CEO of India Today in his recent address at the Annual Conclave, referred to the five major paradoxes of the world one lives in: the return of nationalism; the rising threats to democracy from fundamentalism, majoritarianism and general intolerance; the emergence of the Maximum Leader; the divide between the rich and the poor growing despite

rising prosperity; and the emergence of the global digital giants challenging our right to privacy. The first three have particular reference to the India we now live in. The nation has found a consummate and articulate leader who expresses the will of the majority, and defines the nation in terms that are unmistakably bold, confident and self-defining. Any contrary voice, be it from another political ideology or religious minority, any conscientious objection expressed through intellectual dissent or innocent truthfulness, receives immediate contradiction and contempt, expressed, not by the leader, but by other lumpen elements claiming proximity to the powers that be, through threats, physical assault and exclusion.

The immediate impact has been felt by the vulnerable, the weak and the disenfranchised. Dalits have been at the receiving end; so have the Muslim minorities. The food we eat, the books we read, the movies we see, the persons with whom we co-habit, all the personal choices we make, have come to occupy public space and victims are identified and violated in one incident after another. Intellectuals and thinkers who have an alternate viewpoint have been jeered at, condemned, excommunicated or even eliminated. A movie, admittedly based on legend and fable, which sought to glorify a particular community, received the utter hate and anger of its goons, disrupting the country for several weeks on end, before it petered out. Social media runs riot with news and fake news and there is no way to differentiate one from the other.

The government, national and state, also joined the fray. In the beginning of April this year, the Ministry of Information and Broadcasting issued

an ominous press release stating that the Press Council of India (PCI) and the News Broadcasters Association (NBA) would enquire into any journalist allegedly publishing fake news and, if the news is found to be fake, his accreditation would be cancelled. The resulting uproar forced the Ministry to retract the press release. A controversial criminal law ordinance was issued by the Rajasthan Government in September 2017 to grant immunity to serving and retired public servants from probe and prosecution on complaints about alleged offences, without prior sanction of the authorities. A Bill to replace the ordinance was also introduced in the Legislative Assembly, but all-round criticism ensured that it did not see the light of day. Meanwhile, Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan recorded the maximum number of attacks on media persons even as India fell three places on the World Press Freedom Index in 2017. Gauri Lankesh, a critic of right wing Hindu extremism from Karnataka, fell to an unknown assassin's bullets in an incident that shocked the country.

Women and children continue to be abused, in more horrifying ways than ever before. NCRB reports that rape cases have risen in one year by 12.4 percent (2016 over 2015) with the highest incidence in Madhya Pradesh and Uttar Pradesh followed by Maharashtra. There are 106 rape cases occurring each day and but for the handful of tragic cases that have attracted public sympathy, the rest are only reported and forgotten, subject to the interminable delays of law in investigation, trial and conviction. Crimes against children too have risen by 13% in the same period, with the same three states topping the charts of infamy. Not surprisingly, the same three states lead the country

in the cases registered under POCSO. Crimes against the Scheduled Castes and Scheduled Tribes saw a rise of 5.5% and 4.7% respectively in the same period.

Deaths of children due to premature and low weight births rose from 12.3 per 1000 live births in 2000 to 14.3 in 2015<sup>7</sup>. Five women in India die every hour during childbirth because of post-delivery hemorrhage, reports WHO<sup>8</sup>. India now has the third highest number of cancer cases amongst women<sup>9</sup>.

India faces a looming drinking water crisis with the Asian Development Bank forecasting that by 2030 the country will face a 50% water deficit. ASER's annual report shows how the quality of education is falling each year despite the allocation of about 4% of the nation's GDP to this sector. The myth of the demographic dividend is being exposed as our children have neither the basic skills for learning nor are competitive enough to live productive lives for themselves.

There are some broad thoughts that have been expressed in the World Bank Group's latest report entitled “Fair Progress? Economic mobility across generations around the world”<sup>10</sup>. It is an unquestionable fact that one generation wishes for the next, a



Image 4: World Bank report: “Fair Progress: Economic mobility across generations around the world”

standard of economic well-being and a quality of living better than what they have themselves experienced. This is reflected in what is known as intergenerational mobility. “Every day, nearly 400,000 babies are born around the world. None of them get to choose their gender, race, where they are born, or the social and economic condition of their families. Life's starting point is a lottery. But the future needn't be left to chance... Narrowing the gaps between the rungs on the mobility ladder requires public investments and policies that create more equal opportunity.” The report goes on to state that policies that support the drivers of economic growth, such as promoting macroeconomic stability, a better investment climate and greater integration with global markets, are key to improving mobility. However, greater growth even of the kind that leads to improvements in the living standards of everyone in society is not sufficient to ensure relative mobility. Higher inequality, which is typically associated with higher inequality of opportunity, leads to lower relative mobility, which then leads to inequality in outcomes and opportunities, and so on as the cycle perpetuates across generations. This implies that drivers of inequality in outcomes and opportunities are likely to be barriers to relative mobility as well. Therefore, policies that promote the objectives of growth with greater inclusion arguably also support the drivers of relative and absolute mobility.

For such an objective to succeed the state has to perform three overlapping roles. The first is that of an investor in public goods that support growth and help level the playing field at all stages of life. Although the investments can be at the local, regional, or national level, a national policy is

usually needed for coordination and for the optimal allocation of resources across space. The second role is that of a regulator to make markets work more efficiently and more equitably. This involves setting the appropriate regulatory and competition policies in factor (labour, land, and capital) and product markets by recognising that distortions limit mobility at different stages of life. The third role of the state in improving mobility is redistributive.” This involves establishing tax and spending policies that balance efficiency with equity, which can be complementary if a longer view is taken, given the virtuous cycle between growth and higher relative and absolute Inter-Generational Mobility. Indeed, circumstances associated with one's birth, race, gender etc appear to be increasingly important for an individual's prospects for upward economic mobility, yet the state can play a proactive role in compensating for differences in individual and family starting points to level the playing field in opportunities.

It is in this context that governance assumes very significant and crucial relevance. The manner in which governments ensure the delivery of the fruits of development to its citizens to enable this mobility is perhaps the crux of what this annual report tries to state. India has, serious and core governance issues that defy resolution, irrespective of the political party in power. Education, health, drinking water, crime, gender issues, the child in danger: in every critical area of human concern, we seem to be faltering, even as we achieve high GDP growth rates of 6%-7%. Is India a Flailing State? asks Lant Prithchett from the Harvard Kennedy School<sup>11</sup>:

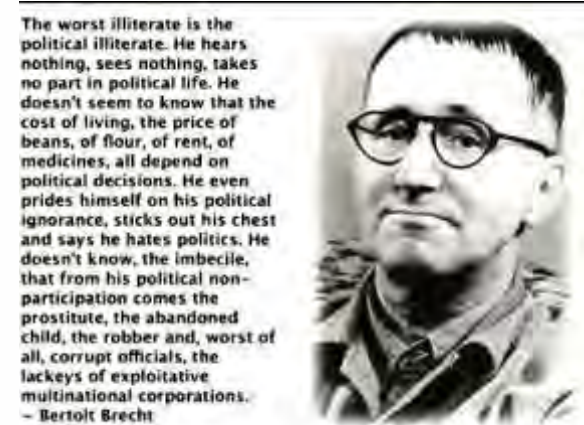


Image 5: Famous quotes by Bertolt Brecht

“I argue that India today is a flailing state – a nation state in which the head, that is, the elite institutions at the national (and in some states) level remain sound and functional but that this head is no longer reliably connected via nerves and sinews to its own limbs. In many parts of India, in many sectors, the everyday actions of the field level agents of the state – policemen, engineers, teachers, health workers – are increasingly beyond the control of the administration at the national or state level.

The efficient delivery of public services, right down to the last mile: viewed from the perspective of a citizen, this is perhaps the touchstone of good governance. In state after state, there is failure to deliver: more so in the states that lie in the north of the Vindhyas, less so for those that lie south. At some plane or the other, the country seems to be living in two time zones, one aspirational and confident, imbued with the need to perform and to give their citizens a chance in life; the other still in the chains of backwardness and prejudice,

struggling to find an identity of their own, and yet just not finding it. Our women are glorified in scriptures but debased in their everyday lives; our children smile up at cameras but are anemic, unhealthy and uneducated. The poor of the country fall in true worthwhile the upper one percentile garner more and more wealth for itself. This is perhaps the continuing saga of our increasingly binary country, India and Bharat, rural and urban, modern and outdated, progressive and feudal.

The Constitution of India is one of the most vibrant in the world, but its fiat runs slow and unsteady and yet there is so much to hope for: our scientists and software engineers touch the sky in their excellence, our men and women in sports inspire millions, our entrepreneurs capture international imagination. Somewhere between these two extremes lies the sleeping giant. As Indians we need to awaken our conscience and our spirit and grasp the brilliant potential of 'we, the people of India'. It is no longer the time for us to take a disinterested or pessimistic view of our country. Each of us has to fully engage in the democratic process, be imbued with the basic principles of a functioning republic, and make our nation vibrant, participative, strong, caring and confident. Not to do so would be unpatriotic and cynical.

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## THE FOUR GRAND PILLARS





Image 1: Joseph Stiglitz, an American Economist

The four capitals theory (FCT) has for long been the touchstone for measuring sustainable development - the relatively new measures of natural and social capital preceded by theories of

measurement of the stock and flows of man-made and human capital. In fact, from the 1970s, when economic analysts regarded questions of poverty and environment, they proposed the framing of sustainability requirements of development in terms of the maintenance of the four capitals, namely the natural, the human, the social and the economic. Joseph Stiglitz has, done seminal work in this regard. One school of thought proposes the tetrahedral model<sup>1</sup>, where the three capitals (social, natural and economic) impact the fourth, the human capital, in positive and negative ways. It is also true that it is well-nigh impossible to draw clear boundaries around each of the four as they are all inter-dependent with porous demarcations. From the perspective of the development trajectory of the country and the performance of the states, one compelling fact deserves greater examination: the overwhelming

**The human organism is:**  
 (1) a biological entity (relating to the natural or biophysical sphere),  
 (2) a factor of production (relating to the economic sphere),  
 (3) a member of communities (relating to the social sphere)  
 (4) a political actor and citizen (relating to the political sphere).

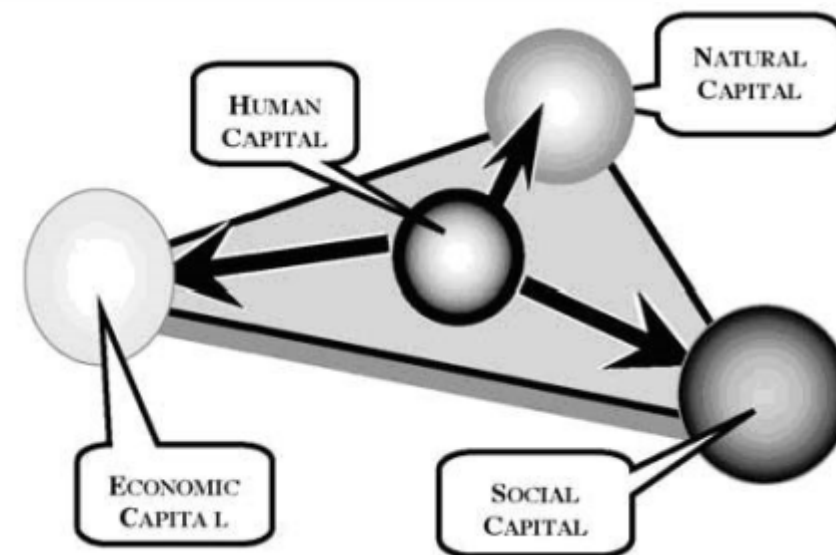


Image 2: Tetrahedral Model

policy attention to economic growth to the near complete exclusion of equity and ecological sustainability considerations, and its unconscionable consequences. In this chapter we will explore the various dimensions of the development challenges that states must respond to in the backdrop of the FCT. In PAI 2018 we refer to the concept as the four grand pillars.

It is axiomatic that in order to create and maintain a sustainable society, the four capitals must be balanced in that society. The FCT is based on the premise that preserving a stock of capital over time is a prerequisite for sustainable development. It also postulates the substitutability of the capitals and thus of a composite stock of capital over time. The moot question that poses the present and clear danger, is the degree to which different capital stocks can be substituted for each other. In the absence of a rule-based framework for the political economy of development, most states, and as a federation the country, tend to have a sedentary bias to follow what might be described as a weak sustainability rule.

Arguably, the FCT approach to development, does not address in sufficient measure, the trade-offs and synergies that manifest in what are the three fundamental elements of sustainable development – economic growth, social equity, and ecological sustainability. In the Indian context and the stage of development that we are in, the inherent tension between economic growth and social equity is at the heart of the development challenge. So is the ecological dimension of our future development trajectory. While the FCT can help in defining relatively simple indicators of sustainable development, it remains a static

approach that does not account for the complexities of development at disaggregated levels. It also does not account for the historical disadvantage, for instance the accumulation of capital by the few, or the inter-generational social and cultural deprivation of caste. In India's experience in fact, if anything the tide has not lifted all boats – and equity concerns far outweigh those of growth. The institutional and political economy factors – rent seeking, markets, welfare nets, tax systems, and the patterns of remuneration – that represent inherent conflicts of interest are not built into the FCT model. The marginal productivity theory seeks not merely to explain but also justifies inequality. The challenge before the states is to prioritise political actions to address and remove more complex sources of unsustainability at disaggregated levels of analysis. In what follows we elaborate on some of these issues.

Economic development may attempt to maximise human well-being of future generations by destroying or depleting environmental resources. Historically, economic development has sought to maximise wealth while attaching much less weight to other assets, such as human health, social networks, clean air and water and biological diversity. This has created a vicious cycle in which economic development has often occurred at the expense of the environment, leading to detrimental impacts on the well-being of society in the long run. Development is considered to be sustainable if these capital stocks or assets are maintained or increased over time<sup>2</sup>. One way to inculcate this philosophy in the minds of the policy planners and political leaders of countries

is to motivate them to consider the other forms of assets such as human, social and natural, as equally invaluable and perhaps more so than the economic capital that we are so used to dealing with in financial terms. Thus in recent times there has been greater focus on the four forms of capital that constitute the elements that go into development on a macro level. These forms are sought to be described below:

Natural resources are all of those things that we



Image 3: Natural Capital

take out of nature and use: water, plants, animals, and materials from the earth such as fossil fuels, metals and minerals. All of these are things that we use up, either as raw material or as part of a production process. The end result is either a finished product, waste material or both.

## THE FOUR GRAND PILLARS

Human capital is each individual's personal skills and abilities, physical and mental health, and education. In the context of governance, it refers to the initiative taken by governmental structures to ensure that the capacity and capabilities of the people are enhanced in a manner so as to enable them to access the fruits of development and find self-fulfilment.



Image 4: Human Capital

Social capital refers to the ways in which people interact and relate to each other. This includes community and social networks, the trust and reciprocity necessary to make a human conglomeration work in harmony, and very



Image 5: Social Capital

importantly, is based on shared values and norms that bind the society together. In terms of governance, it has special significance in the manner in which the state takes care of those who are unable to take care of themselves. In the context of our present study we are specifically examining governmental processes that takes care of those sections of society that are vulnerable. The actions taken by governments for the welfare of women and children, or the differently abled, or of those belonging to certain depressed or disadvantaged sections of society, as well as for providing delivery of justice as and the maintenance of law and order etc, these are the areas of our examination.

Economic capital refers to the manner in which the government takes into consideration aspects pertaining to physical development attributes such as the creation of roads, heavy equipment, factory buildings, houses, etc. The creation of economic capital, or in simpler language the creation of wealth and its management, directly and indirectly helps in the economic



Image 6: Economic Capital

strengthening of the nation, with the co-called trickle down effect ultimately bringing its benefits to those who are at the bottom of the pyramid. This includes the monetary and financial policies that are followed at a national level, as well as the management of currency in such a manner as to reduce deficit and inflation and lead the economy to greater strength. Job creation is an integral part of this aspect of economic capital.

Taken in its entirety these four concepts take good care of all its capital, natural, human and social, in addition to its economic capital, in order to continually improve the quality of life of all its inhabitants.

To invest capital is to manage it in a way that improves its value, so that the capital provides benefits now and in the future. When you invest monetary capital, you earn interest so the value of that capital grows. When you invest in natural or human or social capital, its value also grows, but in ways much harder to measure:

- Educating children, providing preventive health care, eating right, getting plenty of exercise, training workers, and developing peaceful relations with other nations are all examples of investing in human and social capital.
- Preserving prime forests and expanding green cover, conserving water, both surface and underground, protecting farmlands and wetlands, preventing pollution, using resources no faster than they are renewed, and managing wastes in ecologically sound ways are all examples of investing in natural capital.

When a child grows up hungry and uneducated or a wetland is destroyed, our human and social capital is degraded. Those who are not as fortunate as we are are left to their own fate without the protection due to them from the state; then we diminish the worth of the social capital. All around the world there are examples of communities using up their natural and social capital, living off the principal rather than living off the interest. The depletion of the forests in the Amazon area, the gross exploitation of the Sunderbans or the western ghats in our own country and so on exemplify the destruction of the precious natural capital which could sustain the human capital as well as nurture our overall sustainable growth.

A sustainable developmental model wisely manages all its capital -- using and improving the social, natural and built capital in ways that allow that capital to continue to support that people in the future. Living off the interest of such capital should be an important aspect of our developmental policies.

**Natural Capital:** In the context of the governance of these four forms of capital, we may take a look at the institutional structures in place in the country and some of the major issues that we have to contend with. Let us first take a look at natural capital: Insofar as the the elements of environment and forest as a sub-set of natural capital is concerned, the Union Government Ministry in charge is the Ministry of Environment, Forest and Climate Change, which is the nodal agency for the planning, promotion, co-ordination and overseeing the implementation of India's environmental and forestry policies and programmes<sup>3</sup>. The Ministry's primary concerns are the implementation of policies and

programmes relating to conservation of the country's natural resources including its lakes and rivers, its biodiversity, forests and wildlife, ensuring the welfare of animals, and the prevention and abatement of pollution. While doing so, it is also guided by the principle of sustainable development and enhancement of human well-being. The broad objectives of the Ministry are:

- Conservation and survey of flora, fauna, forests and wildlife;
- Prevention and control of pollution;
- Afforestation and regeneration of degraded areas;
- Protection of the environment; and
- Ensuring the welfare of animals.

These objectives are well supported by a set of legislative and regulatory measures, aimed at the preservation, conservation and protection of the environment. Besides the legislative measures, the National Conservation Strategy and Policy Statement on Environment and Development, 1992; National Forest Policy, 1988; Policy Statement on Abatement of Pollution, 1992; and the National Environment Policy, also guide the Ministry's work<sup>4</sup>.

As an aside, we may add here, that the competence of the Union Government to intervene and legislate on such issues of paramount importance was not the original intention of the founding fathers of the Constitution. Environment and Forests was in the state list of the Constitution. During the Emergency when Mrs Indira Gandhi

was at the peak of her powers, we see how Environment, which was a state subject, was, through the now infamous 42nd Constitutional amendment of 1976, included in the concurrent list thereby paving the way for a plethora of statutes that demonstrated the nation's commitment to environment and its many concerns. The Air (Prevention and Control of Pollution) Act of 1981 was followed by the Environment Protection Act of 1986, the Biological Diversity Act of 2002 and finally leading upto the National Green Tribunal Act of 2010.

The other crucial Ministry catering to an important natural resource is the Water Resources Ministry. This is different from the Ministry that deals with water as a resource for sustenance of human life by managing drinking water. As we know, India is endowed with a rich and vast diversity in our water assets. Water Resources Ministry's development and management of this crucial asset plays a vital role in agricultural production. Integrated water management is vital for poverty reduction, environmental sustenance and sustainable economic development. The National Water Policy envisages that the water resources of the country should be developed and managed in an integrated manner<sup>5</sup>. The mission of the Ministry of Drinking Water and Sanitation is to ensure all rural households have access to and use of safe and sustainable drinking water and improved sanitation facilities by providing support to state in their endeavour to provide these basic facilities and services. Its objectives are to ensure all households have access to, and use of, safe drinking water and sanitation facilities, to ensure communities monitor and keep

## THE FOUR GRAND PILLARS

surveillance on their drinking water sources, to ensure all government schools and anganwadis have functional toilets, urinals and access to safe drinking water, to provide an enabling environment and support to Panchayat Raj Institutions and local communities to manage their own drinking water sources and sanitation in their villages, and to provide access to information through online reporting mechanism with information placed in public domain to bring in transparency and informed decision making.

The Ministry of Coal is yet another ministry that deals with natural resources: it is vital for the economic development of the country, but its unwise utilisation can lead to severe depletion of the wealth of nature, with multiple ill-effects that have a disastrous impact on the environment. The Ministry is committed to augment production through Government companies as well as captive mining route by adopting state-of-the-art and clean coal technologies with a view to improve productivity, safety, quality and ecology. It also augments the resource base by enhancing exploration efforts with thrust on increasing proved resources, while also facilitating development of necessary infrastructure for prompt evacuation of coal<sup>6</sup>.

Similarly, we have the Ministry of Mines responsible for survey and exploration of all minerals, (other than natural gases, petroleum and atomic minerals)<sup>7</sup>.

So also the Ministry of Petroleum and Natural Gas that looks after important areas of work such as exploration and exploitation of petroleum resources, including natural gas, production,

supply, distribution, marketing and pricing of petroleum including natural gas and petroleum products, matters related to oil refineries, as also all activities related to planning, development and control of, and assistance to all industries dealt with by the Ministry.

While we shall not comment on various contentious issues related to the allocation of these natural resources to private interests without following due process which has lead to a national scam of the highest order, it should suffice to say that there are serious issues involved in the allotment and exploitation of these natural resources buried in the earth. The naturally antagonistic relationships between coal and other mineral resources on the one hand and the subjects of forest and environment on the other does not need to be reiterated here. There are supporters of each of them: there are some who argue that the continuous exploitation of these natural resources is necessary for economic growth, there are others who are in favour of the strictest control and regulation so as to preserve and protect these resources for the future generations and who would advocate that the planet through research and development should move to non-exploitative forms of natural resources including renewable resources so that the future of the earth is not imperilled.

In the seventies, we see the first stirrings of a national concern for environment and natural resources including water and air and wild life. They were focussed after India's enthusiastic participation in the UN Conference on Human Environment held in Stockholm in 1972. Immediately this led to the formation of the National Council for Environmental Policy and



Image 7: UN Conference on Human Environment, Stockholm, 1972

Planning, which later, evolved into a full-fledged Ministry of Forests and Environment. The same year saw the Wild Life Protection Act coming into force, and in 1974, the Water (Prevention and Control of Pollution) Act was legislated. The Central Pollution Control Board was set up under this Act: in turn, the states too set up their own Pollution Control Boards.

We cannot ignore the compulsions arising out of Climate Change impact on the planet and the concerted efforts being made by the nations of the world to combat its dramatic and calamitous effects on the fragile ecosphere that we have. The sudden decision of the United States to walk out of the Paris Agreement after the arrival of Trump, would certainly be a setback for these efforts, though India may interpret this as an opportunity to enhance its leadership role as a nation that is committed to the main principles of the Paris Agreement of 2015<sup>8</sup>. The Union Government has been implementing the objectives of control of climate change through encouraging the states to invest in the State Climate Change Plans with a clear time frame in mind: this involves the

allotment of adequate finances as well as encouraging the state to act in a concerted manner through its many departments and agencies so as to move towards the stated objectives.

**Human capital** is a term popularized by Gary Becker, an economist from the University of Chicago and Jacob Mincer that refers to the stock of knowledge, habits, social and personality attributes, including creativity, embodied in the ability to perform labour so as to produce economic value<sup>9</sup>. The best-known application of the idea of "human capital" in economics is that of these two professors of the "Chicago School" of economics. In their view, human capital is similar to "physical means of production": one can invest in human capital (via education, training, medical treatment) and one's outputs depend partly on the rate of return on the human capital one owns. Thus, human capital is a means of production, into which additional investment yields additional output. We may say that human capital is a collection of traits – all the knowledge, talents, skills, abilities, experience, intelligence, training, judgment, and wisdom possessed individually and collectively by individuals in a population. These resources are the total capacity of the people that represents a form of wealth which can be directed to accomplish the goals of the nation or state or a portion thereof.



Image 8: Human Capital across the world

It is an aggregate economic view of the human beings acting within economies, which is an attempt to capture the social, biological, cultural and psychological complexity as they interact in explicit and/or economic transactions.

Many theories explicitly connect investment in human capital development to education, and the role of human capital in economic development, productivity growth, and innovation has frequently been cited as a justification for government subsidies for education and job skills training.

We have to examine this concept in the light of the particular circumstances of our country. Economists and political leaders take pride in the fact that India is a young country. 65% of the population of the country is below the age of 35; so also we say that 25% of the population is below the age of 25. This should generate hope for the future in view of the fact that as a young nation we have more energy and the spirit to do great things for the development and betterment of the nation. We have often heard of the catchy phrase of the 'demographic dividend', and our country is proud to own a population profile where the youth dominate the population statistics. However, as has been argued by economists led by Amartya Sen, Jean Dreze and others, unless this human stock is educated and skilled, healthy and energetic, they will not be able to grasp the benefits of the fruits of development. In terms of education, the annual ASER reports have consistently revealed the extremely poor quality of the education being imparted to the children, especially though the public instruction system. Surveys related to health and nutrition of the young population of the country also reveal that

almost 45% of the children are being born either stunted, or underweight or malnourished, thus diminishing their intrinsic value and their ability to contribute to the robust development of the nation.

The question of the development of the human capital is also clouded by the debate of economic growth and some widely observed contradictions between these two gold standards. Even as we read reports pertaining to say, the Hunger Index 2017 where India is at rank 100, trailing even North Korea and Bangladesh, we also get to know how India has leaped 30 ranks in the Ease of Doing Business Index recently brought out by the World Bank. States performing well on the economic scale often show poor performance in social indicators. Gujarat is an example: where it is one of the most economically developed states in the country. However, in matters of learning capabilities, or on the prevalence of malnutrition and anaemia, the state performs poorly.

Thus in the context of PAI 2018, the human capital refers to the efforts made by the state to enrich its human assets. The themes that we are looking at in this report, in the context of human capital, refer to Support to Human Development followed by Transparency & Accountability. The specific indicators in the former theme, under the focus subject of education are, Educational Development Index, ASER learning levels, the number of higher educational institutions per one lakh population, expenditure on education as a percentage of state GDP, the percentage of enrolment out of the SC population and the ST population. Similarly, in health, the second of these themes, the specific variables being examined under the focus subject of Health are,

## THE FOUR GRAND PILLARS

Infant Mortality Rate, Average population served per hospital bed, full immunization, health expenditure as a percentage of state GDP, life expectancy and average population served per allopathic doctor.

By **social capital**, what we mean in general terms is the resources inherent in social relations which facilitate collective action. As defined in text books, social capital resources include trust, norms, and networks of association representing any group which gathers consistently for a common purpose. In fact, in its narrow definition, more so in financial terms, social capital basically comprises the value of social relationships and networks that complement the economic capital for economic growth of an organization. Social thinker LJ Hannifan has been credited with the coining of the term social capital:

*“The individual is helpless socially, if left to himself. If he comes into contact with his ‘The neighbor, and they with other neighbors, there will be an accumulation of social capital, which may immediately satisfy his social needs and which may bear a social potentiality sufficient to the substantial improvement of living conditions in the whole community. The community as a whole will benefit by the cooperation of all its parts, while the individual will find in his associations the advantages of the help, the sympathy, and the fellowship of his neighbors’”<sup>10</sup>.*

But as we are examining the term in the context of governance, it is clear that the definition will undergo a transitional shift. We may, in short, state that we are examining the manner in which the

governance institutions take care of those who are not able to take care of themselves.

It is a given that economic activity, while largely bringing prosperity to the country, can also result in adverse effects on the lives of people who may not have been able to gain from its benefits. The free market and the principle of laissez faire, which India in the early stages of its development had avoided, has now more or less become the norm for the economic growth and development of our country. From a largely controlled economy, where the public sector institutions occupied the commanding heights of the economy, and where all aspects of growth and development were directed by the government, the country has moved, after the phase of economic liberalisation unleashed in the early 1990s, to a philosophy of encouraging enterprise and private initiative. Some may argue that while there are certainly benefits discernible in the economy with higher growth rates and the uplift of large sections of society from below the poverty line into the middle class, there are many who have fallen into the cracks. This is the logic for the

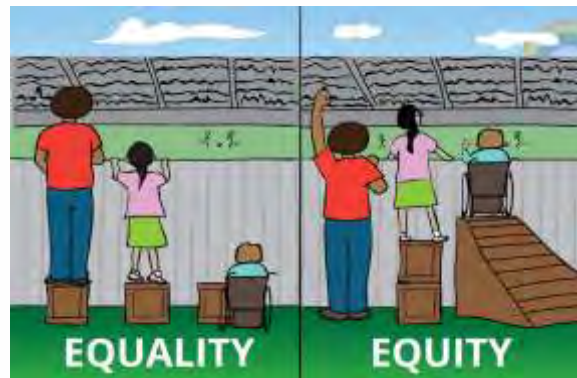


Image 9: Equality and Equity

extensive involvement of the government into measures that establish the principle of social protection for large swathes of the population.

The manner in which the state discharges this responsibility cannot be overstated. At a time when the attention of the political leadership as well as the policy planners is focussed on economic growth (as depicted through the state's overriding concern with the increase in the Gross Domestic Product) there is genuine concern that we may be missing out on significant social concerns. Serious issues of equality and equity, including those related to hunger, gender and social discrimination, as well as appalling violations of individual liberty and freedom are now grabbing the attention of the thinking sections of our population. It is our belief that a clear-headed examination of these aspects of social protection is an important and necessary aspect of good governance and hence the reason why it plays such a significant part of our study of the states.

**Economic Capital** is, in a way, tangentially at a contrast with the essentials of social capital, though they should not be. As a limited definition, we may say that it is a risk management tool that unifies capital calculation techniques across all financial services firms and conglomerates, irrespective of their line of operation. But in the overall context of governance, we look at a wider and more expansive definition. What we mean in the context of this report pertains to the efforts made by the states and the country to strengthen the fundamentals of economic instrumentalities of governance and to enhance economic growth so as to lead to overall prosperity and improvement in the lives of the citizens.

The comparative strength of a country within the comity of nations is more often than not, judged on the basis of the economic prowess that it demonstrates. The powerful nations of the world, are powerful because of their economic strength, their industries, their infrastructure, their military strength and the strength of their currency. Economic capital therefore becomes a proxy for the over all greatness of the country. India, ever since the early nineties, has shown steep increases in the growth of its GDP. There were certain years where the GDP annual growth rate had crossed 10%. Currently, when the growth rate fell to 5.7% in a quarter, there was some critics who pointed out the unstable nature of our economy. But this changed immediately in the next quarter when the GDP growth rose again to 6.4%.

The economy of India is a developing mixed economy<sup>11</sup>. It is the world's sixth-largest economy by nominal GDP and the third-largest by purchasing power parity (PPP). The country ranks 141st in per capita GDP (nominal) with \$1723 and 123rd in per capita GDP (PPP) with \$6,616 as of 2016. After the 1991 economic liberalisation India achieved 6-7% average GDP growth annually. In FY 2015 and 2017 India's economy became the world's fastest growing major economy surpassing China. The long-term growth prospective of the Indian economy is positive due to its young population, corresponding low dependency ratio, healthy savings and investment rates, and increasing integration into the global economy. India topped the World Bank's growth outlook for the first time in fiscal year 2015–16, during which the economy grew 7.6%. Growth is expected to have declined

slightly to 7.1% for the 2016–17 fiscal year. According to the IMF, India's growth is expected to rebound to 7.2% in the 2017–18 fiscal and 7.7% in 2018–19.

India has one of the fastest growing service sectors in the world with an annual growth rate above 9% since 2001, which contributed to 57% of GDP in 2012–13. India has become a major exporter of IT services, Business Process Outsourcing (BPO) services, and software services with \$154 billion revenue in FY 2017. This is the fastest-growing part of the economy. The IT industry continues to be the largest private-sector employer in India.

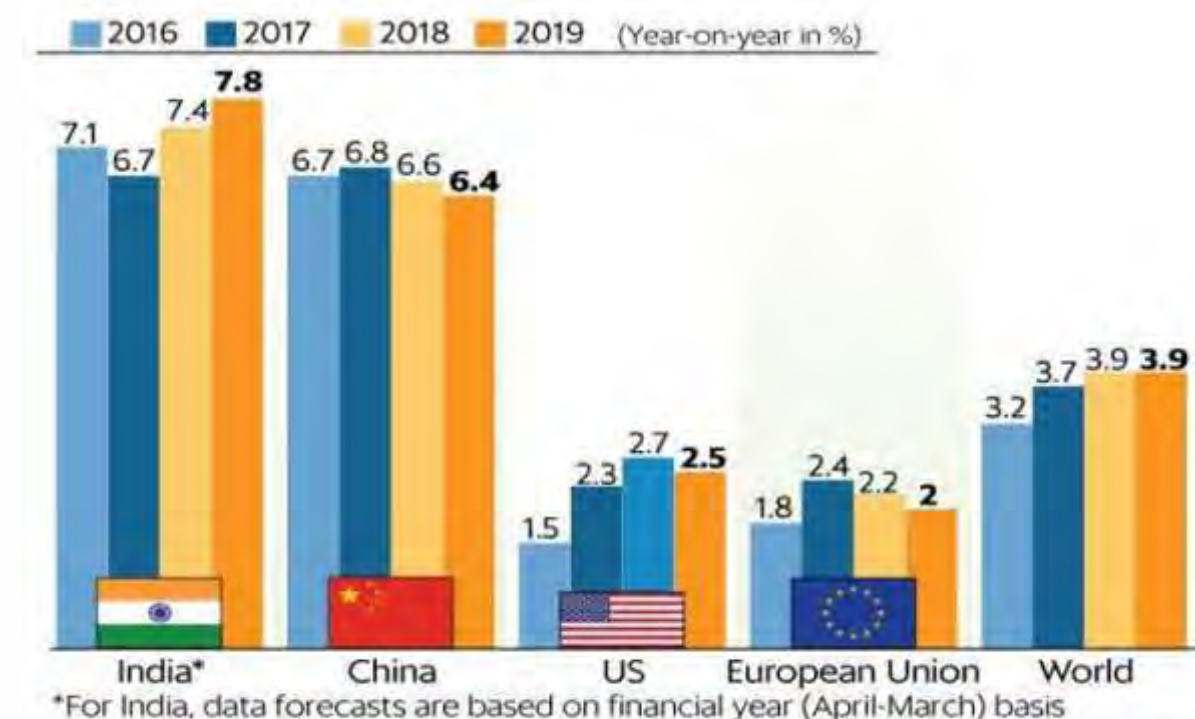


Image 10: India one of the fastest growing economies

Source: IMF

## THE FOUR GRAND PILLARS



Image 11: GST, India

The recent initiatives in strengthening the economy has had mixed results. Both the demonetisation of high currency notes as well as the introduction of GST, while in principle and theory regarded as sound and imperative, has had a disruptive impact on the economy as a whole. The institutionalisation of the monetary policy and the reforms being made in legislation pertaining to bad debts and insolvency should strengthen investment and the market. However, there are serious doubts in the agriculture sector which is increasingly becoming unviable with smaller land holdings and uneconomic practices leading to a spate of farmer suicides. The plague of the black economy continues to unsettle though there are some indications that both the impact of the demonetisation and the introduction of GST have had a positive impact on to reduce this scourge.

The recent spate of financial scams involving dubious letters of undertaking issued by banks without due diligence, extreme risk credit operations and creation of shell companies, resulting in high profile business men taking advantage of the system and then fleeing the country to obtain refuge elsewhere, is getting to be a common phenomenon. Non-Performing assets are growing and the banks, stressed by the nature of the TBS (Twin Balance Sheets) are struggling

to keep their heads above the water. These anomalies are not restricted to public sector banks as some tend to argue. The very recent revelations in private banks as well show that the rot is spreading. The infusion of capital into these stressed banks to the tune of over one lakh crores by the government may help them tide over the current crisis. But there is a genuine concern in the minds of the thinking Indian that public funds of the tax payers are being utilised to bolster the fortunes of financial institutions who have consistently violated norms of financial prudence and have succumbed to the temptations offered by influential manipulators of the system.

In a departure from the PAI model followed in 2016 and 2017, we are adding another level to the hierarchy of data, while at the same time reorganising the structure of data aggregation. The 100 indicators, the thirty focus subjects and the ten themes shall be enveloped within the four capital model, while at the same time attempting to examine how the states of India are protecting, developing and utilising their four stocks in natural, human, social and economic capital. Though there has been debate about the interplay of these four forms of capital in the principles and processes of governance, there is some unanimity when we assert that better outcomes can be achieved in the balanced and sustainable utilisation of each of these four forms of capital. Indeed, in the analysis of data, we shall be examining how each of the states perform in the 100 individual indicators identified; but, we shall also see how their rankings change as these individual indicators are collated into their respective focus subjects, themes and finally

integrated into the four capital structure of governance.

We may even attempt to say that the ideal models of sustainable development, encompassing the balanced utilisation of the capitals, coincides with the international goals that humanity has set for itself in the Sustainable Development Goals. We are already into the third year of the SDGs. Sociologists and economists may say that mankind is today in a better place than it was in the last century, that there is less disease, that the expectancy of life has increased, that more and more children are getting educated, that medical science is controlling hitherto incurable illnesses, that the world is a safer place to live in. However, the fact remains that inequality has increased, depletion of natural resources continues unhindered, crimes against women and children continue to rise, and walls are being raised between man and man on ethnic, religious and ideological grounds. As a nation we need to find a way to resolve these differences and work in a manner that restores the delicate balance between economic efficiency measured by growth, social equity measured by inclusiveness, and sustainability measured by clean production and clean consumption.

The PAI 2018 makes an effort in this direction to demonstrate how we as a nation, and as individual states of the Union, are faring in the task of governance of our people while at the same time creating our own model of all round and long term sustainable development. The results, we hope will be instructive for the states of the country.

The structure adopted by PAI 2018 for an analysis of the four capitals model is as follows:

Table 1: The structure of PAI 2018

| 4 Capitals       | 10 Themes                       | 30 Focus Subjects | 100 Indicators |
|------------------|---------------------------------|-------------------|----------------|
| Natural capital  | Environment                     | 7                 | 20             |
| Human Capital    | Support to Human Development    | 2                 | 13             |
|                  | Transparency and Accountability | 2                 | 9              |
| Social Capital   | Social protection               | 4                 | 12             |
|                  | Women and Children              | 2                 | 8              |
|                  | Crime, Law & Order              | 3                 | 7              |
|                  | Delivery of Justice             | 3                 | 5              |
| Economic capital | Essential Infrastructure        | 4                 | 16             |
|                  | Financial Management            | 2                 | 6              |
|                  | Economic Freedom                | 1                 | 4              |
|                  |                                 |                   |                |

As may be seen from the above, each of the themes have been assigned to a capital, based on the nature and character of the theme concerned. In turn, the focus subjects and the specific indicators have also been assigned their rightful place in the hierarchy of data analysed. The data for the specific indicators, collated into focus subjects, and later into themes, and finally depicted against the four capitals, will give insight into the manner in which each of the states is utilising the capital available to it in the best manner possible. At the macro level, it would be possible to infer how the

political leadership of the states have appreciated the wealth available for its disposal in the four capitals model and how they have harnessed its potential for the overall developmental strategy of the state. While this is a new dimension to PAI 2018, it is not our intention to go deeper than what the figures denote. These rankings, we can state with some trepidation, may generate much debate, and may be subject to criticism at both practical and intellectual levels. Nevertheless, it may provide a reasonable appreciation of the broader picture of governance in the light of Stiglitz's four capitals model.

Table 2: Ranking of states in terms of Natural Capital

| Natural Capital |                |       |
|-----------------|----------------|-------|
| Rank            | Large States   | Index |
| 1               | Karnataka      | 0.686 |
| 2               | Tamil Nadu     | 0.616 |
| 3               | Kerala         | 0.601 |
| 4               | Odisha         | 0.595 |
| 5               | Maharashtra    | 0.555 |
| 6               | Andhra Pradesh | 0.555 |
| 7               | Telengana      | 0.553 |
| 8               | Madhya Pradesh | 0.548 |
| 9               | Assam          | 0.547 |
| 10              | Gujarat        | 0.535 |
| 11              | Punjab         | 0.496 |
| 12              | West Bengal    | 0.494 |
| 13              | Rajasthan      | 0.484 |
| 14              | Haryana        | 0.479 |
| 15              | Bihar          | 0.474 |
| 16              | Jharkhand      | 0.47  |
| 17              | Chhattisgarh   | 0.458 |
| 18              | Uttar Pradesh  | 0.44  |

Based on the hundred indicators, the thirty focus subjects and the ten themes, allotted according to their character to the four capitals, the position that emerges with respect to the eighteen large states and the twelve small states is as follows:

In the management of natural capital, Karnataka stands at the top of the rankings amongst the large states, with Tamil Nadu and Kerala following closely behind. Odisha and Maharashtra are at rank four and five. At the lower end, Jharkhand, Chhattisgarh and Uttar Pradesh are at the bottom

| Rank | Small States      | Index |
|------|-------------------|-------|
| 1    | Arunachal Pradesh | 0.611 |
| 2    | Tripura           | 0.563 |
| 3    | Mizoram           | 0.556 |
| 4    | Himachal Pradesh  | 0.542 |
| 5    | Manipur           | 0.536 |
| 6    | Nagaland          | 0.521 |
| 7    | Sikkim            | 0.519 |
| 8    | Goa               | 0.498 |
| 9    | Uttarakhand       | 0.485 |
| 10   | Meghalaya         | 0.481 |
| 11   | Jammu and Kashmir | 0.446 |
| 12   | Delhi             | 0.388 |

# THE FOUR GRAND PILLARS

of the list. Amongst the small states, the top performers are Arunachal Pradesh, Tripura and Mizoram; J&K and Delhi are at the bottom. It has to be pointed out that there is only one PAI theme of Environment that is represented in the natural capital category, with seven focus subjects and 20 specific variables. Poorly performing states both amongst the large and small categories have to introspect as to why they have not been able to pull themselves up and take long ranging and comprehensive steps to improve their management of the natural resources available with them in a more sustainable and ecologically positive manner.

As far as human capital is concerned, encompassing two themes, four focus subjects and twenty-two variables, top honours among the large states goes to Karnataka: Kerala, Haryana, Telengana and Maharashtra follow. Madhya Pradesh, Jharkhand and Bihar are at the bottom of the list. In the same manner, in the category of the small states, Sikkim, Himachal Pradesh and Mizoram grab the top spots while Uttarakhand and Nagaland lag behind the rest. Of the two themes falling within the ambit of human capital, the first covers the vital aspects of Education and Health, two subjects that states cannot afford to ignore. In the long range and sustainable development of the state the role of these two aspects of human capital gain precedence over all others. The states of the Indian Union will do well to dedicate all their energies to the development of these capacities so that their people can gain from these efforts.

Table 3: Ranking of states in terms of Human Capital

| Human Capital |                |       |
|---------------|----------------|-------|
| Rank          | Large States   | Index |
| 1             | Karnataka      | 0.56  |
| 2             | Kerala         | 0.539 |
| 3             | Haryana        | 0.521 |
| 4             | Telangana      | 0.489 |
| 5             | Maharashtra    | 0.475 |
| 6             | Tamil Nadu     | 0.461 |
| 7             | Punjab         | 0.461 |
| 8             | Rajasthan      | 0.452 |
| 9             | West Bengal    | 0.439 |
| 10            | Andhra Pradesh | 0.432 |
| 11            | Gujarat        | 0.423 |
| 12            | Chhattisgarh   | 0.417 |
| 13            | Assam          | 0.398 |
| 14            | Uttar Pradesh  | 0.37  |
| 15            | Odisha         | 0.335 |
| 16            | Madhya Pradesh | 0.308 |
| 17            | Jharkhand      | 0.296 |
| 18            | Bihar          | 0.27  |

The capital defined as social capital has four PAI themes namely, women and children, social protection, crime, law & order and delivery of justice. Together, they represent 12 focus subjects and 32 variables. This is the heaviest of the capitals depicted here (in terms of content) and they focus on the social dimensions of the community of people and the capacity of the state to protect those who need special attention and care. Tamil Nadu, Kerala and Punjab occupy the

three top positions amongst the large states with Andhra Pradesh and Assam following. Jharkhand, Uttar Pradesh and Bihar are at the bottom of the list. As far as small states are concerned, Mizoram, Tripura and Himachal Pradesh lead, and Arunachal Pradesh and Delhi stand at the bottom. The need to see the people as the wealth of the state and to protect and care for them is a fundamental duty cast upon the government by the Constitution as well as the declared aspirations of the people. It would do the lower performing

Table 4: Ranking of states in terms of Social Capital

| Social capital |                |       |
|----------------|----------------|-------|
| Rank           | Large States   | Index |
| 1              | Tamil Nadu     | 0.544 |
| 2              | Kerala         | 0.532 |
| 3              | Punjab         | 0.494 |
| 4              | Andhra Pradesh | 0.477 |
| 5              | Assam          | 0.473 |
| 6              | Gujarat        | 0.47  |
| 7              | Chhattisgarh   | 0.458 |
| 8              | Telangana      | 0.456 |
| 9              | Maharashtra    | 0.456 |
| 10             | West Bengal    | 0.443 |
| 11             | Odisha         | 0.431 |
| 12             | Madhya Pradesh | 0.421 |
| 13             | Rajasthan      | 0.42  |
| 14             | Karnataka      | 0.419 |
| 15             | Haryana        | 0.406 |
| 16             | Jharkhand      | 0.396 |
| 17             | Uttar Pradesh  | 0.368 |
| 18             | Bihar          | 0.342 |

states much good if they are able to see the need and urgency of this aspect of governance and take steps to ensure that their precious social capital is protected and nurtured to the best extent possible.

Economic capital is the structural backbone of a state and enables the state to carry out its duties by the revenues it generates and the prowess that it possesses. There are three PAI themes in this definition of capital, with seven focus subjects and twenty-six focus subjects. It has been mentioned

| Rank | Small States      | Index |
|------|-------------------|-------|
| 1    | Mizoram           | 0.566 |
| 2    | Tripura           | 0.537 |
| 3    | Himachal Pradesh  | 0.523 |
| 4    | Nagaland          | 0.508 |
| 5    | Sikkim            | 0.482 |
| 6    | Manipur           | 0.471 |
| 7    | Uttarakhand       | 0.451 |
| 8    | Jammu and Kashmir | 0.441 |
| 9    | Goa               | 0.438 |
| 10   | Meghalaya         | 0.422 |
| 11   | Arunachal Pradesh | 0.42  |
| 12   | Delhi             | 0.386 |

in other sections of this report, that Telengana, the topper in this assessment, is progressing rapidly is many aspects of development and has displayed unusual progress and potential. The fact that it has a standing amongst the traditional giants of economic progress such as Maharashtra and Gujarat augers well for the state. Its separation from Andhra Pradesh has left the state with sizeable resources, leaving the parent state in difficult financial straits. At the bottom of the list stand Assam, Odisha and Bihar.

Table 5: Ranking of states in terms of Economic Capital

| Economic capital |                |       |
|------------------|----------------|-------|
| Rank             | Large States   | Index |
| 1                | Telangana      | 0.594 |
| 2                | Gujarat        | 0.593 |
| 3                | Maharashtra    | 0.553 |
| 4                | Karnataka      | 0.526 |
| 5                | Haryana        | 0.5   |
| 6                | Kerala         | 0.486 |
| 7                | Tamil Nadu     | 0.486 |
| 8                | Andhra Pradesh | 0.477 |
| 9                | Punjab         | 0.467 |
| 10               | Uttar Pradesh  | 0.452 |
| 11               | Rajasthan      | 0.445 |
| 12               | Chattisgardh   | 0.445 |
| 13               | Jharkhand      | 0.414 |
| 14               | West Bengal    | 0.384 |
| 15               | Madhya Pradesh | 0.377 |
| 16               | Assam          | 0.373 |
| 17               | Odisha         | 0.339 |
| 18               | Bihar          | 0.336 |

| Rank | Small States      | Index |
|------|-------------------|-------|
| 1    | Goa               | 0.536 |
| 2    | Himachal Pradesh  | 0.497 |
| 3    | Uttarakhand       | 0.466 |
| 4    | Delhi             | 0.449 |
| 5    | Arunachal Pradesh | 0.382 |
| 6    | Jammu & Kashmir   | 0.379 |
| 7    | Sikkim            | 0.325 |
| 8    | Tripura           | 0.323 |
| 9    | Mizoram           | 0.279 |
| 10   | Nagaland          | 0.26  |
| 11   | Meghalaya         | 0.259 |
| 12   | Manipur           | 0.183 |

Amongst the smaller states, Goa and Himachal Pradesh, followed by Uttarakhand and Delhi, have obtained prestigious positions, while the small states at the far flung north-east of the country stand low in the list.

A careful reader may ask the question as to whether the data arising out of the four capitals theory superimposed on the country can be integrated into a single index, depicting in a comprehensive manner, how the states of India

are managing their resources. The thought is interesting, and could form an aspect of future editions of PAI. For now, we will let this exciting potential lie and await its moment.

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"(a) Holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and to pursue efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;

(b) Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production;

(c) Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development."

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## RANDOM NOTES

A: CAN WE REPLACE THE GDP?

B: INDIA'S RANKINGS ON A GLOBAL SCALE

The price of something is a measure of its value. Economic indicators measure economic well-being. The only measure of well-being recognised by conventional economies is wealth. The System of National Accounts are used to measure the GDP, which, by its very nature, ignores social and environmental costs of growth. Gross Domestic Product (GDP) is the primary indicator or measure of economic production within a country. The GDP measures income, savings, credit purchases, commodity production and accumulation of capital. It is the total money value of all of the goods and services made and purchased within one year. Put another way, it is a tally of all of the money spent by individuals and households, government and businesses.

The global GDP in the mid-90s was \$26 trillion. As a benchmark, a 2% growth in GDP is

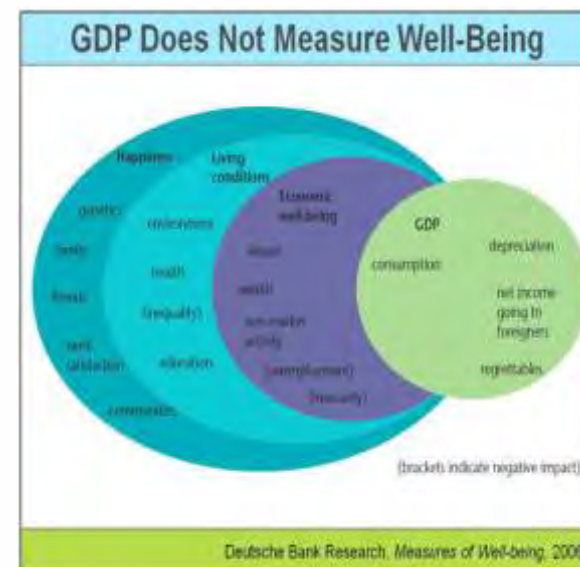


Image 1: GDP does not measure well being

considered slow growth while a 4% annual growth is considered significant. However, GDP does not measure health, infant mortality, morbidity, crime, poverty, environmental health/decay and destruction of the natural environment infrastructure such as highways and bridges, income gap etc. Economists deny that Gross Domestic Product was ever intended as a metric of overall country progress or well-being. However, that is how it is being used. Countries are ranked by GDP or GDP per citizen (otherwise known as per capita income). Leaders express alarm if the GDP, falls; implying that countries with higher rankings are doing better overall than countries with lower rankings. The common criticism is that as the GDP increases, well-being does not necessarily increase along with it. Social indicators measure social well-being and wealth: raising families, caring for elders, voluntary community work and much of art and culture contribute to well-being but are often done without being paid though people need to feel that their efforts are appreciated. Social health cannot be measured using economic indicators. Governments tend to resist this because many social indicators are outside the direct realm of government influence and cannot be controlled or measured.

### GDP - the shortcomings

GDP counts spending: GDP measures what is produced but ignores what is required to create this production. That's why it is called a “gross” domestic product and not a “net” domestic product. It only celebrates one side of the ledger. It could be argued that if one ran household budgets in this manner, the person who is the most bankrupt wins. The more a nation depletes or

degrades its natural resources used to produce goods and services, the more the GDP goes up.

GDP encourages layoffs: National economists warn of “productivity gaps” between their countries and others. They alert one to lack of adequate “productivity growth.” They measure productivity as GDP per hour worked. They encourage automation and more R&D so that we can produce more goods with fewer people. That means fewer jobs and higher unemployment.

GDP could treat crime and natural disasters as economic gain: Since the GDP records every monetary transaction as positive, the costs of social decay and natural disasters are likely to be tallied as economic advance. Crime adds billions to the GDP due to the need for police and legal systems, and other security measures, increased police protection, property damage, and medical costs.

GDP ignores the non-market economy of household and community: The crucial functions of childcare, elder care, unpaid housework, leisure and volunteer work in the community go completely unreckoned in the GDP because no money changes hands. As the non-market economy declines, and its functions shift to the monetised service sector, the GDP portrays this process as economic advance. GDP also adds the cost of prisons, social work, drug abuse and psychological counseling that arise from the neglect of the non-market realm. GDP minimises the value of progress on health care, education, social services, and environmental protection. It ignores democratic advances. It excludes the value of natural capital and the vital services provided by nature.

GDP takes no account of income distribution: By ignoring the distribution of income, the GDP hides the fact that a rising tide does not lift all boats. From 1973 to 1993, while GDP rose by over 50 percent, wages suffered a decline of almost 14 percent. Meanwhile, during the 1980s alone, the top 5 percent of households increased their real income by almost 20 percent. Yet the GDP presents this enormous gain at the top as a bounty to all. There are other indexes which have existed along with GDP and are now being preferred because they measure both the economic and social factors necessary for well-being of an economy.

### Genuine Progress Indicator (GPI)

The Genuine Progress Indicator (GPI) is a new measure of the economic well-being of a nation. It broadens the conventional accounting framework to include the economic contributions of the family and community realms and of the natural habitat, along with conventionally measured economic production. The GPI takes into account more than twenty aspects of our economic lives. It includes estimates of the economic contribution of numerous social and environmental factors. It also differentiates between economic transactions that add to well-being and those which diminish it. The GPI then integrates these factors into a composite measure so that the benefits of economic activity can be weighed against the costs. The GPI is intended to provide citizens and policy-makers with a more accurate barometer of the overall health of the economy, and of how our national condition is changing over time.

While per capita GDP has more than doubled from 1950 to present, the GPI shows a very different

picture. It increased during the 1950s and 1960s but has declined by roughly 45% since 1970. Further, the rate of decline in per capita GPI has increased from an average of 1% in the 1970s to 2% in the 1980s to 6% so far in the 1990s. This wide and growing divergence between the GDP and GPI is a warning that the economy is presently on a path that imposes large and as yet unreckoned costs onto the present and the future.

Specifically, the GPI reveals that much of what economists now consider economic growth, as measured by GDP, is really one of three things: 1) fixing blunders and social decay from the past; 2) borrowing resources from the future; or 3) shifting functions from the community and household realm to that of the monetized economy. The GPI strongly suggests that the costs of the nation's current economic trajectory have begun to outweigh the benefits, leading to growth that is actually uneconomic.

### United Nations Human Development Index (UNHDI)

The HDI is based on the assumption that economic growth/development does not necessarily equate to human development or increased well-being. This index measures the impact of growth (or lack thereof) on people rather than on the economy. It was developed by the UN Development Program. HDI is a statistical tool used to measure a country's overall achievement in its social and economic dimensions. The social and economic dimensions of a country are based on the health of people, their level of education attainment and their standard of living. The rating can range from 1.000 (highest rating) to 0.000 (lowest rating).

1990 witnessed the first HDI new approach for advancing human well-being and expanding the richness of Human life. It is an approach that is focused on people, their opportunities and choice.

The HDI is calculated using the following indicators: Health - Life expectancy at birth; Education - expected years schooling for school-age children and average years of schooling in the adult population; Income - measured by Gross National Income (GNI) per capita (PPP US\$).

#### Gross National Happiness Index (GNHI)

The phrase 'gross national happiness' was first coined by the 4th King of Bhutan, King Jigme Singye Wangchuck, in 1972 when he declared, “Gross National Happiness is more important than Gross Domestic Product.” The concept implies that sustainable development should take a holistic approach towards notions of progress and give equal importance to non-economic aspects of wellbeing. The GNH Index covers 33 indicators distributed over nine equally weighted domains: Psychological wellbeing, Health, Education, Time use, Cultural diversity and resilience, Good governance, Community vitality, Ecological diversity and resilience, Living standards. The GNH index identifies four groups of people – unhappy, narrowly happy, extensively happy, and deeply happy. The analysis explores the happiness people enjoy already, then focuses on how policies can increase happiness and sufficiency among the unhappy and narrowly happy people.

#### Physical Quality of Life Index (PQLI)

The Physical Quality of Life Index (PQLI) was

developed for Overseas Development Council in the mid-1970s by Morris David Morris as a response to the dissatisfaction with GDP as an indicator of development. The three equally weighted indicators identified are life expectancy, infant mortality rate and literacy rate. For each indicator he devised a scale which includes the numbers ranging from 1 to 100 where 1 represents the worst performance by any country and 100 is the best performance. All equally weighted on a 0 to 100 scale. The PQLI measure keeps in view welfare considerations and attaches the fruits of economic growth with human betterment.

Limitations to measuring production in the Indian economy will continue to exist even if the government accepts the need for revisions. The indices mentioned above are but some of the new instruments to measure growth and development. Awareness of these dimensions will move GDP one step closer to reality and acceptability. The change in thinking simply reflects that the economy is, and has been, more complex than previously thought. Undoubtedly, government statistics still have a long way to go to catch up with tracking modern-day components of the ever changing economy.

The Public Affairs Index gains significance in the list of the discussions mentioned above. It is yet another attempt to capture the quality of governance in the states of India on a comprehensive scale, quite removed from the uni-dimensional rigour of the GDP. PAI is multi-dimensional and offers a 360 view of the complexities of our country and the manner in which each of the states meets their respective

challenges with imagination and courage, or their absence. We claim that it is a unique instrument of governance measurement in the discipline of governance literature.

#### Image source:

***GDP does not measure well being:***

*Retrieved from*

*<https://i2.wp.com/sustainabilityadvantage.com/wp-content/uploads/2011/03/Blog-09-14-10-Slide-3.jpg>*

One of the fastest growing economies in the world is how India is labelled on a global platform. 70 years' in the making after being through the enormous turmoil of fighting for independence, we have created a nation for ourselves, despite the geography, cultural diversity and burgeoning population.

On a world wide scale there are various organisations that assimilate data on how different nations have performed on various indices on a global standard so as to measure the growth of a nation. International country rankings provide an instant idea of the relative success of a country in a particular theme or subject, vis-à-vis other countries in the world. Their appeal lies in their simplicity and their users need no complex statistical knowledge countries to understand the import of these rankings. The table at the end of the chapter reveals where India stands on a wide variety of such international indices.

**HUNGER:** The report on Global Hunger Index (GHI), released on October 12th 2017, became one of the most talked about subjects at a global level. The statement by International Food Policy Research Institute (IFPRI) said, “India is ranked 100th out of 119 countries, and has the third highest score in all of Asia: only Afghanistan and Pakistan are ranked worst”. It further stated, at 31.4, India's 2017 GHI (Global Hunger Index) score is at the high end of the 'serious' category, and is one of the main factors pushing South Asia to the category of worst performing region on the GHI this year, followed closely by Africa south of the Sahara”. Global hunger index constitutes statistics of under nourishment, child stunted, and child wasting and child mortality.

## B: INDIA'S RANKINGS ON A GLOBAL SCALE

**LITERACY:** According to an Oxfam survey of 2015, India's literacy rate increases "lethargically". India is home to largest population of illiterate adults in world – 278 million amounting to 37 per cent of the global total. In female literacy, it is at 123rd rank amongst 135 countries.

**GENDER:** India has slipped in the Global Gender Gap Index ranking of the World Economic Forum where it now stands at 108th position. The Report states that India experienced a decline in its ranking, largely attributable to a widening of its gender gaps in political empowerment as well as in life expectancy and basic literacy. India lost out

mainly because of lower participation of women in the economy and low wages. The ratio of maternal mortality is 174 against every 100,000 live births. Only 11.1 per cent of Parliament seats are held by women. Only 26.8 per cent of women above the age of 15 years are part of India's labor force compared to 79.1 per cent men.

**HUMAN DEVELOPMENT:** India's HDI value has increased 46 per cent between 1990 and 2015. India is ranked better than most of its SAARC counterparts. According to the report, life expectancy at birth in India has increased to an average of 69.9 years for women and 66.9 years for men. Expected years of schooling remains at

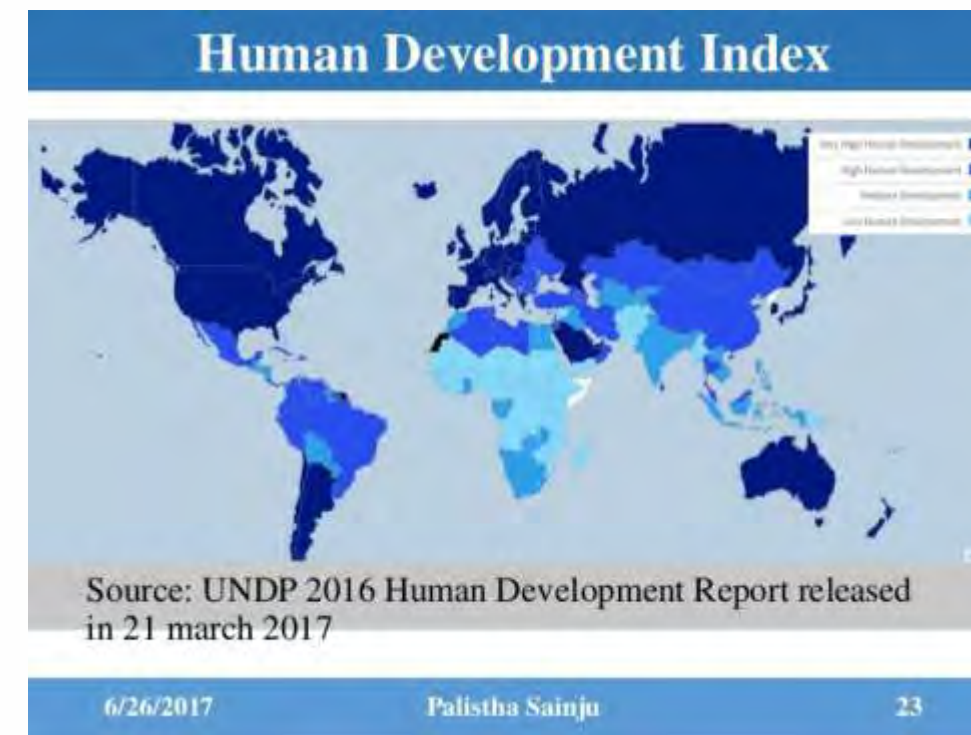


Image 1: Human Development Index

11.7 years, while mean years of schooling increased from 5.4 to 6.3 years. The Gross National Income (GNI) based on per capita purchasing power parity (PPP) has risen as well, from \$5,497 to \$5,663.

Inequality-adjusted Human Development Index (IHDI), is according to the UNDP, “the difference between the HDI and IHDI, expressed as a percentage of the HDI, indicates the loss in human development due to inequality.” While India's HDI is pegged at 0.624, its value falls 27.2 per cent after being adjusted for inequalities, resulting in a HDI value of 0.455. Similarly, life expectancy adjusted with inequalities between 2010 and 2015 fell 24 per cent, resulting in a value of 0.565. In 2015, the percentage of inequality in education was 39.4 per cent or 0.324 and inequality in income 16.1 per cent or 0.512.

**ECONOMY:** India has risen one rank to the 126th spot in the International Monetary Fund's, ranking of countries based on their GDP per capita assessed on purchasing power parity (PPP), that is the quantity of the currency needed to purchase a common basket of goods and services across countries. India's GDP per capita (in PPP terms) went up to \$7,170 in 2017 from \$6,690 last year: all the other BRICS countries are in the above \$10,000 bracket. The US is ranked 13th with a GDP per capita of \$59,500, while the UK is ranked even lower. A recent Credit Suisse report has highlighted the fact that India is home to 2.45 lakh dollar millionaires with a total household wealth of \$5 trillion. Yet, 92 per cent of our adult population earns below \$10,000, the report said.

**CORRUPTION:** India's ranking in the annual corruption index, released by Berlin-based non-

government organisation Transparency International (TI), slid to 81 among a group of 180 countries. The Corruption Perception Index 2017 also singled out India as one of the “worst offenders” in the Asia-Pacific region. In 2016, India was in the 79th place among 176 countries. India's ranking in the index had plummeted in 2013 and 2014 in the wake of the spectrum and coal scams. India's score remained intact at 40 points in both 2016 and 2017. A majority of the world's countries scored below 50 on the index with the global average score coming at around 43. India's score of 40 in 2017 puts it below the global average.

**ENVIRONMENT:** India is among the bottom five countries on the Environmental Performance Index 2018, plummeting 36 places from 141 in 2016, according to a biennial report by Yale and Columbia Universities along with the World Economic Forum. While India is at the bottom of the list in the environmental health category, it ranks 178 out of 180 as far as air quality is concerned. Its overall low ranking 177 among 180 countries was linked to poor performance in the environment health policy and deaths due to air pollution categories. The report was released on the sidelines of the ongoing World Economic Forum in Davos, Switzerland. It said deaths attributed to ultra-fine PM 2.5 pollutants have risen over the past decade and are estimated at 1,640,113 annually in India.

**ENERGY:** India was ranked 26 on the Getting Electricity indicator in the Doing Business 2017 report. But the Getting Electricity indicator does not measure universal electricity access or affordability of tariffs or percentage of households connected to the grid. The World

Bank only measured the ease at which a local business obtains a formal electricity connection and that too only in two major cities Delhi and Mumbai.

**RESEARCH:** As per Elsevier Report 2016 based on SCOPUS database, India's research performance in Science and Technology has improved significantly over the past years. The scholarly output in the field of science and technology has grown at a rate of 13.9% as against the world average growth rate of 4.1% during 2009-13. India's global citation impact in scientific research has increased to 0.75 during 2009-13 from 0.68 during 2006-10, whereas World average citation impact stands at 1.0. India's scholarly output increased to 106,065 papers in 2013 from 62,955 papers in 2009.

**AGRICULTURE:** Humanity harvested a staggering 2.6 billion metric tonnes of cereal crop in 2016-17: yet over 20 million people faced starvation in Africa and Yemen. India is heading for a record production as last year's final wheat is harvested and counted in.

Image Source:

*Human Development Index: Human Development Index [Photograph]. (n.d.). Retrieved from <https://www.slideshare.net/RohanByanjankar/human-development-index-components-of-human-development-index-significance-and-limitations>.*

INDIA AND THE REST OF THE WORLD

| Focus Subjects                    | Indicators                                                   | No. Of Countries | India's Ranking | Year    | Source                                                                 |
|-----------------------------------|--------------------------------------------------------------|------------------|-----------------|---------|------------------------------------------------------------------------|
|                                   |                                                              |                  |                 |         |                                                                        |
| Health                            | Global Hunger Index                                          | 119              | 100             | 2017    | 2017 Global Hunger Index- International Food Policy Research Institute |
|                                   | Life Expectancy                                              | 183              | 125             | 2015    | WHO                                                                    |
|                                   | Health Expenditure per capita (PPP)                          | 190              | 140             | 2014    | WHO                                                                    |
|                                   | Healthcare Access and Quality Index                          | 195              | 154             | 2015-17 | The Lancet                                                             |
| Education                         | Improved Sanitation Facilities (% of population with access) | 192              | 159             | 2015    | World Bank Data                                                        |
|                                   | Literacy Rate                                                | 234              | 168             | 2015    | UNESCO Institute of Statistics                                         |
|                                   | Education Index                                              | 191              | 145             | 2013    | United Nations                                                         |
|                                   | Human Development Index                                      | 188              | 131             | 2016    | United Nations                                                         |
| Society                           | Inequality - adjusted HDI                                    | 151              | 97              | 2016    | United Nations Development Program                                     |
|                                   | Urbanization by Country                                      | 199              | 161             | 2015    | CIA the World Factbook                                                 |
|                                   | World Happiness Report                                       | 155              | 122             | 2017    | United Nations                                                         |
|                                   | Sustainable Development Goals Index(SDG Index)               | 157              | 116             | 2017    | Sustainable Development Solutions Network                              |
| Gender                            | Global Right to Information Rating                           | 111              | 5               | 2016    | Centre for Law and Democracy                                           |
|                                   | The Inclusive Development Index                              | 74               | 62              | 2018    | World Economic Forum                                                   |
|                                   | Global Gender Gap Report                                     | 144              | 108             | 2017    | World Economic Forum                                                   |
|                                   | Per Capita GDP                                               | 183              | 122             | 2015    | CIA the World Factbook                                                 |
| Economy                           | GDP Growth Rate                                              | 225              | 12              | 2016    | International Monetary Fund                                            |
|                                   | Unemployment Rate                                            | 217              | 103             | 2016    | CIA the World Factbook                                                 |
|                                   | Index of Economic Freedom                                    | 178              | 128             | 2016    | The Wall Street Journal                                                |
|                                   | Quality of Life Index                                        | 56               | 43              | 2017    | Economist Intelligence Unit                                            |
|                                   | Ease of Doing Business Index                                 | 190              | 100             | 2017    | World Bank Group                                                       |
|                                   | Global Competitiveness Index                                 | 137              | 40              | 2017-18 | World Economic Forum                                                   |
|                                   | Financial Development Index                                  | 183              | 51              | 2016    | International Monetary Fund                                            |
| Politics                          | Corruption Perceptions Index                                 | 176              | 79              | 2016    | Transparency International                                             |
|                                   | Press Freedom Index                                          | 180              | 136             | 2017    | Reports without borders                                                |
|                                   | Democracy Index                                              | 167              | 32              | 2016    | Economist Intelligence Unit                                            |
|                                   | Carbon Dioxide emissions by country                          | 214              | 8               | 2010    | United Nations Statistics Division                                     |
| Environment                       | Environmental Performance Index                              | 180              | 177             | 2018    | World Economic Forum                                                   |
|                                   | Internet users (% of Pop.)                                   | 191              | 127             | 2015    | Intenational Telecommunication Unit                                    |
| Technology                        | Mobile cellular subscriptions (per 100 people)               | 200              | 139             | 2016    | World Bank Data                                                        |
|                                   | Access to electricity (% of population)                      | 214              | 157             | 2014    | World Bank Data                                                        |
| Energy                            |                                                              |                  |                 |         |                                                                        |
| Agriculture and Rural Development |                                                              |                  |                 |         |                                                                        |
|                                   | Cereal Yield (kg per hectare)                                | 180              | 87              | 2014    | World Bank Data                                                        |





### Introduction

Children, especially, are seen as vulnerable citizens. Physically, emotionally, psychologically, and socially – they are to be nurtured and protected from the vagaries of life until they grow up and build resilience to face life on their own. However, where societies and nations are constantly in a state of stress due to underdevelopment, lack of resources, war and sub-regional conflicts, natural disasters, and unstable political and economic conditions, children are subjected to “chronic multi-dimensional vulnerabilities” that severely impact their well-being and ability to live and thrive. Poor governance, corruption, and inability of the government (s) to envision and act on children-friendly policies only exacerbate the apathy in many countries leading to poor progress on Child Rights as well as Development indicators.

For all the reasons mentioned above, this edition of PAI chose Children of India as the topic for a

special feature. Where do we, as a country, and as states, stand on indicators that assess the health and wellbeing of the children in our country? How are the children faring on the chronic multi-dimensional vulnerabilities? Have we made progress in providing them the starting blocks for life, survival and development? Considering that 41% of our population is below 18 (and that this group is larger than the entire population of quite a few countries), are our policy making bodies and implementing institutions devoted to the 'best interests of the child'?

It is a useful exercise to periodically assess where we as a country stand in our efforts to implement and make progress on these principles. As a middle-income developing country dealing with chronic challenges related to even the very basic needs of water, food, sanitation, health care and education, where we are already hard pressed to meet targets, the loftier rights such as the right to recreation, or the rights of children to peaceful assembly, freedom of speech, cultural and artistic

pursuits are not even on the radar of the government, or even of child policy advocates. From all accounts – whether through official government statistics, status of children reports by UNICEF, or researchers' and advocates' reports - India's progress and preoccupation on child development is still reduced to the 'basic four': right to life, food, education and protection.

While India may have moved up in the 'ease of doing business' index or celebrated the launch of Mangalyaan to explore a neighbouring planet, our rank on various child indices is still not where it should be. Sections of this special feature on the children of India will discuss what this means by examining a set of indicators that speak to the current status of children in India.

India's youth as a country – its short 70 years of independence, and 41% of its population being below 18 years of age – is often brought up in discussions of opportunities and challenges that face the nation. India has accomplished much in the last seventy years in terms of improved development indicators; yet, it is also obvious that many challenges remain. The young population is portrayed as an opportunity for the country to harness the 'demographic dividend', achieve high growth, and catch up with other developed nations (such as Japan and countries in Europe) that are grappling with an aging population and a declining workforce.

For India to reap the benefits of this demographic dividend however, its young citizens shouldering the responsibility of actualising these aspirations, have to be provided the starting blocks that will launch their sprint on the running track of



Image 2: The right starting blocks to aid their sprint towards development

development. What form do these starting blocks take, and what is the status of our country's ability to provide such blocks equitably, effectively and efficiently to all the young citizens who need them?

Apart from the aspiration of harnessing the demographic dividend for the good of the country, the children of India, as human beings and citizens inhabiting this planet earth and this country, have some inherent rights. Below are UNICEF's Human Rights Principles on children:

- Non-discrimination
- Devotion to the best interests of the child
- Right to life, survival and development, and
- Respect for the views of the child

Further, the starting blocks most pertinent to point 3 above are:

- Right to Life
- Right to Food
- Right to Education
- Right to Protection

### Child Development vs Child Rights

Rather than focusing on national economic goals and aspirations, this Human Rights approach takes the view that the children of the world (and therefore the country) have rights that need to be enforced and protected because ***that is the right thing to do***. Human Rights take on added significance in the context of children's rights due to the young citizens' extreme vulnerability and dependence on adults to do the right thing. As far back as 1924, the Geneva Declaration on the Rights of a Child adopted by the League of Nations asserted that “mankind owes to the child the best it has to give”<sup>1</sup>.

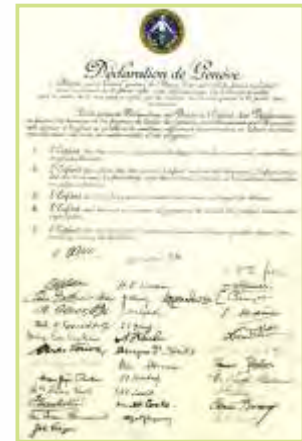


Image 3: The Geneva Declaration

In 1959, the United Nations used the framework of the Geneva declaration to issue its proclamation of Declaration of the Rights of the Child that included ten important principles to be followed. The ten principles are briefly summarised below<sup>2</sup>.

1. Right to equality, without distinction on account of race, religion or national origin
2. Right to special protection for the child's physical, mental and social development
3. Right to a name and a nationality

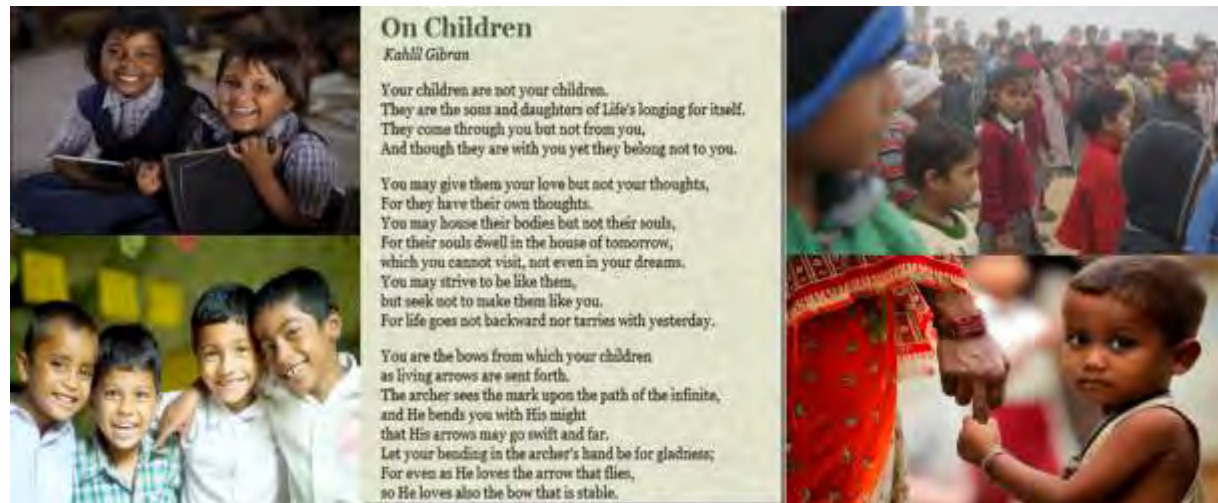


Image 1: Children of India



4. Right to adequate nutrition, housing and medical services
5. Right to special education and treatment when a child is physically or mentally handicapped
6. Right to understanding and love by parents and society
7. Right to recreational activities and free education
8. Right to be among the first to receive relief in all circumstances
9. Right to protection against all forms of neglect, cruelty and exploitation
10. Right to be brought up in a spirit of understanding, tolerance, friendship among peoples, and universal brotherhood.

In 1989, these principles were further elaborated into a comprehensive child rights document in the United Nations General Assembly and released at the Child Rights Convention, referred to as CRC or UNCRC. These 54 'articles' in the Convention were adopted and ratified by 196 countries (including India) and came into effect in September 1990<sup>3</sup>. An elaborate monitoring and reporting mechanism was described in the articles of the Convention. All the Child Rights declarations and conventions developed over the last few decades in great detail give a fair indication of the need for a high degree of focus, attention, resources, monitoring and most importantly, compliance, progress and accomplishments on the part of Governments who have adopted and ratified the CRC and the Child Rights declarations before the CRC.

#### Universality, 'West-centric' vs. Culture

Further discussion on the UNCRC is not undertaken in this short chapter, except for this brief note on some concerns and critiques of the UNCRC as being too “Eurocentric”<sup>4</sup> and espousing west-centric constructs of “individuation” of the child. Raman (2018)<sup>5</sup> views it as problematic that such individuation – where the context and location of the child within a family, community and nation is not taken into account; and, the cultural, historic and 'collectively-oriented' nature of societies is ignored in the framing of 'universal' child rights. While Raman's concern is of a hegemonic 'west-centric' discourse, this idea of a monolithic 'west' is itself an over-simplification, as Balagopalan writes (same volume).

Shantha Sinha<sup>6</sup>, who served as the first Chairperson of the National Council for the Protection of Children (NCPCR) for two terms and is an internationally known advocate against child labour, strongly counters such critiques of the universality of the UNCRC, and suggests, rightly so, that child rights should take precedence over cultural practices that may not be in the best interests of the child<sup>7</sup>. Her powerful rejoinder to the culture vs universality of child rights argument (in conversation with other scholars, in the same volume<sup>8</sup>) is worth quoting here in detail as it eloquently makes the point of not using culture as a pretext for poor treatment of children in society:

*I believe in the principles of universality and indivisibility of children's rights. Lack of access to basic services is widespread and most children in the country are either underserved – or then – not*

*served at all. At the same time, there are certain groups of children who are at greater risk and face greater hardship in accessing services. I believe that although a targeted programme reaching out to the most deprived communities or children in backward regions or those with special needs is important, this needs to occur within the context of a shared vision of protection of all children in our country to be effective. Therefore, it is understood that each and every child would gain access to her entitlements in a **universal approach** that is inherently inclusive. **I believe that when there is a conflict between existing cultures and practices and children's rights, there is a need to replace the cultures with new values and traditions. Children's rights take precedence over such practices** [emphasis added].*

Other scholars (see Farida Khan, same volume) agree with the need for universal rights, at the same cautioning that childhoods ‘do not exist in a social and political vacuum and the rights debates must accept this’.

The intent in adding the note mentioned above is to acknowledge and highlight that while taking cognisance of the debate around child rights and culture, there is agreement that child rights take precedence over existing cultures, especially when the cultural practices are not in the best interest of the child. After all, culture is not a static monolithic entity and select cultural practices of a bygone era have to be revisited if they no longer serve the purpose of enrichment and advancement of a child's needs and rights in the current era. A good example would be the practice of child marriage – many communities may insist on the sanctity of the cultural practice; yet, it cannot be denied that the economic, educational, social,

physical, health and societal costs of child marriages are immense and hardly ever positive. Using culture as a crutch sometimes inadvertently denies the damage of such cultural practices even if they are clearly not the right thing to do as far as the child is concerned. Many African countries have recognised this idea of “harmful cultural practices” – especially in the context of violence against girls and women - and are working towards programming that aims to eliminate such practices (female genital mutilation, for example). Interrogating and unpacking culture and cultural practices is therefore an important step towards advocating for and against practices that are harmful to children.

#### “A Shared Vision of Protection of All Children”

The idea of a shared vision for protection of children rings loud and clear in our ears as we write this section in 2018: do we as a nation have such a shared vision of protection of all children? If we do not, it is worth pausing to carefully consider this question: what does a shared vision of protection mean? As the horror and shame over the Kathua rape case grips the nation, we are at a loss to find words that can rise above being imperfect, impersonal, impotent - very similar to our national policies and laws on children that never seem to adequately translate into effective implementation. The brutal crime is by no means the first of such incidents; however, the allegedly premeditated, pre-planned attack and murder of the child and the utter annihilation of any human values in the commission of the crime being carried out on the most vulnerable member of our society – an eight-year-old girl child - as a show of political, social and territorial brute power are all portents of a cultural, social, political, moral and

ethical morass in the country. Kailash Satyarthi, the Nobel Laureate working on child rights, called child sex abuse a “National Emergency”<sup>9</sup> and called for immediate plans at the national level to reduce pendency of cases and tackle the epidemic.

#### Multi-Dimensional Vulnerabilities

As if the sheer numbers of children in the country beaten down to the ground by malnutrition, wasting, stunting, disease, poor education, indifferent health facilities, and unhygienic water and sanitation is not shameful enough for a middle income country that sees itself as a lion in the mirror, this manifestation of 'multi-dimensional vulnerabilities' in the form of sexual and physical violence (especially against the girl child but certainly not limited to her) is a particularly egregious violation of human rights in any form – western or eastern.

We believe that such crimes, usually under reported, are holding a mirror to our society. Do we like what we see in the mirror? Since when is it 'just another crime' when an eight-year-old girl is violated beyond human comprehension to assert communal and territorial supremacy? This dehumanisation of a child and the level of physical and sexual violence against children has put our country amidst the dirt pile of war-zone countries where violence against women and children is used as a weapon of war.

Citing NCRB data, CRY (Child Rights and You) has reported a 500% increase in crimes against children in the ten-year period between 2006 and 2016 (see chart).



Image 4: The moral imperative of child rights as a national priority

As mentioned earlier, as much as the Right to Food and Education are severely compromised for millions of children in the country, the failure of the government and its various arms such as the judiciary and the police – whether central or state – to be serious about fulfilling children's right to protection is the most troubling. That a child's universally acknowledged vulnerability is not sufficient grounds for the state to focus on building strong institutional systems to implement policies and enforcing laws stringently to punish the predatory criminals swiftly and severely is a statement of blight against the children of the country. Instead, we see a 'business as usual' approach of the government, the judiciary, and the police and, half-hearted attempts by these agencies to implement child-centric policies and practices. Like in all other arenas, unless there is a

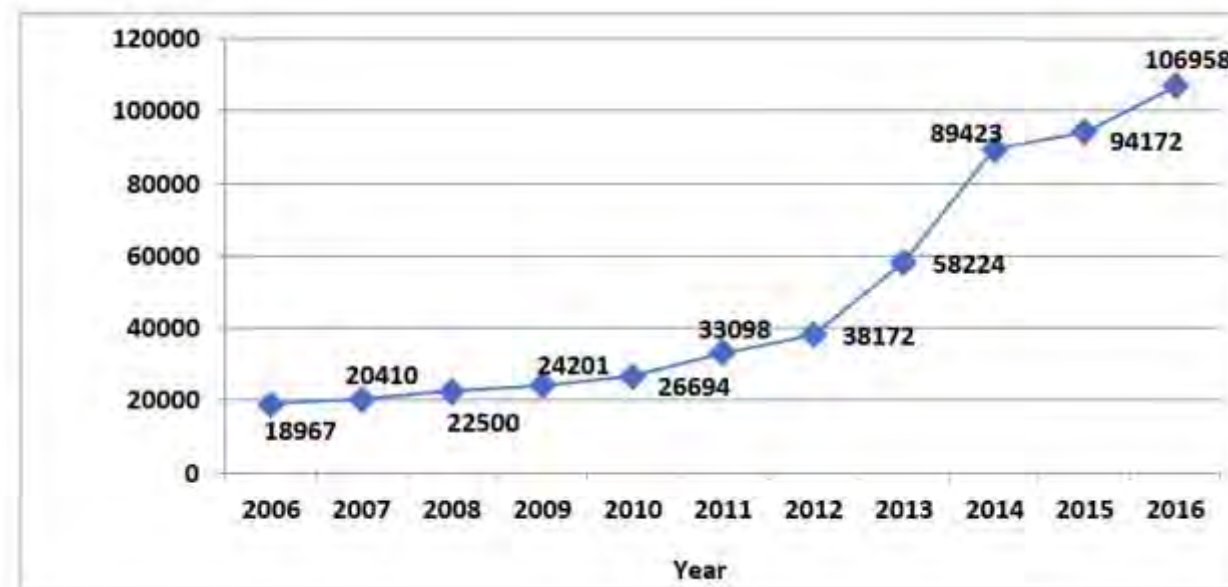


Image 5: Number of Reported Crimes against Children<sup>10</sup>

clear political will to change things for the better, it is unlikely that we will see much change in how the cases are handled and disposed, regardless of a few high-impact cases in the media. For every case like Kathua that is highlighted, it is clear from the graph above that thousands of other cases happen and it is likely that many more thousands go unreported and the perpetrators unpunished.

#### Cultivating a Culture of Zero Tolerance

Komal Ganotra, Director, Policy & Advocacy at CRY spoke<sup>11</sup> of the 'culture of zero tolerance' required to make a difference:

*[...]this is a grim reminder of the fact that we, as a country, do not have proper prevention mechanisms in place to address the issue of child protection, nor are we keen on building more*

*empathetic understanding and intervention plans adequately backed up by sustained investment on child security. Child protection in our country cannot be ensured with just having legislations and numerous guidelines. **We as a country need to commit in cultivating a culture of zero tolerance for violence against children.** We should be vigilant and cognizant of the fact that children are at risk with gaps in infrastructure, processes and systems as well as people. It is non-negotiable for the state and other duty bearers to equip themselves in recognizing these risks and put robust systems and processes to assess and eliminate the same. [emphasis added]*

That we need to *cultivate* a culture of zero tolerance to violence against children speaks volumes for where we are as a nation; the more troubling aspect is the thought of generations of

children that will suffer while we figure out how to go about cultivating such a culture, who will be responsible for the culture change and who should be held accountable for bringing about such a change.

Lest the readers surmise that the tirade above relates only to the recent highly reported incidents of violence against children, we hasten to add that our nation's record of implementation of all other policies, programmes and laws related to children – whether under Right to Life, Right to Food, Right to Education or Right to Protection – are all a cause for concern under the same rubric of invisibility of the child. We boast of a Nobel Laureate who highlighted to the world the travails of child labourers in India through his work of liberating them from such bonded labour. Yet, one would argue that Mr Satyarthi would love to be redundant one day soon! He and other activists like him have been toiling for decades on the same issues; regardless of child labour laws, no state can claim that they have managed to eliminate child labour. Not having any children to rescue from bonded labour will be the day of victory for them.

Subsequent chapters will speak to the national epidemic of malnutrition in a theme on Early Childhood Development; despite decades of interventions, we still have room for a new national nutrition mission to meet the SDG targets. Other themes on Education, Adolescence, Protection and Institutional structures dealing with all of the above themes follow.

We leave the following thought with you as we close this section, of the invisibility of the Indian child when we hear the drum rolls of economic



Image 6: Working for the freedom of India's children

success. Of what use is the nation's economic success and political stature on the world stage, if our children, especially the marginalised, the girl child, the rural, and the most vulnerable, are to navigate personal, physical, psychological and social landmines every day of their lives?

#### Government of India's National Plan of Action for Children

The state of India's children as seen today is certainly not due to lack of plans or budgets. Rather, the key point of discussion ought to be why, despite such elaborate planning and budgeting, the nation is not able to get rid of chronic problems ailing the children of India. We have seen successes – the fight against polio for example – and therefore know that it is possible to raise a coordinated and well-planned onslaught against a problem on hand. Why is a similar approach not visible for other serious issues affecting generations of children in our country? Why are we content with incremental progress, where a few percentage points of success seem like a huge achievement?

The Government of India first adopted a National Plan for Children (NPC) in 1974. The plan committed to<sup>12</sup>:

- Provision of care and protection to all children before and after birth and throughout their period of childhood
- Comprehensive health and nutrition programmes for all children
- Free and compulsory education until the age of 14 years (including physical education, and recreation time)
- Special attention to children from marginalised backgrounds or children with social handicap
- Constitution of a National Children's Board for planning and upholding the rights of children
- Protection of children against abuse, neglect, cruelty and exploitation
- Existing laws should be amended so that in all legal disputes whether between parents or institutions, the interests of children are given paramount consideration.

As the most recent National Plan of Action for Children (NPAC, 2016) describes<sup>13</sup>, an Action Plan from 1974 led to the ICDS programme being implemented in 1975 for early childhood care; other programmes such as the immunisation plan (1978) and the child labour prohibition laws (1986) followed. New revised plans followed in 2005, 2013 now the latest plan was launched in 2016. An impressive set of schemes is outlined in



Image 7: NPAC 2016 links objectives of National Policy to actionable strategies

*The NPAC 2005 was framed for a period of five years. **While no formal evaluation of the plan has been undertaken, many of the goals remain unfulfilled**, like reducing IMR to 30 per 1000 live births and MMR to 100 per 100,000 live births; 100 per cent coverage for rural sanitation, universalization of early childhood care and education services, elementary education and complete abolition of child labour and child marriage by 2010. The Government of India is committed to achieving these objectives; the new National Policy reaffirms this as a national mandate, and the new plan is set to carry it forward to practical realization.*

The 1974 goals for nutrition, health, education and protection continued to be the goals in the national plans of 2005, 2013 and 2016. How do we assess progress and accomplishments where, over a span of 44 years, the same chronic vulnerabilities of the children of India are being discussed in the NPAC? The Government admits that many of the goals remain unfulfilled; and that, “one of the key challenges from policy planning perspective has been lack of adequate disaggregated data on children”<sup>15</sup>. “Lack of disaggregated data” and “no formal evaluation”



essentially can be translated to layperson-speak as “we really don't know how many children are suffering or dying due to the under-performance of our ICDS [or other] programs over the decades”.

Children in the Governance “Psyche”

Women & Children is one of the themes in all the PAI publications so far, including this one. Two large themes – (a) Women and (b) Children are both clubbed together into one section in the main PAI report because, the Government of India too treats them as one theme/department in its Governance structure. This is an interesting merging of two large themes and in many ways reduces the importance and urgency that should be accorded to Children of India in its Governance psyche. Can we envisage a Department or even a Ministry dedicated to the all-round wellbeing of Children of India? Is it possible for various departments (such as education, health, protection, ICDS, youth) to avoid working in silos and find common purpose in working towards providing those starting blocks for the children of India?

Clubbing of themes and ministries is a practice not restricted to India alone. As Peters (2012)<sup>16</sup> writes, “relatively few governments of the world have ministries dedicated exclusively to children and their rights. Rather, the general pattern is to include children's issues with similar concerns within several ministries”. He goes on to give examples of such pairings: either with women, women & family, social affairs or, social development (to name a few). The difficulty, he

**Guiding Principles:  
National Policy for Children, 2013**

- Every child has universal, inalienable and indivisible human rights.
- The rights of children are interrelated and interdependent, and each one of them is equally important and fundamental to the well-being and dignity of the child.
- Every child has the right to life, survival, development, education, protection and participation.
- Right to life, survival and development goes beyond the physical existence of the child and also encompasses the right to identity and nationality.
- Mental, emotional, cognitive, social and cultural development of the child is to be addressed in totality.
- All children have equal rights and no child shall be discriminated against on grounds of religion, race, caste, sex, place of birth, class, language, and disability, social, economic or any other status.
- The best interest of the child is a primary concern in all decisions and actions affecting the child.
- Family or family environment is most conducive for the all-round development of children.
- Every child has the right to a dignified life, free from exploitation. Safety and security of all children is integral to their well-being.
- Children are capable of forming views and must be provided a conducive environment and the opportunity to express their views in any way they are able to communicate, in matters affecting them.
- Children's views are to be heard in all matters affecting them.

Image 8: How many principles can we demonstrate progress on?

goes on to write, is that Child Rights “mean that a wide range of policy areas need to be integrated and coordinated in order for the Convention as a whole to be successful.”<sup>17</sup>

Added to this coordination between ministries and departments is that this group is “relatively powerless in the political process.”<sup>18</sup> This 'political invisibility' of children means that they are not a vote bank to please as far as politicians are concerned. The recent marches by children demanding gun control laws in the USA (in response to yet another school shooting resulting in 17 fatalities), for example, highlighted the children's rights to freedom of expression and right to assembly demanding redress to an issue of significance to their lives. Suddenly, politicians do not know how to react to such an expression by the politically invisible group of citizens, especially on the severely contested issue of gun laws in the country.

Governments take a paternalistic view in dealing with children, often believing that their words and rights need not be taken seriously, even as they recognise a moral imperative to help the vulnerable citizens; this often leads to the twin sins of omission and commission – omission through apathy in implementing policies and laws related to the wellbeing of children and, commission in the form of poor governance, corruption and simply negligence in affording priority to the area of children and their needs at all levels of society – whether the disabled, the marginalised or, just children (since all children are vulnerable and 'marginalised' in some ways described above).

*"We cannot live in compartments and say if I am a superintendent of Home, this is my job, if I am a judge then this is my job, if am a member of the justice and juvenile board this is my job and I will not look after something which is beyond the compartment in which I am located.*

*This will not help in the effective implementation of Juvenile Justice Act and this is not how we should look at issues pertaining to child rights and the betterment of children, [...] even judges in the courts besides police and social welfare department are completely unaware of child rights."*

*Justice Madan B. Lokur,  
Supreme Court Judge\**

*\*<https://www.news18.com/news/india/child-right-is-a-matter-of-international-concern-justice-lokur-721024.html>*

Department of Child Rights

Rajasthan did set up a “Department of Child Rights” in 2014. Its stated mission<sup>19</sup> is to “be the custodian of child rights and strengthen governance for children” and, “inform, educate and empower various arms of state government in order to mainstream child rights universally”. However, it is unclear whether the Department is accountable for implementing the various programs for children, or whether it functions as an agency to nudge the 'various arms of state government' to fulfill their mandates.

Constructing a Child Rights Index

Before PAC introduces the indicators and our efforts to construct a Child Rights Index, we would like to briefly review the child related

indices that already exist – one national (that ranks select Indian states) and the other international (that ranks countries). Revisiting the indices compiled by other researchers and practitioners will throw light on the similarities and differences (if any) on the main themes related to the wellbeing of children in India, and indeed in the world. We dwell only on two examples of such indices and acknowledge that many more exist that employ similar indicators to construct a Child Development Index. We would like to mention here, but not discuss it in detail due to paucity of space, indices such as the HUNGaMA Index, and the Hunger Index, which are highly relevant due to inclusion of indicators on wasting, IMR and stunting; the scope of this paper however does not permit a detailed discussion of the methodology and controversies surrounding India's ranking on the Hunger Index.

Save The Children's End of Childhood Index

In 2017, Save The Children (STC) published an “End of Childhood” Report and Index<sup>20</sup>. In this Report, STC used eight indicators that reflected 'stolen childhoods'. Calling the indicators “childhood enders”, the index computed scores for each country to assess the likelihood (and

volume) of children whose childhood could be ended prematurely due to the factors highlighted in these themes.

One can see from the selected themes that there is a pattern to the indicators highlighted earlier: Life, Nutrition, Education and Protection. Based on the scores assigned to each of the indicators, STC ranked the countries on the following scale:

- Few children missing out on childhood
- Some children missing out on childhood
- Many children missing out on childhood
- Most children missing out on childhood

Of the 172 countries included in the Index (selected due to availability of usable data), 22% percent of the countries (37 countries occupying the top ranks) had 'few children missing out on childhoods'. 11% of the countries (n=19) had “most children missing out on childhoods”.

India placed in the lower third of the list with a rank of 116 and occupied category number 3: “many children missing out on childhood”. Three

| COMPLETE END OF CHILDHOOD INDEX 2017 |                                                       |                                              |                                                                |                                               |                                                                |                                                           |                                                        |                                                               |
|--------------------------------------|-------------------------------------------------------|----------------------------------------------|----------------------------------------------------------------|-----------------------------------------------|----------------------------------------------------------------|-----------------------------------------------------------|--------------------------------------------------------|---------------------------------------------------------------|
| Childhood Ender                      | Child Dies                                            | Child is Severely Malnourished               | Child is Out of School                                         | Child Begins Work Life                        | Child Marries                                                  | Child Has a Child                                         | Child is a Victim of Extreme Violence                  |                                                               |
| Indicator                            | Under-5 mortality rate (deaths per 1,000 live births) | Child stunting (% children aged 0-59 months) | Out-of-school children of primary and secondary school age (%) | Children engaged in child labor (% ages 5-14) | Adolescents currently married or in union (% girls aged 15-19) | Adolescent birth rate (births per 1,000 girls aged 15-19) | Population forcibly displaced by conflict (% of total) | Child homicide rate (deaths per 100,000 population aged 0-19) |

Image 9: Factors contributing to stolen childhoods



of the indicators that contributed to India's low rank are the Infant Mortality Rate (moderate prevalence), Malnutrition (high prevalence) and Child Marriage (moderate prevalence)<sup>21</sup>.

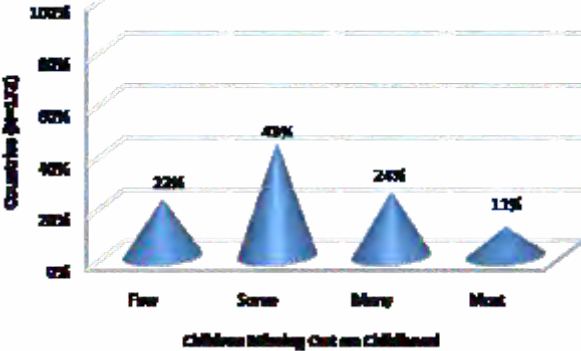


Figure 1: Percentage of Countries in Each Loss of Childhood Category

In the latest End of Childhood Report released by Save The Children on June 1, 2018<sup>22</sup>, India has moved up 3 ranks (from 116 to 113) and achieved a higher score, up from 754 to 768 out of 1000 (a 2% improvement). Most importantly, the new score now puts India in the “some children missing out on childhoods”, an improvement from last year's “many children missing out on childhoods”. The improvement is attributed to a 6 percent decrease in child marriages. There is also a 4 percent decrease in reported under 5 IMR. The only category India has shown worse figures than last year is the “% out-of-school children of primary and secondary age” category, where there is an increase from 18.6% to 20.2%.

**Child Development Index by Jean Drèze and Reetika Khera<sup>23</sup>**

The Child Development Index compiled by Jean Drèze and Reetika Khera uses four indicators to rank the states: proportion of children fully

immunized, female literacy in 10-14 years age group, proportion of births preceded by an ante-natal checkup, and proportion of children who are not underweight. Their indicator choice therefore spans a child's various vulnerabilities from pre-birth, immunization, nutrition to higher primary education. The Index covers twenty states of India for its rankings and compares the 2005-6 NFHS data with the 2013-2014 Rapid Survey of Children (RSOC) data.

Table 1: Childhood Development Index, 2005-06 and 2013-14

| Table 1: Child Development Index, 2005-06 and 2013-14*                           |       |                   |       |
|----------------------------------------------------------------------------------|-------|-------------------|-------|
| 2005-06                                                                          |       | 2013-14           |       |
| Kerala                                                                           | 0.955 | Kerala            | 0.958 |
| Tamil Nadu                                                                       | 0.921 | Himachal Pradesh  | 0.866 |
| Himachal Pradesh                                                                 | 0.810 | Tamil Nadu        | 0.863 |
| Punjab                                                                           | 0.800 | Punjab            | 0.789 |
| Maharashtra                                                                      | 0.749 | Maharashtra       | 0.769 |
| Haryana                                                                          | 0.706 | Andhra Pradesh    | 0.762 |
| Jammu and Kashmir                                                                | 0.694 | Karnataka         | 0.759 |
| West Bengal                                                                      | 0.693 | West Bengal       | 0.722 |
| Karnataka                                                                        | 0.670 | Uttarakhand       | 0.646 |
| Andhra Pradesh                                                                   | 0.669 | Haryana           | 0.627 |
| Uttarakhand                                                                      | 0.635 | Chhattisgarh      | 0.616 |
| Odisha                                                                           | 0.577 | Assam             | 0.553 |
| Chhattisgarh                                                                     | 0.573 | INDIA             | 0.530 |
| Gujarat                                                                          | 0.561 | Odisha            | 0.525 |
| INDIA                                                                            | 0.502 | Jammu and Kashmir | 0.507 |
| Assam                                                                            | 0.454 | Gujarat           | 0.484 |
| Rajasthan                                                                        | 0.434 | Rajasthan         | 0.394 |
| Madhya Pradesh                                                                   | 0.386 | Jharkhand         | 0.354 |
| Uttar Pradesh                                                                    | 0.333 | Madhya Pradesh    | 0.333 |
| Jharkhand                                                                        | 0.216 | Bihar             | 0.296 |
| Bihar                                                                            | 0.070 | Uttar Pradesh     | 0.144 |
| *In each year, states are ranked in decreasing order of Child Development Index. |       |                   |       |

To summarise the Child Development Index briefly, the top five rankings are held by the same states in both the time periods, with Kerala ranked #1 in both the Indices. PAC presents the findings in detail below, so that it gives readers a chance to compare their rankings with the Child Rights Index we will present later on in this chapter. The compiled index is reproduced from the study<sup>24</sup> and the sources for each set of data have been mentioned above.

**PAI's Special Feature: The Child Rights Index**

Given the scenario this report lays out on the challenges facing the children of India, and the underperformance of the national schemes in achieving targets evident in the outcomes, it critically examine available data centered on five themes in an attempt to look for answers to the questions posed at various points in this chapter. The themes are:

1. Early Childhood Development
2. Education
3. Adolescence
4. Protection
5. Institutional Structures and Governance

Thirty-one indicators make up the five themes. PAC acknowledges that many more themes and indicators can be examined when discussing the status of children in India. However, in this sub-chapter to the larger PAI publication, the attempt is to limit the discussion to some key themes and draw broad brush conclusions based on available official data. As we progress in our discussion in this chapter, we also note the paucity of, or difficulty in, accessing piece of data related to the wellbeing of children. For example, in many cases, data is not segregated by gender. When one wishes to examine the differences (if any) between boys and girls for a set of indicators, data is either missing or difficult to get. In some cases, summary data available is grouped for 15-19-year old adolescents, whereas the definition of children (18 and below) requires parsing of data differently. Considering these constraints, PAC has chosen the indicators listed here for our compilation of a Child Rights Index ranking the states of India.

Table 2: List of Indicators under Five Themes

| Theme |                                         | Sl. No. | Indicator                                                                                                                                |
|-------|-----------------------------------------|---------|------------------------------------------------------------------------------------------------------------------------------------------|
| I     | Early Childhood Development             | 1       | Children < 5 years who are stunted (%)                                                                                                   |
|       |                                         | 2       | Children < 5 years who are wasted (%)                                                                                                    |
|       |                                         | 3       | Children < 5 years who are severely wasted (%)                                                                                           |
|       |                                         | 4       | Children < 5 years who are underweight (%)                                                                                               |
|       |                                         | 5       | Infant Mortality Rate (per 1000 live births)                                                                                             |
|       |                                         | 6       | <5 Mortality Rate (per 1000 live births)                                                                                                 |
|       |                                         | 7       | Children included in the Supplementary Nutrition Programme (%)                                                                           |
| II    | Education                               | 8       | Education Development Index for elementary education                                                                                     |
|       |                                         | 9       | Average drop-out rate for secondary education (%)                                                                                        |
|       |                                         | 10      | Children with special needs enrolled in secondary education (%)                                                                          |
|       |                                         | 11      | Gross Enrolment Ratio for secondary education (%)                                                                                        |
|       |                                         | 12      | Gross Enrolment Ratio for higher secondary education (%)                                                                                 |
|       |                                         | 13      | Index of learning outcomes of children (as per ASER 2016)                                                                                |
| III   | Adolescence                             | 14      | Women aged 15-19 years who are pregnant or are mothers (%)                                                                               |
|       |                                         | 15      | Girls included in the nutrition programme of Rajiv Gandhi Scheme for empowerment of adolescent girls- <i>Sabla</i> (%)                   |
|       |                                         | 16      | Girls included in the Iron and Folic Acid tablets programme of Rajiv Gandhi Scheme for empowerment of adolescent girls- <i>Sabla</i> (%) |
| IV    | Protection                              | 17      | Sex ratio at birth                                                                                                                       |
|       |                                         | 18      | Women aged 20-24 years who were married before age 18 years (%)                                                                          |
|       |                                         | 19      | Rate of crimes against children under Indian Penal Code(IPC)                                                                             |
|       |                                         | 20      | Rate of crimes against children under Protection of Children from Sexual Offence Act (POCSO)                                             |
|       |                                         | 21      | Rate of crimes against children under Juvenile Justice (Care and Protection) Act                                                         |
|       |                                         | 22      | Children engaged in child labour (%)                                                                                                     |
| V     | Institutional Structures and Governance | 23      | Districts with Child Protection Units (%)                                                                                                |
|       |                                         | 24      | Districts with Child Welfare Committees (%)                                                                                              |
|       |                                         | 25      | Districts with Juvenile Justice Boards (%)                                                                                               |
|       |                                         | 26      | Districts with Special Courts for children (%)                                                                                           |
|       |                                         | 27      | Districts with Child-line Centres (%)                                                                                                    |
|       |                                         | 28      | Police disposal of crimes against children cases-pendency (%)                                                                            |
|       |                                         | 29      | Court disposal of crimes against children-pendency (%)                                                                                   |
|       |                                         | 30      | Registration of births (%)                                                                                                               |
|       |                                         | 31      | Registration of infant deaths (%)                                                                                                        |



The rest of this chapter on Children of India is organised into two more parts: first, a discussion on each theme included in the Index follows. Each sub section includes a ranking of states (separately for large and small states) on the indicators grouped under that theme. Finally, a composite index of the states' ranking for all the 31 indicators is presented in an overall Child Rights Index. Further information on weights assigned to indicators within each theme, as well the themes within the overall index can be found in the methodology section of the PAI report. Lastly, a discussion of the rankings and the overarching themes of this special feature on Children of India will close out the report in a conclusions and discussion section.

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<sup>4</sup> Raman, 2018, p. 65 in “Children of India – Traditions, Trends and Transformation”, Saraswathi, Menon and Madan (Editors), Routledge, South Asia Edition.

<sup>5</sup> Saraswati, T.S., Menon, S., & Madan, A. (2015). Childhoods in India: Traditions, Trends and Transformations (p.404). New York, NY: Routledge.

<sup>6</sup> More details on Prof. Sinha's yeomen service to the children of India can be found here: <https://myfindia.in/prof-shantha-sinha/>

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<sup>8</sup> Ibid

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<sup>13</sup> Ibid. p. 2.

<sup>14</sup> Ibid. p. 6

<sup>15</sup> Ibid. p. 3

<sup>16</sup> Peters, B.G. (2012). Governance and the Rights of Children: Policy, implementation and monitoring. Innocenti WP-2012-2011.

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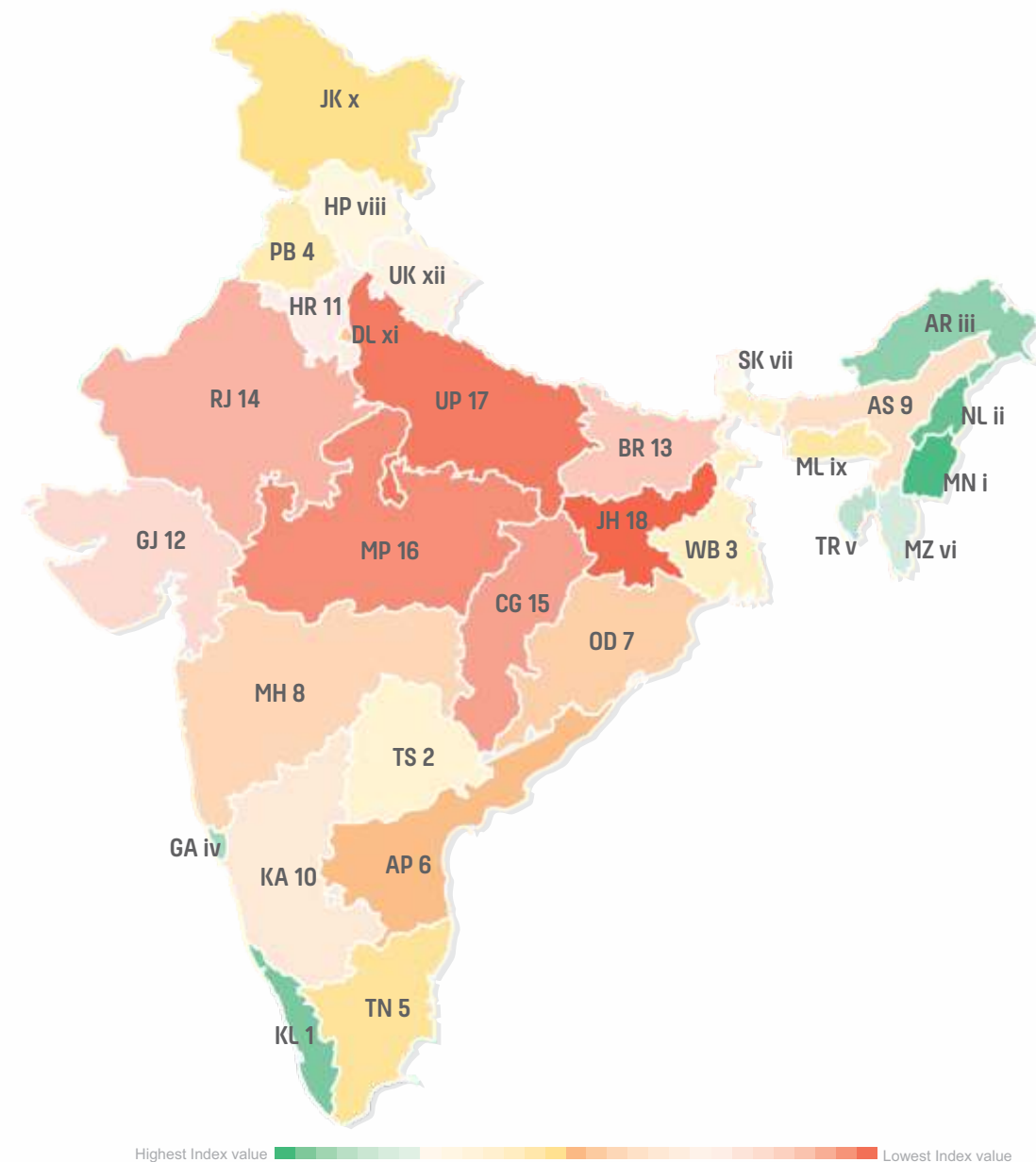
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<sup>21</sup> Ibid. See Page 31 for ranking and scores for each indicator by country

<sup>22</sup> Save the Children. (2018). The Many Faces of Exclusion: End of Childhood Report 2018. Fairfield. Retrieved from <https://www.savethechildren.org/content/dam/global/reports/2018-end-of-childhood-report.pdf>

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<sup>24</sup> Ibid. p. 11.



Highest Index value Lowest Index value

| Rank | Large States      | Index | 0 ---- scale range ---- 1 |
|------|-------------------|-------|---------------------------|
| 1    | KL Kerala         | 0.717 | <div></div>               |
| 2    | TS Telangana      | 0.594 | <div></div>               |
| 3    | WB West Bengal    | 0.561 | <div></div>               |
| 4    | PB Punjab         | 0.558 | <div></div>               |
| 5    | TN Tamil Nadu     | 0.549 | <div></div>               |
| 6    | AP Andhra Pradesh | 0.513 | <div></div>               |
| 7    | OD Odisha         | 0.481 | <div></div>               |
| 8    | MH Maharashtra    | 0.463 | <div></div>               |
| 9    | AS Assam          | 0.448 | <div></div>               |
| 10   | KA Karnataka      | 0.442 | <div></div>               |
| 11   | HR Haryana        | 0.409 | <div></div>               |
| 12   | GJ Gujarat        | 0.337 | <div></div>               |
| 13   | BR Bihar          | 0.305 | <div></div>               |
| 14   | RJ Rajasthan      | 0.302 | <div></div>               |
| 15   | CG Chhattisgarh   | 0.291 | <div></div>               |
| 16   | MP Madhya Pradesh | 0.247 | <div></div>               |
| 17   | UP Uttar Pradesh  | 0.243 | <div></div>               |
| 18   | JH Jharkhand      | 0.225 | <div></div>               |

| Rank | Small States         | Index | 0 ---- scale range ---- 1 |
|------|----------------------|-------|---------------------------|
| i    | MN Manipur           | 0.838 | <div></div>               |
| ii   | NL Nagaland          | 0.747 | <div></div>               |
| iii  | AR Arunachal Pradesh | 0.701 | <div></div>               |
| iv   | GA Goa               | 0.632 | <div></div>               |
| v    | TR Tripura           | 0.629 | <div></div>               |
| vi   | MZ Mizoram           | 0.617 | <div></div>               |
| vii  | SK Sikkim            | 0.612 | <div></div>               |
| viii | HP Himachal Pradesh  | 0.612 | <div></div>               |
| ix   | ML Meghalaya         | 0.551 | <div></div>               |
| x    | JK Jammu & Kashmir   | 0.520 | <div></div>               |
| xi   | DL Delhi             | 0.489 | <div></div>               |
| xii  | UK Uttarakhand       | 0.418 | <div></div>               |

*-Can we guarantee our children the right to thrive, and not just to survive?*

Early childhood development refers to complete physical, emotional, cognitive and motor development between 0 to 8 years of age. This period is a window of opportunity for research and suggests that in this time period the brain undergoes rapid transformation and thus lays the foundation for an intellectual capacity. Evidence suggests that if the brain does not receive adequate nutrition at this critical time, it is difficult for the brain to rewire itself later, adversely affecting the intellectual capacity, personality and social behaviour of a child. Economic and agricultural growth has reduced the number of undernourished persons by almost half. Unfortunately, 154.8<sup>1</sup> million under-five year olds in the world are stunted, which is a direct result of malnutrition. Sustainable Development Goal (SDG) 2 addresses this very malice by aiming to end hunger, achieving food security and improved nutrition. The SDGs are not legally binding, but India is committed to achieving each one of them. Prime Minister, Narendra Modi, noted in his speech at the United Nations Sustainable Development Summit in September 2015, that much of India's development agenda is mirrored in the SDGs. Similar objectives are also echoed in Article 6 of the UNCRC, which emphasises on the right to life, survival and development of every child.

This brings us to the next question: given India's commitment to the SDGs and UNCRC, how does the nutritional status of the children fare? Unfortunately, India currently ranks 100 out of 119 countries on the Global Hunger Index 2017<sup>2</sup> published by International Food Policy Research



*Image 1: Malnutrition is linked to poor maternal health and poor access to sanitation and drinking water*

Institute, ahead of only Afghanistan and Pakistan. The Report further states that India is one of the countries with the lowest reduction in hunger since the last index was calculated. Keeping this in mind, this theme examines performance of each of the states in India based on the nutritional status of children. A composite index was calculated using indicators (listed below) that have been widely recognised as metrics of malnutrition in children less than 5 years. The sections below discuss a few of these indicators in detail.

- Percentage of children who are stunted<sup>3</sup>,
- Percentage of children who are wasted<sup>4</sup>,
- Percentage of children who are severely wasted,
- Percentage of children who are underweight<sup>5</sup>
- Infant mortality rate
- Under - five mortality rate
- Percentage of children covered by the Supplementary Nutrition Programme



### Stunting

The Government of India might dismiss these rankings on the grounds of methodological irregularities but the national statistics too paint a dismal picture. The National Family Health Survey 4 (NFHS) 2015-16<sup>6</sup> shows that about 38% of children in India are stunted, 21% are wasted and close to 36% are underweight. This figure of 38% stunted children translates to one third of the global total of stunted children under five. Stunting is an irreversible condition at the age of two. It is associated with recurring illness in childhood, poor maternal and early childhood nutrition and poor access to improved sanitation and drinking water. Looking back, the percentage of children who are stunted has reduced by more than 9 percentage points, based on calculations using data from NFHS 3<sup>7</sup> and 4. Yet, 16 of the states in India have more than the national average of stunting<sup>8</sup> (32.14%), as shown in the Image 2. In the states of Andhra Pradesh, Arunachal Pradesh, Goa, Himachal Pradesh, Jammu and Kashmir, Kerala, Manipur, Mizoram, Nagaland, Punjab, Sikkim, Tamil Nadu, Telangana and Tripura, the incidence of stunting is below national average.

Image 3 demonstrates a few of the states that have made the least and most progress since 2005. The states of Bihar, Jharkhand, Karnataka, Madhya Pradesh, Rajasthan have made progress of 7.3%, 4.5%, 7.5%, 8% and 4.6% respectively in the past decade. Whereas, Chhattisgarh, Gujarat, Haryana, Odisha, Uttar Pradesh and Uttarakhand have been successful in decreasing the percentage of stunted children by at least 10 percentage points. The fact that some states have been able to curb the incidence of malnutrition by a favourable

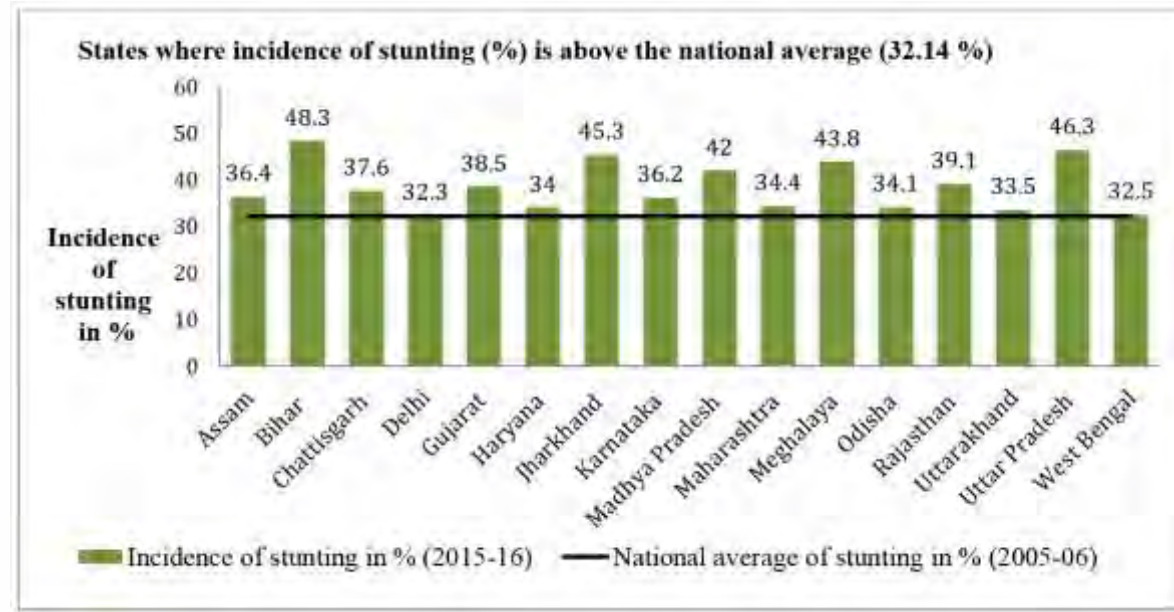


Image 2: States where incidence of stunting is above the national average  
Source: National Family Health Survey 3 & 4

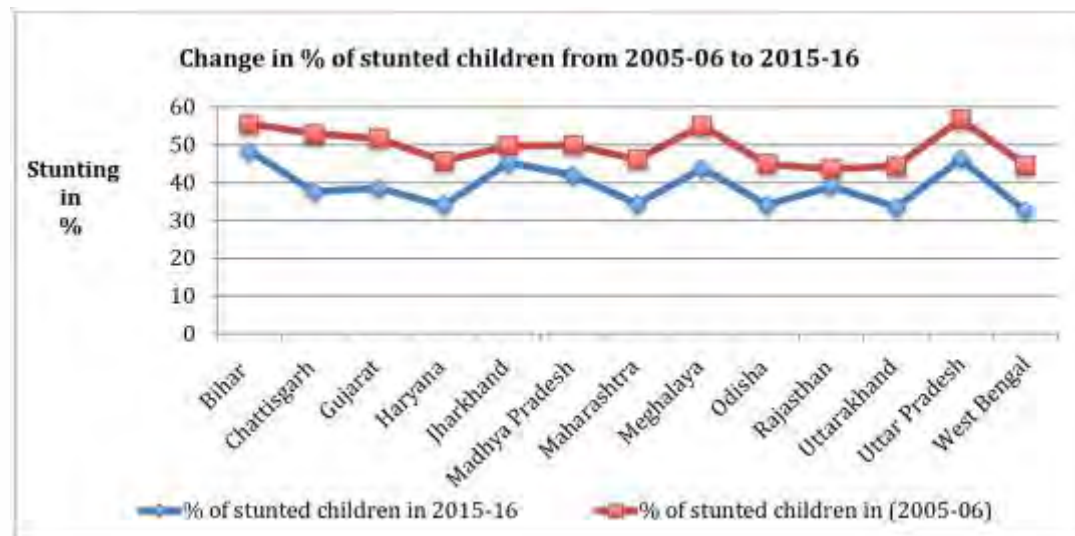


Image 3: Change in % of stunted children from 2005-06 to 2015-16  
Source: National Family Health Survey 3 & 4

margin clearly shows that it is possible for other states to do the same.

### Severely Wasted

As for wasting, WHO states that provided there is no food scarcity, the incidence of wasting is below 5% even in poor countries. India, a food surplus country, has around 7% of the children who are severely wasted with as many as 13 states that fall above the national average. In fact, data indicates that many of the states, especially Goa, Haryana, Karnataka, Maharashtra and Rajasthan have worsened in the past 10 years. Image 4 illustrates the performance of the states where percentage of severely wasted children has increased. Even more alarming is that many of these states are the ones with a high Gross State Domestic Product (GSDP) namely Maharashtra, Gujarat, Karnataka, Haryana and Punjab.

### Infant Mortality Rate

The global infant mortality rate was 30.5 deaths per 1000 live births in 2016<sup>9</sup>, whereas in India, according to the United Nations Population division it is 41. Admittedly, there is considerable improvement in the survival of children under 1 in comparison to 2005-06, when the IMR in India was 57. However, for a country as large as India with the fastest economic growth rate in the world, the prospects are dismal. The international scenario gives a disappointingly variegated picture, from the best (Singapore, Iceland and Japan standing 3, 2 and 3 deaths per 1000 live births respectively) to the worst Sierra Leone, Chad and Congo, at the bottom (182, 150 and 146, respectively)<sup>10</sup>.

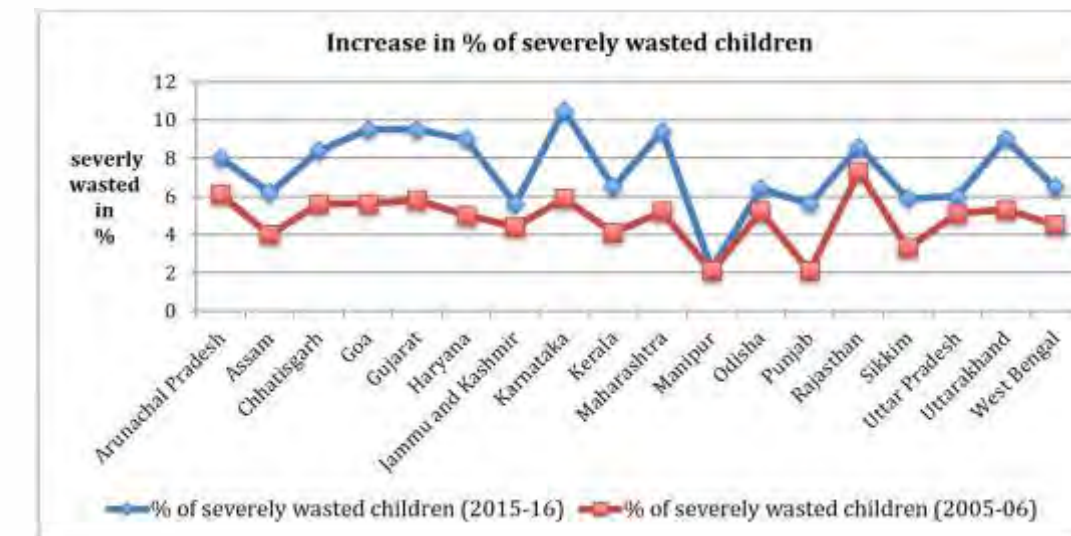


Image 4: Increase in % of severely wasted children from 2005-06 to 2015-16  
Source: National Family Health Survey 3 & 4

The highest infant mortality in India is reported in

- Uttar Pradesh (64)
- Bihar (48)
- Chhattisgarh (54)
- Madhya Pradesh (51)
- Assam (48)

The lowest is reported in

- Kerala (6)
- Goa (13)
- Tamil Nadu (21)
- Manipur (22)
- Arunachal Pradesh (23)

WHO data indicates that 75% of all under-five deaths occurred within the first year of life. Delving deeper, the percentage of neonatal deaths to total infant deaths in 2013 was 68%<sup>11</sup>. According to Lancet, the primary causes of newborn deaths in India are pre-maturity (35%) and neo-natal infections (33%). A gendered analysis of statistics shows that the girl child is more vulnerable to mortality than the male born child. The Sample Registration Survey reports that for every 37 deaths (IMR) of male born children, 40 female children die. This tendency is more prevalent in the rural areas than in the urban. The infant mortality rate for scheduled castes (45 per 1000 live births), scheduled tribe (44) and other backward class (42) is considerably higher than the infant mortality rate in general category, at 32 per 1000 live births. A similar trend is observed in the under-five mortality rate<sup>12</sup>. Evidently, there is greater uncertainty in the survival of children belonging to the marginalized sections of society.



### Supplementary Nutrition Programme

Supplementary Nutrition Programme (SNP) is a component of the Integrated Child Development Services (ICDS) under which children, as well as pregnant and lactating mothers, are given hot meals and take-home ration. In 2009, the Government of India implemented the SNP programme with the objective of bridging the gap between recommended dietary allowance and average daily intake. The Union Cabinet in September 2017 approved an increase in the per day cost per beneficiary from Rs 6 to Rs 8 for children between six months to three years and from Rs 7 to Rs 9.5 for pregnant women and lactating mothers. For severely malnourished children, the cost has been revised from Rs 9 to Rs 12.5.

However, the programme, which was to be universalised by 2014, provides nutrition to only half of the total population of children under 6. The coverage is even lower in the states of Punjab (32.73%), Tamil Nadu (32.88%), Haryana (32.7%), Punjab (32.7%) Maharashtra-(45.9%), Rajasthan-28.7%, and Gujarat-36.3%, Kerala-24.7% and Jammu Kashmir (17.6%).

The states of Maharashtra, Uttar Pradesh, Gujarat and Karnataka are the top five states in terms of Gross Domestic Product (GDP). Yet their performance on the nutritional status of children is abysmal<sup>13</sup>. Each of these states has one of the highest percentage of children who are stunted, wasted, severely wasted and underweight.

On the index of Early Childhood Development, the states of Kerala, Telangana and West Bengal

were at the top amongst the large states, while the states of Jharkhand, Madhya Pradesh and Uttar Pradesh are at the bottom albeit with considerable progress in comparison to the figures from 2005-6 as given by NFHS 3. Amongst the small states, Manipur, Nagaland and Arunachal Pradesh rank in the top three, whereas Jammu and Kashmir, Delhi and Uttarakhand rank in the bottom three states of the index. On the overall index of large and small states, the first ten positions are occupied by small states, with the exception of Kerala that ranks third on the index. Unfortunately, the relatively prosperous states such as Karnataka, Maharashtra, and Gujarat are in the bottom fifteen states on the index. The North-Eastern states have performed well on the index, with majority of them being in the top 10, except for Meghalaya.

### What have we done so far?

Malnutrition among children is linked to myriad factors: access to sanitation and clean drinking water, socio-economic conditions of the household, education of the mother, feeding practices etc. Furthermore, nutritional status of a child is linked to health of the mother as well. There is a plethora of policies in India to counter each of these factors that impact the health of the children: Swachh Bharat Mission (SBM), National Health Mission (NHM), Integrated Child Development Services (ICDS), Mid-Day Meal Scheme, Targeted Public Distribution System (TPDS), National Food Security Act, 2013 (NFSA 2013) and Right to Education. The recently launched National Nutrition Mission addresses the gap in synergy in various nutritional programmes and aims to provide a robust convergence mechanism for all schemes.

Enactment of NFSA 2013 brought in a paradigm shift; it adopted a rights-based approach instead of a welfare approach and made food a legal entitlement. NHM provides support to the health of the mother, the child as well as adolescents. It has multiple schemes under its umbrella, each one addressing a wide range of issues such as strengthening physical infrastructure and human resource, communicable disease programmes and child, adolescent and maternal health. The objective of the SBM programme is to end open defecation in India by 2019 through construction of household toilets and thus provide sanitation, the lack of which results in diarrhea and subsequently, a higher mortality rate.

ICDS launched in 1975 and universalised in 1997, was chiefly promulgated to cater to nutritional needs of children in the age group 0-6 years. It expanded its focus to adolescent girls as well as pregnant and lactating mothers. Currently, there are more than 1.3 crore<sup>14</sup> Anganwadi Centres operating across 36 states and Union Territories. Similarly, the Mid-Day Meal scheme was implemented in 1995 and universalised by 1998 to enhance enrollment, retention and attendance of children in schools and as well to curb the



Image 5: ICDS is the flagship program of the Government of India to combat malnutrition

incidence of malnutrition among children. Children are provided one cooked meal in the school as prescribed by the scheme. The TPDS is yet another scheme that has been operational for the past 21 years. Under the scheme, Below Poverty Line households were provided food grains such as rice, wheat, pulses and sugar and kerosene at highly subsidised prices. The NFSA 2013 further increased the coverage of TPDS to 81.35 crore<sup>15</sup> persons, constituting two thirds of the total population of the country.

Notwithstanding a legacy of well-intended and robust policies, the country has not been able to tackle the menace of malnutrition effectively. There are numerous reasons for this persistent failure of policies. Some of the reasons are Welfare policies in India, by and large, have subsidised delivery of calories but not micro-nutrients. Noble prize-winning economist Angus Deaton, had stated that malnutrition in India is not just related to calorie intake, but India's dependence on a carbohydrate-based diet with low protein and fat content. Secondly, programme implementation is tardy and not uniform across the country. Thirdly, underpaid, overworked and unskilled personnel (especially in the case of



Image 6: Deficiencies in the National Health Mission

Anganwadi workers), corruption including the siphoning away of food provided and a toothless grievance redressal mechanism are some of the important factors that hinder the programmes from becoming effective. Unspent balances, lack of qualified professionals and vacancies too are indicative of the apathy of the government. For instance Image 6 describes the shortfall in personnel in the National Health Mission scheme. Moreover, ICDS the government's flagship scheme has seen budget cuts and increases, indicating the government's wavering commitment towards the cause.

The two administrative structures, the Women & Child Department with its Integrated Child Development Services Scheme, and the other, the Medical and Health Department through the Public Health Centres, tend to work in silos, one dedicated to the child and the other to health, without seeing the intrinsic and unavoidable dependencies on each other. With large networks across the length and breadth of the country, yet, there are irreconcilable differences between the two field formations, unable to achieve the common goals of a healthy and well-nourished child.

The policies that do not address food security but are crucial to the overall health of a child such as the Swachh Bharat Mission are also faltering. In the case of Swachh Bharat Mission-Gramin, experts caution that although half of the villages have been declared Open Defecation Free (ODF), nearly one third of them are not verified. Moreover, a study titled 'Improving Consumer Voices and Accountability in the Nirmal Bharat Abhiyan'<sup>16</sup> conducted by Public Affairs Centre on the implementation of the programme in Tamil

Nadu and Orissa pointed out the lack of voice given to households in the construction of toilets as well as shoddy construction by contractors resulting in low toilet usage.

Malnutrition is not a single headed demon. It impacts the physical and cognitive abilities of a child. A malnourished child is disadvantaged from an early age. Low immunity, low attention span, lack of stamina all culminate in low learning outcomes, eventually keeping the child from exploring full potential. Unfortunately, in the past decade, the reduction in the proportion of undernourished children in India has been modest and slower than what has been achieved in other countries with comparable socioeconomic indicators.

There are some lessons for all of us here: there are states in the country which have brought down infant mortality rates and improved many other indicators for children in dramatic ways. Kerala, Goa Tamil Nadu and many of the southern states have led the way in this direction. The northern states in the so-called 'cow-belt' or the 'Hindi heartland' have done poorly. There is a reference in PIA 2018 elsewhere on the paradox that can be seen in many aspects of social development in the country. Public Affairs Centre, in its book 'The Paradox of India's North-South Divide: Lessons from the States and Regions'<sup>17</sup>, written by Dr. Samuel Paul and Dr. Kala Seetharam Sridhar have dwelt at length on this conundrum. The book has argued that while immediately after Independence it appeared that the North might have had a slight edge, it was during post liberalisation that the South surged ahead surely and determinedly.



Consistent and long-term investment in critical social sectors such as education, health, women's empowerment, community mobilisation, and nutrition have left a powerful impact on the lives of citizens enabling them to reap the benefits of development. The interesting fact is that recently some of the northern states, including Himachal Pradesh, Punjab and Sikkim have also learnt the that economic development and growth of GDP alone will not deliver sustainable results that will develop the human potential of the country. Unleashing human capital in a manner that will free them from the bondage of caste and religion, prejudices and biases, gender preference and dogma is a vital part of the effort required. Skill development is essential too, if we are to reap the benefits of the demographic dividend. The undisputable fact remains that if a nation is to grow, the child has to assume the paramount position it deserves so that it can, on maturity, assume the rightful position as a citizen of a proud and confident nation.

As the child, so the adult, said William Wordsworth when he paradoxically wrote “*the child is the father of the man.*”

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<sup>3</sup> Height for weight

<sup>4</sup> Weight for height

<sup>5</sup> Weight for age

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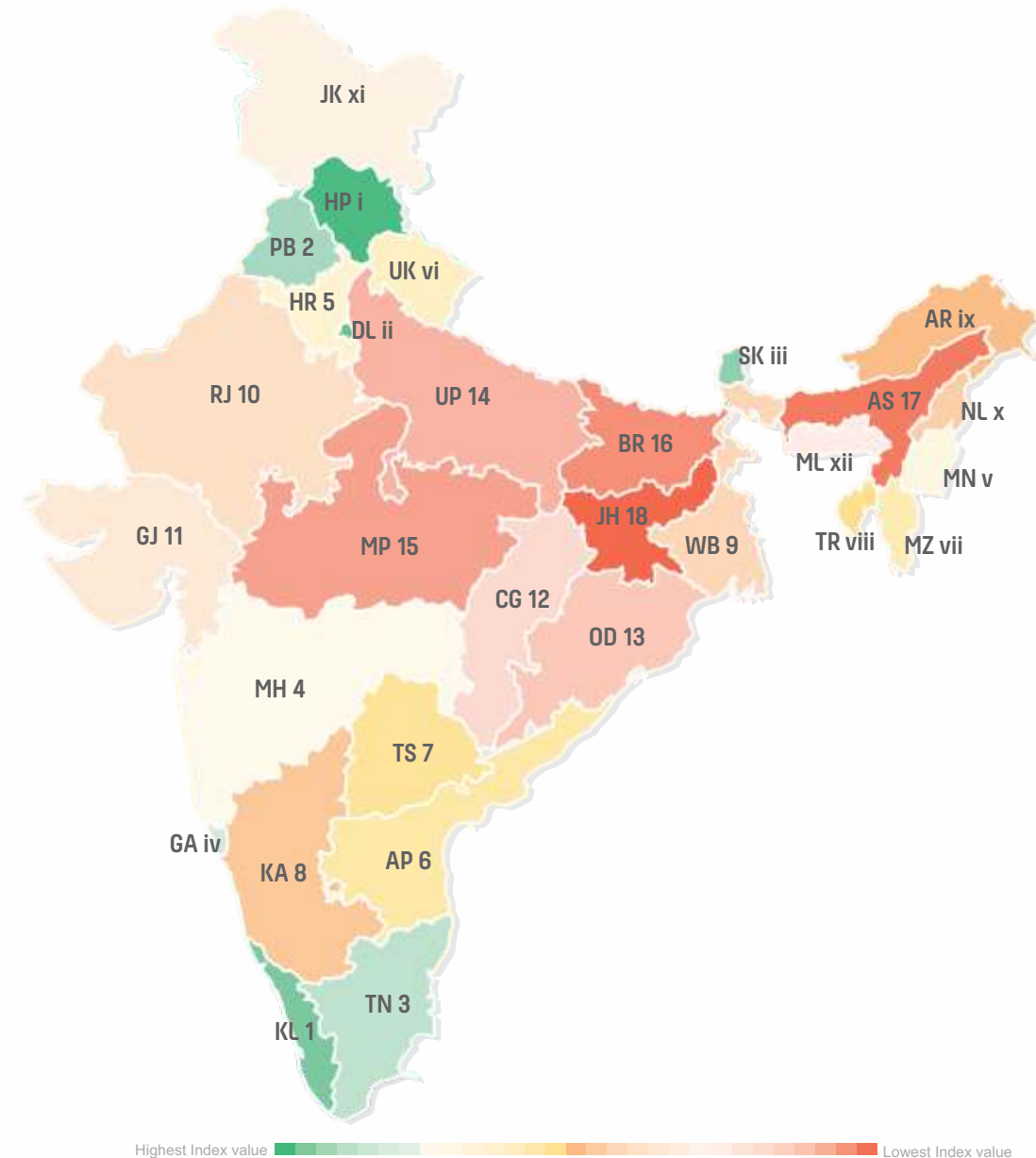
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| Rank | Large States |                | Index | 0 ---- scale range ---- 1 |
|------|--------------|----------------|-------|---------------------------|
| 1    | KL           | Kerala         | 0.748 | <div></div>               |
| 2    | PB           | Punjab         | 0.624 | <div></div>               |
| 3    | TN           | Tamil Nadu     | 0.621 | <div></div>               |
| 4    | MH           | Maharashtra    | 0.587 | <div></div>               |
| 5    | HR           | Haryana        | 0.577 | <div></div>               |
| 6    | AP           | Andhra Pradesh | 0.489 | <div></div>               |
| 7    | TS           | Telangana      | 0.472 | <div></div>               |
| 8    | KA           | Karnataka      | 0.400 | <div></div>               |
| 9    | WB           | West Bengal    | 0.344 | <div></div>               |
| 10   | RJ           | Rajasthan      | 0.340 | <div></div>               |
| 11   | GJ           | Gujarat        | 0.337 | <div></div>               |
| 12   | CG           | Chhattisgarh   | 0.307 | <div></div>               |
| 13   | OD           | Odisha         | 0.252 | <div></div>               |
| 14   | UP           | Uttar Pradesh  | 0.212 | <div></div>               |
| 15   | MP           | Madhya Pradesh | 0.150 | <div></div>               |
| 16   | BR           | Bihar          | 0.133 | <div></div>               |
| 17   | AS           | Assam          | 0.129 | <div></div>               |
| 18   | JH           | Jharkhand      | 0.128 | <div></div>               |

| Rank | Small States |                   | Index | 0 ---- scale range ---- 1 |
|------|--------------|-------------------|-------|---------------------------|
| i    | HP           | Himachal Pradesh  | 0.891 | <div></div>               |
| ii   | DL           | Delhi             | 0.771 | <div></div>               |
| iii  | SK           | Sikkim            | 0.625 | <div></div>               |
| iv   | GA           | Goa               | 0.598 | <div></div>               |
| v    | MN           | Manipur           | 0.583 | <div></div>               |
| vi   | UK           | Uttarakhand       | 0.574 | <div></div>               |
| vii  | MZ           | Mizoram           | 0.563 | <div></div>               |
| viii | TR           | Tripura           | 0.459 | <div></div>               |
| ix   | AR           | Arunachal Pradesh | 0.428 | <div></div>               |
| x    | NL           | Nagaland          | 0.393 | <div></div>               |
| xi   | JK           | Jammu & Kashmir   | 0.329 | <div></div>               |
| xii  | ML           | Meghalaya         | 0.313 | <div></div>               |



Image 1: Famous Words by Malala Yousufzai

This theme examines the performance of each of the states in India in the education of their children, for the purpose of which a composite index encompassing six indicators has been constructed after much discussion. The indicators that measure the performance of states on elementary education include:

- Education Development Index (primary education)
- Annual Status of Education Report (ASER) Learning Levels (primary and upper primary).

The performance of states on secondary and higher secondary education has been measured using the following indicators:

- Annual Average Drop-Out Rate % (secondary education)
- Enrollment-% Children With Special Needs (CWSN) to Total CWSN in secondary education
- Gross Enrollment Ratio in secondary education
- Gross Enrollment Ratio in higher secondary education

The second of the Millennium Development Goals (2000 to 2015) simply said “Achieve Universal Primary Education”: the related single target stated as follows:

*Target 3: Ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary education.*

With the start of the Sarva Shiksha Abhiyan (SSA) in 2000, India formally accepted the challenge and in fact, went even further, to expand the target to upper primary education and compressing the target time to 2010. The benevolence of the Right of Children to Free and Compulsory Education Act, 2009 gave the movement a legal force. At the end of the year 2015, it could be stated with some satisfaction that as a nation India was well close to universal enrolment at the primary level (99.21%), with gross percentage going beyond even 100%.

From 2015 onwards, the Sustainable Development Goals came into force: Goal 4 stated:

- *Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.*

The targets encompassed a commitment to provide every child with access to free primary and secondary education by 2030. The seven specific targets are:

- Universal primary and secondary education
- Early childhood development and universal pre-primary education



- Equal access to technical/vocational and higher education
- Creating relevant skills for decent work
- Gender equality and inclusion
- Universal youth literacy
- Education for sustainable development and global citizenship.



Image 2:  
Sustainable Development Goal 4: Quality Education

The SSA has a budget of Rs 26,129<sup>1</sup> crores in the current year 2018-19. Still, Census 2011 revealed that 8.4 crore children are out of school, and even more heart-breaking was that 78 lakh children have to help their families earn a living even as they are studying.

There is also much to be worried about in terms of the quality of education. Learning outcomes and pedagogical tools remain questionable. ASER has repeatedly shown that the children of India are not gaining the benefits of universal education. The report makes it clear, for example, that students of class 3 and 5 are unable to read and do simple mathematics that is expected of even of children in lower grades.

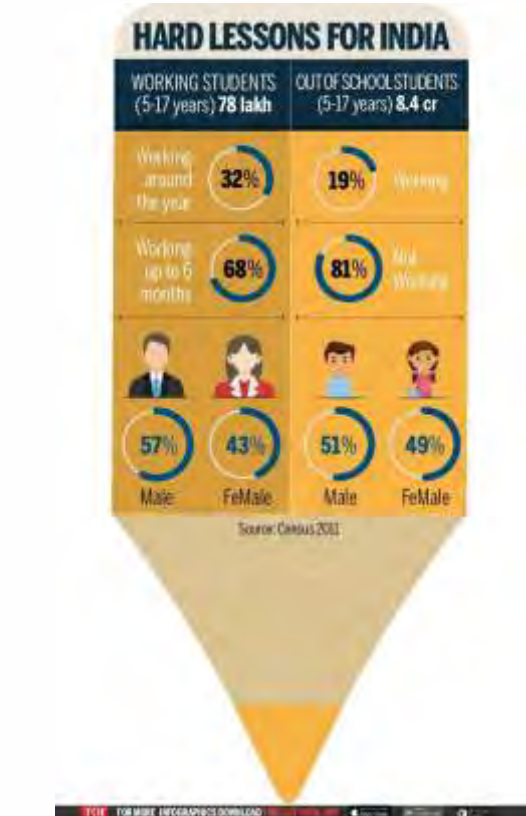


Image 3: Working Child Population and Out of School Children in India

The woes of secondary education in India start at enrollment itself. The Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is a flagship scheme of Government of India, launched in March, 2009, to enhance access to secondary education and improve its quality. The two main goals of the scheme were to provide universal access to secondary level education by 2017. However, in 2016, the gross enrollment ratio in secondary education was 80%. The dropout rate further

reduces the cohort of children actually studying in secondary schools. The annual average dropout rate in secondary education is 17.06%. Dropout rates are especially high in states of Assam (27%), Bihar (26%), Chhatisgarh (21%), Gujarat (25%), Jharkhand (24%), Karnataka (26%), Madhya Pradesh (24%), Odisha (29%) and Tripura (28%). At 22%, the dropout rate in rural areas is much higher than in urban areas- 6.15%.



Image 4: Schooling v/s Learning

The status of learning outcomes of children at secondary level is equally compromised. The National Council of Education, Research and Training (NCERT) conducted National Achievement Survey for students of Class 10th in 2015 for the first time, wherein students were tested in five subjects: English, Mathematics, Science, Social Science and one Modern Indian Language. Nationally, only 16% of class 10th students across all types of schools, could answer more than 50% of the questions for Mathematics and 15% could do the same for English. Results were marginally better for Science and Social Science, where 22% and 29% of the students provided correct answers for each respectively<sup>2</sup>. Given the high dropout rate and low learning outcomes in elementary and secondary education,

it is not a surprise that a mere 56% of the children that should pursue higher secondary education are actually enrolled (Secondary Flash Statistics, 2015-16).

The Sarva Shiksha Abhiyan has been operational for the past 18 years and Rashtriya Madhyamik Shiksha Abhiyan has been operational for almost a decade. And yet the quality of education that our children receive remains dismal. What could be the reason for this? Factors like pupil-teacher ratio, capacity of teachers to teach and expenditure on quality of education might explain to some extent, the cause of poor learning outcomes of children.

#### Pupil Teacher Ratio (PTR)

The Right to Education Act prescribes a PTR of 30:1 at primary level. At the gross country or stage level the figure is quite satisfactory; but the deployment of teachers in most states is unsatisfactory, leaving cities with an excess of and rural areas with a deficit of, teachers. According to the U-DISE data for 2015-16, more than one-fourth of the primary schools in India have a PTR>30. As per the reports, the highest percentage of schools with PTR>30 are in Bihar (72.16%) followed by Delhi (66.7%), Uttar Pradesh (57.13%), Jharkhand (42.7%), Haryana (32.25%), Assam (30.63%), Madhya Pradesh (23.68%), Punjab (22.43%) and Meghalaya (20.48%). At the Upper Primary Level, the figures are slightly better- only 14.4% of the schools have a PTR>35. In comparison to the BRICS countries, India has the worst PTR; South Africa has a PTR of 33.6:1, Brazil: 20.9:1, Russia:19.8:1 and China: 16.3:1 (World Bank)<sup>3</sup>.

#### Lack of Capacity Building Initiatives

The percentage of primary and upper primary level teachers who have received in service training in a given academic year is less than 25% on average, as per Flash Statistics 2015-16.



Image 5: Access to Education for All

The percentage of professionally trained teachers in government schools at 87.91% is high on an average. However, a few states are still lagging behind. In Bihar, only 61% of the teachers in government schools are professionally trained, in Manipur (55%), Arunachal Pradesh (53%), Assam (53%), Jammu Kashmir (61%), Meghalaya (45%), Nagaland (38%), Sikkim (65%), Tripura (47%) and West Bengal (69%).

#### Inadequate teachers and infrastructure

Another important factor is the occurrence of children of diverse grades sitting in the same class. ASER 2016 indicates that the proportion of children who sit with children of dissimilar grades is quite high and it is on the rise. In primary schools, in 2010, 55.2% of Class II students sat with other grades. This figure has gone up to 63.17% in 2016. A similar trend was observed in children of Class IV. The proportion of classes in

which Class IV children are sitting with other grades has increased to 58% in 2016 from 49% in 2010<sup>4</sup>.

#### Myth of Private Schools

Between 2010-11 and 2015-16, the number of private schools increased by 77,063 nationwide, a growth of 35%, more than six times the growth of Government schools (12,297) which is a measly one per cent. In the same period, enrolment in Government schools decreased by 13.1 million whereas it increased by 17.5 million in private schools<sup>5</sup>.

ASER reports indicate that parents are increasingly enrolling their children in private schools instead of in government schools with the perception that learning outcomes are better in private schools. Be that as it may, the household characteristics of these children do not change. Children in private schools often come from affluent backgrounds, as opposed to children whose parents struggle to make two ends meet. Now, the overall effect is that the private schools are causing a dent in the savings of the less-affluent children without giving them the desired results. On the other hand, government schools are left with the most underprivileged and marginalised ones, making the question of improvement in learning levels even more crucial.

#### Making Spending Accountable

According to Accountability Initiative of the Centre for Policy Research, 80% of Rs.5,86,085 crore over 10 years have been spent on teachers in terms of salaries, teaching materials and training.



Jean Dreze and Amartya Sen in 'An Uncertain Glory: India and its Contradictions' have showed that the estimated ratio of teacher salary to per capita GDP is much higher in India OECD and Asian Countries. Table 1<sup>6</sup> demonstrates the figures:

Table 1: Estimated Ratio of Teacher Salary to Per Capita GDP

| Country/ State    | Reference Year | Estimated Ratio of Teacher Salary to Per Capita GDP |
|-------------------|----------------|-----------------------------------------------------|
| OECD average      | 2009           | 1.2                                                 |
| Asian Countries   |                |                                                     |
| China             | 2000           | 0.9                                                 |
| Indonesia         | 2009           | 0.5                                                 |
| Japan             | 2009           | 1.5                                                 |
| Bangladesh        | 2012           | ~1                                                  |
| Pakistan          | 2012           | ~1.9                                                |
| India             |                |                                                     |
| Nine major states | 2004-05        | 3                                                   |
| Uttar Pradesh     | 2006           | 6.4                                                 |
| Bihar             | 2012           | 5.9                                                 |
| Chhatisgarh       | 2012           | 4.6                                                 |

With the implementation of the Sixth Pay Commission, salaries of teachers in government schools increased further. If the objective of paying higher salaries is to amass qualified, able teachers who will improve the quality of education provided to the children, then the arrow has missed the target. The learning outcomes of our children are not where they should be. In such a case, the question arises if teachers need be held accountable.

#### Inadequate Spending

The Economic Survey 2017-18<sup>7</sup> shows that the states and the Union governments together have been investing less than 3% of the country's GDP in education or, in the survey's definition, in education, sports, arts and culture. In 2012-13 and 2013-14, education expenditure was 3.1% of the GDP. It fell in 2014-15 to 2.8% and registered a further drop to 2.4% in 2015-16.

Although, there have been some signs of recovery since 2016-17 (2.6%), expenditure on education has not received priority from successive governments. India's peers, the BRICS countries spend much more on education: Russia (3.8%), China (4.2%), Brazil (5.2%) and South Africa (6.9%)<sup>8</sup>.

#### Access to Vocational/Professional Courses

The RTE Act, 2009 and 'no-detention' policy ensured universal enrolment and compulsory education for the eight formative years of a child. Thus, at the age of 14, children leave the protective framework of the RTE and are just four years away from adulthood. At this juncture, it becomes important to assess the direction the lives

of the youth take and the kind of opportunities available to youngsters. The vocational education system in India enrolls less than 3% of the students at the upper secondary level<sup>9</sup>. Furthermore, less than 40% of the graduates of the Vocational Education and Training initiative find suitable employment.

ASER 2017<sup>10</sup>, is a commendable effort and has tried to understand the opportunities available in terms of vocational training and professional courses, their learning outcomes and aspirations. For as long as one struggles with providing quality education at the elementary level, one ignores the higher order needs of children that demand not just foundational skills but also advanced skills that are essential in the competitive job market.

These are some of the issues among a long list of issues plaguing the Indian Education System that need discussion and attention in more detail. Enrollment, high salaries and private schools cannot be a solution to the larger systemic issues. When more Indians are attending school than ever before, schooling has not translated into learning. The systemic deficiencies need to be fixed. The inherent inequalities in a nation, based on caste, religion, gender, class and social privilege are meant to be bridged by education. It is the vehicle for upward social mobility for the common man. A child unable to do basic Mathematics shall not be able to aspire for employment, create family budgets, perform his normal job requirements, interpret loan agreements or, at the high end, perform complex algorithms. All the outcomes mentioned above require foundational skills, creativity and higher learning, and they all accompany quality education. The middle class in

India, has successfully managed to overcome that obstacle. Except for a thin crust of our students, possibly from private schools or some selected government institutions, who can compare with the best of the best, the rest of the children of India cannot hope to be competitive, to excel in their studies or be leaders in their professions when they grow to take up their jobs.

It is in this context that we must view the claim of India's demographic dividend with some caution. It is correct that 50% of the population are below the age of 25, and about 65% below the age of 35; the youth of India could truly demonstrate the potential to transform India into a dynamic economy with high levels of employment and enhanced skills to take us up to great heights. But

one must remember that an uneducated and uncompetitive work force, barely able to meet the demands of the education system which promises learning but does not deliver, cannot take the country anywhere.

The World Bank Group's latest report (2018) on 'Learning to Realise Education's Promise'<sup>11</sup> reflects the growing concern across national boundaries about the sorry plight of education. There are three main messages that come through: schooling is not the same as learning; schooling without learning is not just a wasted opportunity, but a great injustice; and there is nothing inevitable about low learning in low-and middle-income countries. Poor learning outcomes is in itself a cause for alarm; but more important is that both teachers and students are not prepared for the mutual teaching-learning class-room experience. Poor management further stymies quality. PIA 2018 stipulates a three-point remedy: assess learning to make it a serious goal; act on evidence, to make schools work for learners; and align actors, to make the system work for learning. This may, however, be too simplistic.

Quality school education seems to be going nowhere. Community involvement in the education of the children is an objective far from realisation. The enhancement of the capacity of teachers to transform education has not yet been tapped. Policy formulators and administrators are groping in the dark. Political ideology at times seem to submerge the true meaning of a humane education system. There are no iconic national champions who can inspire and motivate all to not rest until every child is educated, and none left behind. The far reaching Kothari Commission

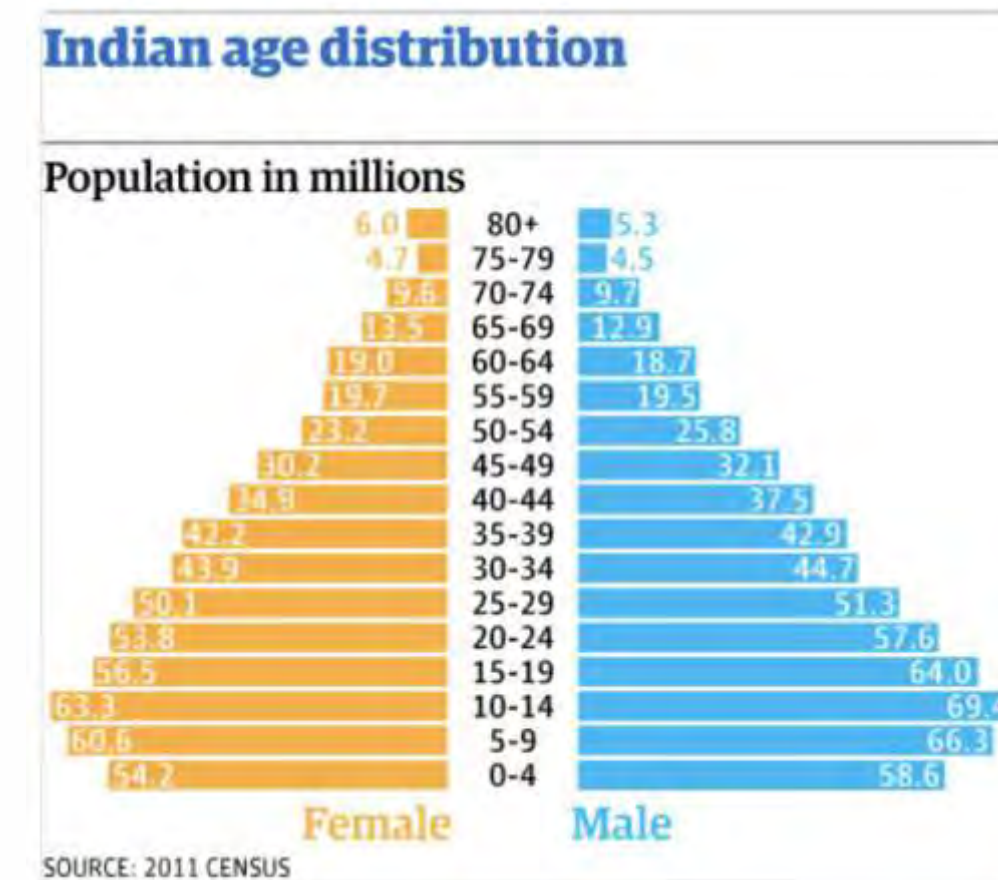


Image 6: Age Distribution of Population in India



recommendations of 1966 for school education, the two National Education Policies of 1968 and 1986, and the Plan of Action of 1992, have all disappointed children. A new Policy is on the anvil: it has the potential to take children on a higher trajectory of learning and self-fulfilment. But will it? that is the question we must ask on behalf of the children of India.

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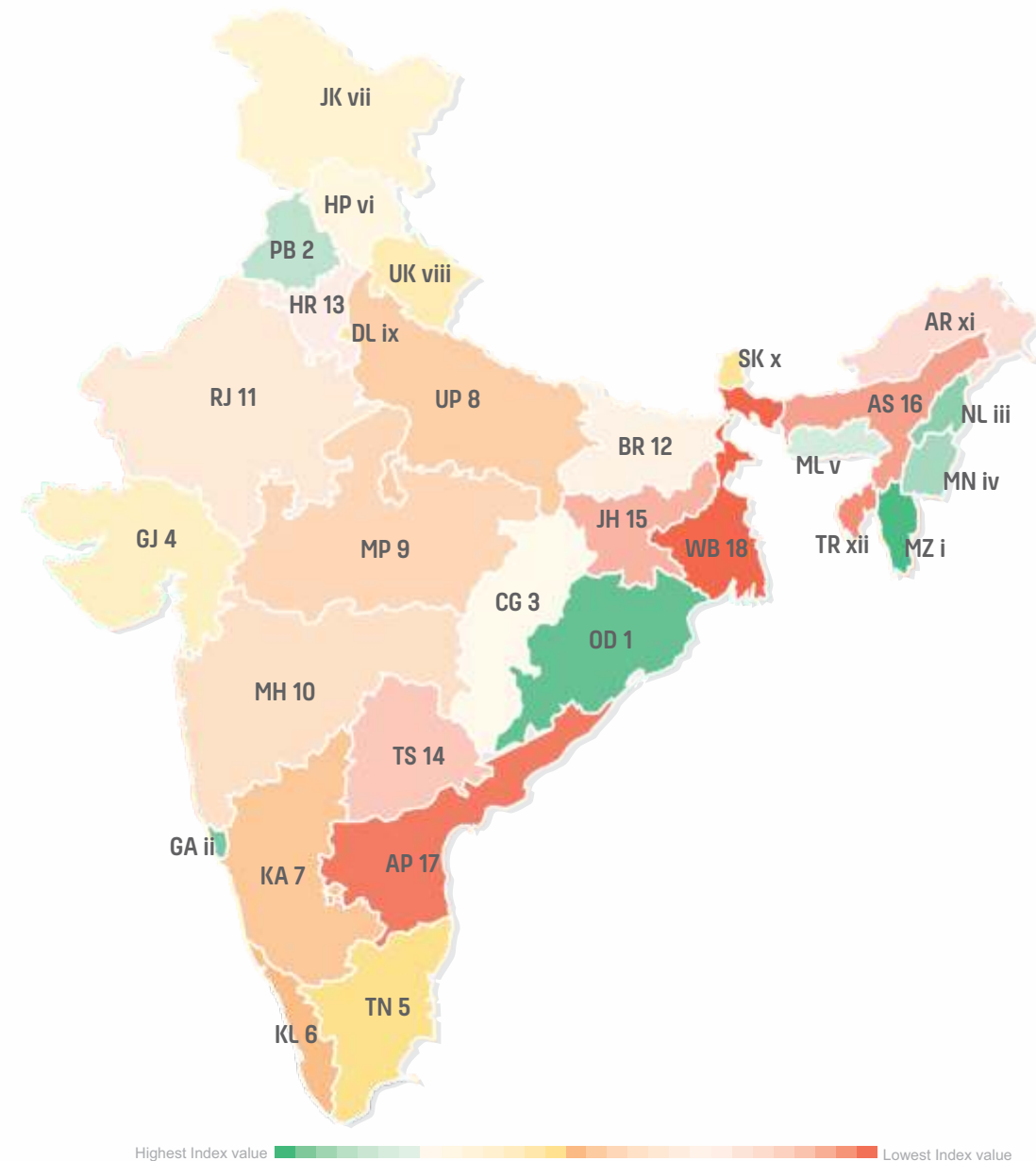
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| Ranrk | Large States      | Index | 0 ---- scale range ---- 1 |
|-------|-------------------|-------|---------------------------|
| 1     | OD Odisha         | 0.613 |                           |
| 2     | PB Punjab         | 0.434 |                           |
| 3     | CG Chhattisgarh   | 0.426 |                           |
| 4     | GJ Gujarat        | 0.416 |                           |
| 5     | TN Tamil Nadu     | 0.387 |                           |
| 6     | KL Kerala         | 0.381 |                           |
| 7     | KA Karnataka      | 0.350 |                           |
| 8     | UP Uttar Pradesh  | 0.349 |                           |
| 9     | MP Madhya Pradesh | 0.347 |                           |
| 10    | MH Maharashtra    | 0.334 |                           |
| 11    | RJ Rajasthan      | 0.329 |                           |
| 12    | BR Bihar          | 0.308 |                           |
| 13    | HR Haryana        | 0.296 |                           |
| 14    | TS Telangana      | 0.270 |                           |
| 15    | JH Jharkhand      | 0.264 |                           |
| 16    | AS Assam          | 0.254 |                           |
| 17    | AP Andhra Pradesh | 0.196 |                           |
| 18    | WB West Bengal    | 0.018 |                           |

| Ranrk | Small States         | Index | 0 ---- scale range ---- 1 |
|-------|----------------------|-------|---------------------------|
| i     | MZ Mizoram           | 0.901 |                           |
| ii    | GA Goa               | 0.490 |                           |
| iii   | NL Nagaland          | 0.471 |                           |
| iv    | MN Manipur           | 0.454 |                           |
| v     | ML Meghalaya         | 0.429 |                           |
| vi    | HP Himachal Pradesh  | 0.425 |                           |
| vii   | JK Jammu & Kashmir   | 0.423 |                           |
| viii  | UK Uttarakhand       | 0.413 |                           |
| ix    | DL Delhi             | 0.407 |                           |
| x     | SK Sikkim            | 0.404 |                           |
| xi    | AR Arunachal Pradesh | 0.293 |                           |
| xii   | TR Tripura           | 0.249 |                           |

## ADOLESCENT IN INDIA

- India is home to 243 million adolescents – children aged 10 to 19 years – the most adolescents of any country.
- It accounts for about 21.3% of population of the country.
- Girls currently married (age group 15-19yr) are 30%.
- Boys currently married (age group 15-19yr) are 4.6%.
- Birth by age 18 year- 21.7%

UNICEF GLOBAL DATA 2011

Image 1: Demographic Distribution of Adolescents in India

A universally accepted definition of adolescence has not been established, however the World Health Organization (WHO) defines adolescents as children in the age-group 10-19<sup>1</sup>. At 1.2 billion, they make up 16% of the total population in the world<sup>2</sup>. As per the Census of 2011, every fifth person in India is an adolescent. After Pakistan (22.3%)<sup>3</sup>, India has the highest proportion of adolescents as compared to China (14.1%), Brazil (17.3%) and USA (13.8%)<sup>4</sup>. The State of the World's Children 2011 report published by UNICEF is dedicated to measuring the well-being of adolescents. It highlights the need to invest on adolescents to consolidate the gains of interventions made in early childhood development.

However, until now, the well-being of adolescents has not received focused attention from the perspective of policy. Adolescents are vulnerable to the forces of child labour, sexual exploitation (especially among girls), early marriage and subsequently high dropout rates from schools. Yet, very little data is available on the subject of health of adolescents, covering the tendency of

engaging in unhealthy activities such as tobacco and alcohol consumption, mental health issues and knowledge on sexual and reproductive health. Health based surveys such as the District Level Household and Facility Survey (DLHS) and National Family Health Survey (NFHS) collect data largely on child and maternal health and male adult health to some extent. As a result, there is a gap in the data base of all matters related to adolescents.

There are targeted policies for children in the age group 0-5 years, such as ICDS and NHM but the moment children leave the legal framework of these policies, questions about their health remain unanswered. Eventually, the ICDS programme in the Scheme for Adolescent Girls included adolescent girls in its coverage, but nutrition needs of boys are still overlooked.

As for education, the Rashtriya Madhyamik Shiksha Abhiyan aims to increase enrollment rate in secondary education but so far has not been able to achieve that goal. Even more worrying is the



Image 2: What does the future hold for our young boys?



fact that no policy tackles the issue of low enrollment in secondary and higher secondary education i.e. 11th and 12th grade.

The ASER 2017 'Beyond Basics' report captures the status of adolescents between 14-18 years of age, also called the 'youth' in terms of their ability to lead productive lives as adults. It brings out the lack of foundational literacy and skill sets among youth who are required to compete in an increasingly automated, technology driven world. It highlights the low demand for vocational courses in agriculture, horticulture, animal husbandry and allied processing industries in rural areas. It argues that in the current times graduation certificates have lost their meaning and industry leaders often complain about the capabilities of job applicants. It is essential that policy guides youth in a manner that they have the skills required to meet the demands of industry, where they may be fruitfully engaged.

In this theme PAC would have liked to focus on the aspects that impact the lives of adolescents. However, due to paucity of data, the theme only has become restricted to indicators on health of adolescent girls. Having said that, PAC would like to take this opportunity to bring out the appalling condition of the health of adolescent girls. The following indicators were used to measure the performance of each of the states:

- Women aged 15-19 who are pregnant or are mothers
- Percentage of beneficiaries under the nutrition programme of the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG) Sabla

- Percentage of beneficiaries under the iron and folic acid tablets of the RGSEAG Sabla

On an average, 7.9% of the girls between 15-19 years were mothers or pregnant, as reported by NFHS 2015-16. States that had the highest incidence of child-bearing among adolescent girls are Tripura (18.8%), West Bengal (18.3%), Assam (13.6%), Bihar (12.2%), Jharkhand (12%), Andhra Pradesh (11.8%), Telangana (10.6%) and Arunachal Pradesh (10.5%). States that had the lowest incidence of child-bearing among adolescent girls are Delhi (2.3%), Himachal Pradesh (2.6%), Punjab (2.6%), Sikkim (2.8%), Goa (2.9%), Jammu Kashmir (2.9%), Uttarakhand (2.9%) and Kerala (3%). The only state to have covered a large percentage of adolescent girls under the nutrition programme of Rajiv Gandhi Scheme for empowerment of Adolescent Girls (RSGEAG) Sabla is Mizoram, at 73%. Thereafter, the states of Goa (34.8%), Tripura (23.2%) and Bihar (20.3%) have the highest coverage of adolescent girls under the nutrition programme. The state of West Bengal at 0.3%, has the least coverage of adolescent girls, followed by Uttarakhand (2.1%), Andhra Pradesh (4.9%) and Haryana (7%). On an average, the nutrition programme of the RGSEAG covers 14.25% of the adolescent girls in the country.

The numbers for coverage of adolescent girls under the iron and folic acid tablets programme under the RGSEAG Sabla too are disappointing. The highest coverage has been observed in Mizoram (30.2%) and Odisha (28.2%) whereas the lowest coverage has been observed in Uttar Pradesh (0.6%) and Haryana (1%). On an average, the iron and folic acid tablets programme of the

RGSEAG Sabla covers 8.1% of the adolescent girls in the country.

A significant percentage of adolescent girls in India are affected by anaemia (iron deficiency). Anaemia during pregnancy is linked to high maternal and neonatal mortality and low birth weight in infants. Adolescence is a stage where the body is still developing and is not yet ready for child-bearing. Thus, early pregnancy leads to numerous conditions that adversely affect the health of the mother as well as the child. It increases the responsibility of the mother while she is also grappling with the concerns of a married life. The NFHS 4 indicates that there has been an improvement of 8 percentage points in the proportion of adolescent girls who were pregnant or mothers in the past decade. Given the numerous programmes in India that directly or indirectly target delaying early pregnancy, the progress is distressing.



*Image 3: Can we provide appropriate and adequate nutrition to our young girls?*

RGSEAG Sabla targets 11-18-year old adolescent girls, both out of school and in school, in 200 districts across the country. It provides nutrition in the form of Take Home Ration or Home Cooked Meal, iron and folic acid supplements and

counselling on family welfare. The scheme also provides vocational training to girls in the age group of 16-18 years under the National Skill Development Programme. Another scheme called the Rashtriya Kishor Swasthya Karyakram (RKSK) was launched in 2014 in 231 districts of the country as a part of the National Health Mission to improve the health of adolescent girls. Under the programme, Adolescent Friendly Health clinics were established where sanitary napkins, iron and folic acid tablets and contraceptives are available. The health clinics also counsel on nutrition, use of contraceptives, Sexually Transmitted Diseases (STDs) and delaying marriage and child bearing.

Adolescence in Latin means 'to grow, to mature.' At this juncture of life, adequate intake of nutrition is required for a body to develop. In a developing country like India, where more than 50% of the women in the age group 15-49 years are anaemic, schemes like RKSK and RGSEAG Sabla are required. But budgetary constraints and the slow pace of universalization of these schemes reduce the impact they intended to make. Secondly, both these schemes are dependent on Anganwadi Workers (AWW), Auxilliary Nurse Mid-Wives (ANM) and Accredited Social Health Activist (ASHA) Workers. AWW, ANM and ASHA are the frontline workers that drive the delivery of health and nutrition schemes in rural India for women, children as well as adolescents. These three groups, in charge of implementing multiple schemes are overworked and underpaid which enfeebles the last mile delivery of well-intentioned schemes. The AWW, ANM and ASHA belong to the same village they serve. Thus, their ability to deliver nutrition and

education schemes is limited. Be that as it may, they need to be regularly trained and their capacities built to improve their knowledge on nutrition and best care practices for women, adolescents and children under five. But so far, building capacities of these frontline workers and adequately compensating them has not been a priority of our policy makers.

Thirdly, a fundamental flaw in the welfare programmes for adolescent girls is the focus on improving their health and nutrition outcomes, while overlooking the aspirations and holistic development of girls. More often than not, boys have the advantage of continuing their education and pursuing employment, which could make them financially secure. But girls in rural areas lack access to education and have an exposure to new developments in the modern world, which automatically impacts on the aspirations and goals they set for themselves. In this context, by imparting skills that focus on home and family management, the policies reinforce the notion that a girl belongs in her home to take care of the family. The penetration of Information, Communication, and Technology in rural areas has increased access to new developments and opportunities to some extent; however, for girls to develop and achieve their dreams and aspirations, equal importance should be given to create pathways after secondary higher secondary education. The RGSEAG Sabla that provides vocational training under National Skill Development Programme to girls in the age group 16-18 is a step in that direction, but more needs to be done if one really want to empower young women and help them interact on an equal footing as men.

Although adolescence and young adulthood are generally considered healthy times of life the public health, social behaviour and problems either start or peak during these years<sup>5</sup>. Social determinants and lifestyles operate and interact in complex environment that precipitate or trigger these conditions or behaviours. Developmental transition of young people makes them vulnerable particularly to environmental, contextual or surrounding influences. Environmental factors, including family, peer group, school, neighbourhood, policies, and societal cues, can both support or challenge young people's health and well-being.

Evidence proves that young people are prone to a number of health impacting conditions due to personal choices, environmental influences and lifestyle changes including both communicable and non-communicable disorders and injuries. Others substance include disorders (tobacco, alcohol and others), Road Traffic Injuries (RTIs), suicides (completed and attempted), Sexually Transmitted Infections (STI) including Human Immunodeficiency Virus (HIV) infection, teen and unplanned pregnancies, homelessness, violence and several others. In all the countries, whether developing, transitional or developed, disabilities and acute and chronic illnesses are often induced or compounded by economic hardship, unemployment, sanctions, restrictions, poverty or poorly distributed wealth at both individual and country level.

Adolescence is a troubled stage in one's life, whatever may be the country or economic level, caste or religion. In India, poverty, blighted opportunities in life, serious nutrition and health issues, lack of an effective skilling or counselling



programme, depriving youth from achieving their full potential is lacking. Without a dependable family foundation and deprivation of a psychological grounding that brings stability and confidence, with no certain hope of a dependable job ahead, it is more than likely that the adolescents may lose their way and end up in crime and deprivation. It would certainly require the Government to accord much more attention than is being now provided to them, to convert their potential energy to actual productive achievement and make good our promise of the demographic dividend to our country.



Image 4: Can the nation unshackle the potential of its youth?

Mizoram, Odisha and Goa are the three top performing states among the thirty states in the index of adolescence. Tripura, Andhra Pradesh and West Bengal are the bottom three states in the index. In the large states category, other than Odisha, Punjab and Chhatisgarh are the top performing states and in the small states category Mizoram, Goa and Nagaland are the top performing states. In the large states category, Assam, Andhra Pradesh and West Bengal are at the bottom and in the small states category; Sikkim, Arunachal Pradesh and Tripura are at the bottom.

### Image Source

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### Endnotes

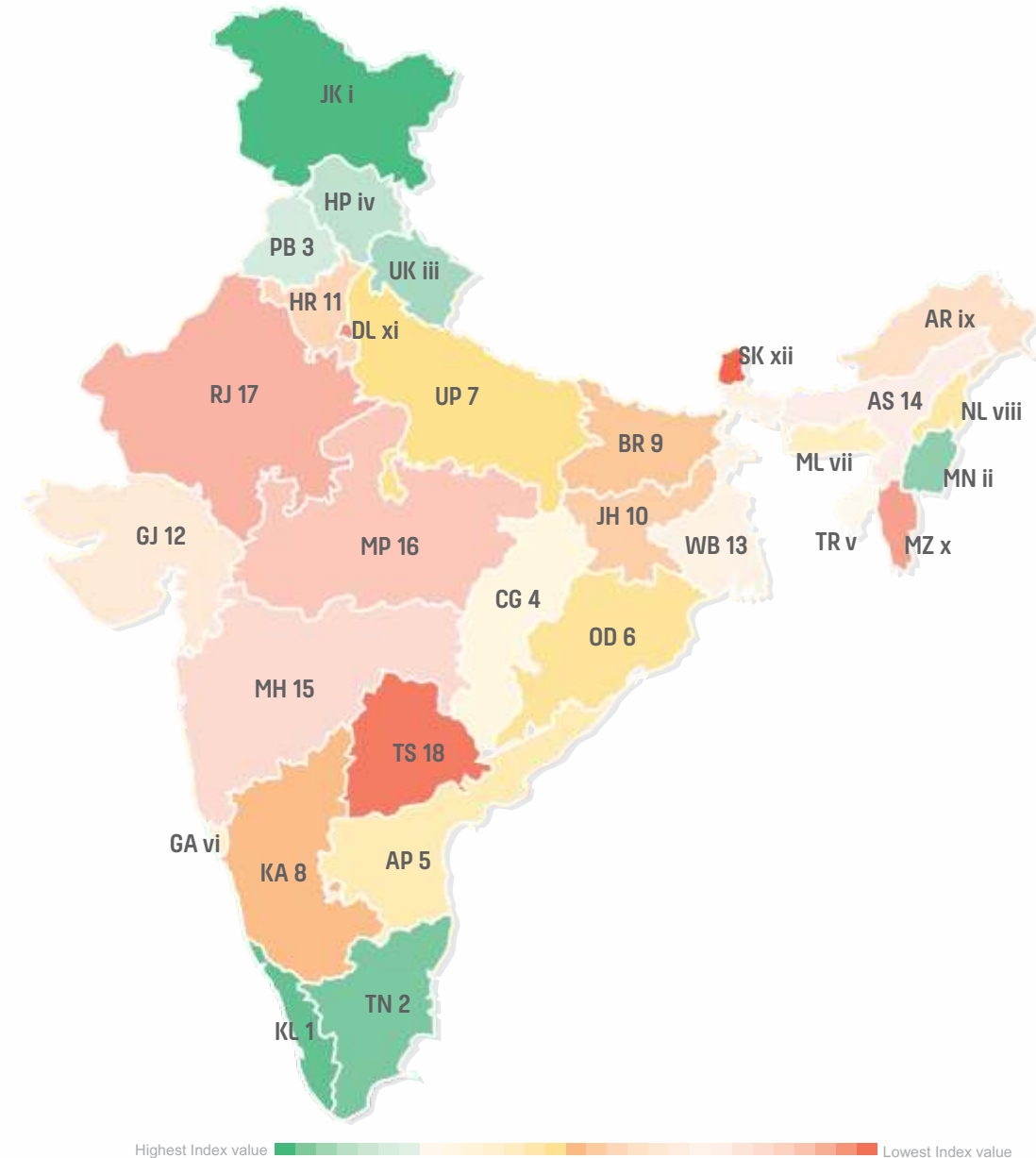
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<sup>4</sup> Census of India 2011, Government of India. URL: [http://www.censusindia.gov.in/2011Documents/PPT\\_World\\_Population/Size\\_Growth\\_and\\_Composition\\_of\\_Adolescent\\_and\\_Youth\\_Population\\_in\\_India.pptx](http://www.censusindia.gov.in/2011Documents/PPT_World_Population/Size_Growth_and_Composition_of_Adolescent_and_Youth_Population_in_India.pptx)

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| Rank | Large States |                | Index | 0 ---- scale range ---- 1 |
|------|--------------|----------------|-------|---------------------------|
| 1    | KL           | Kerala         | 0.822 | <div></div>               |
| 2    | TN           | Tamil Nadu     | 0.772 | <div></div>               |
| 3    | PB           | Punjab         | 0.739 | <div></div>               |
| 4    | CG           | Chhattisgarh   | 0.737 | <div></div>               |
| 5    | AP           | Andhra Pradesh | 0.720 | <div></div>               |
| 6    | OD           | Odisha         | 0.708 | <div></div>               |
| 7    | UP           | Uttar Pradesh  | 0.704 | <div></div>               |
| 8    | KA           | Karnataka      | 0.695 | <div></div>               |
| 9    | BR           | Bihar          | 0.683 | <div></div>               |
| 10   | JH           | Jharkhand      | 0.680 | <div></div>               |
| 11   | HR           | Haryana        | 0.679 | <div></div>               |
| 12   | GJ           | Gujarat        | 0.669 | <div></div>               |
| 13   | WB           | West Bengal    | 0.664 | <div></div>               |
| 14   | AS           | Assam          | 0.651 | <div></div>               |
| 15   | MH           | Maharashtra    | 0.638 | <div></div>               |
| 16   | MP           | Madhya Pradesh | 0.632 | <div></div>               |
| 17   | RJ           | Rajasthan      | 0.607 | <div></div>               |
| 18   | TS           | Telangana      | 0.454 | <div></div>               |

| Rank | Small States |                   | Index | 0 ---- scale range ---- 1 |
|------|--------------|-------------------|-------|---------------------------|
| i    | JK           | Jammu & Kashmir   | 0.840 | <div></div>               |
| ii   | MN           | Manipur           | 0.771 | <div></div>               |
| iii  | UK           | Uttarakhand       | 0.766 | <div></div>               |
| iv   | HP           | Himachal Pradesh  | 0.760 | <div></div>               |
| v    | TR           | Tripura           | 0.738 | <div></div>               |
| vi   | GA           | Goa               | 0.729 | <div></div>               |
| vii  | ML           | Meghalaya         | 0.728 | <div></div>               |
| viii | NL           | Nagaland          | 0.716 | <div></div>               |
| ix   | AR           | Arunachal Pradesh | 0.675 | <div></div>               |
| x    | MZ           | Mizoram           | 0.591 | <div></div>               |
| xi   | DL           | Delhi             | 0.478 | <div></div>               |
| xii  | SK           | Sikkim            | 0.420 | <div></div>               |

This theme ranks the ability of states to protect children based on performance in the indicators listed below:

- Sex ratio at birth
- Child marriage
- Child labour
- Crimes committed against children under Indian Penal Code(IPC)
- Crimes committed against children under Protection of Children from Sexual Offences Act (POCSO)
- Crimes committed against children under the Juvenile Justice Act.

Each of these indicators has been selected after much discussion as they represent important aspects of the government's commitment to child protection. Sustainable Development Goal 5 aims to eliminate all forms of violence and discrimination against women. Sex ratio at birth and child marriage are two parameters that have a huge impact on the quality of life of a woman. They also speak volumes about the general attitude of a society towards its girl child. Crimes committed against children represents the increasing vulnerability of children towards trafficking, abduction, sexual violence, child labour and infanticide.

Child protection is defined as the protection of children from violence, exploitation, abuse and neglect. Article 19 of the UN Convention on the Rights of a Child provides for the protection of children in and out of the home. Child protection systems are a set of usually government-run services designed to protect children and young



### Child Protection

Image 1: Article 19 of United Nations Convention on Rights of Children covers child protection

people who are underage and also to encourage family stability.

UNICEF defines<sup>1</sup> a 'child protection system' as:

*the set of laws, policies, regulations and services needed across all social sectors – especially social welfare, education, health, security and justice – to support prevention and response to protection-related risks. These systems are part of social protection, and extend beyond it. At the level of prevention, their aim includes supporting and strengthening families to reduce social exclusion, and to lower the risk of separation, violence and exploitation. Responsibilities are often spread across government agencies, with services delivered by local authorities, non-State providers, and community groups, making coordination between sectors and levels, including routine referral systems, a necessary component of effective child protection systems.*

Internationally nations have taken steps to protect this precious resource, for children, when nurtured in a safe and enabling environment, do grow up to be responsible and productive citizens.



### Sex Ratio at Birth (SRB)

NFHS reports that sex ratio at birth has improved from 914 in 2005-06 to 919 in 2015-16. However, there is a striking difference in SRB across all 30 states<sup>2</sup>. The state of Kerala (1047) records the highest SRB whereas Sikkim at 809 records the lowest SRB. Overall, out of the 30 states in India, 14 states have observed a dip in the sex ratio in the past decade, as shown in Image 2. States that have recorded the largest dip are Sikkim, Jharkhand, Arunachal Pradesh, Manipur and Mizoram. A recent study by Niti Aayog, based on data from Sample Registration Survey, too states that the child sex ratio has fallen in 17 of the large states.

It can be seen from the Image 2 that except for one, all the other six North-Eastern states of Manipur, Sikkim, Meghalaya, Arunachal Pradesh, Mizoram and Assam have shown a decline in the SRB. Each of these states had a relatively healthy SRB in 2005, with Nagaland and Sikkim having SRB at 984 and the others above 1000.

Image 3 on SRB display a healthier trend in rural areas than in urban of the country. The SRB in rural areas is as high as 927, falling to 899 in urban areas.

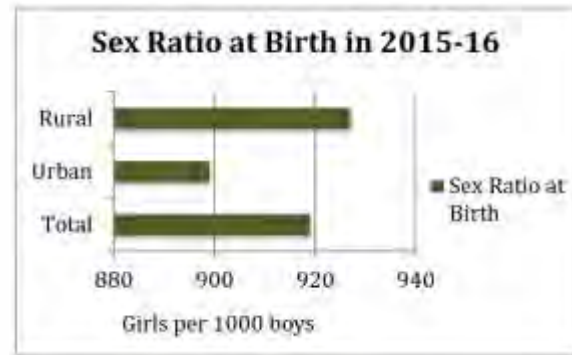


Image 3: Sex ratio at birth (SRB) Source: NFHS 4



Image 2: Change in Sex Ratio at Birth from 2005-06 to 2015-16

Source: National Family Health Survey 3 & 4

The natural sex ratio at birth is considered to be around 1050, implying that for every 1000 females, there are 1050<sup>3</sup> males. Demographers explain that the number of girls born is naturally lower than the number of boys since male babies are biologically weaker than females. This when coupled with risk taking behaviour and participation in wars, evens out the ratio of sexes in population as it ages.

The Economic Survey 2018-19<sup>4</sup> has shown that as the real per capita income of a state increases, its sex ratio falls (Refer Image 4). Thus, it is safe to say that the growth in income has not translated into a change in mindsets and higher chances for a girl child at life. It reports that the preference for the male child and neglect of the girl child, sex selective abortion, inadequate nutrition for the girl child causes 2 million women to go missing every year across various age groups.

Although not as brutal as female foeticide, son 'meta' preference is a subtler form of preference for the male child (Economic Survey 2018-19). Parents choose to keep having children until the desired number of sons are born. As a result, it is estimated that there exists 21 million 'unwanted girls'-born until and unless the parents got the desired number of boys. This is prevalent especially in the states of Punjab and Haryana where families exhibit a strong 'meta' son preference as opposed to the North-Eastern states that exhibit a weak meta 'son' preference.

As a patriarchal society, the preference for a male child is quite well known and well documented in India. Aided by developments in technology, the preference for a male child has manifested in sex selective abortion resulting in a skewed sex ratio at birth. There are a number of reasons for this

### Falling number of girls born in India since 1961

Number of girls born for every 1,000 boys born

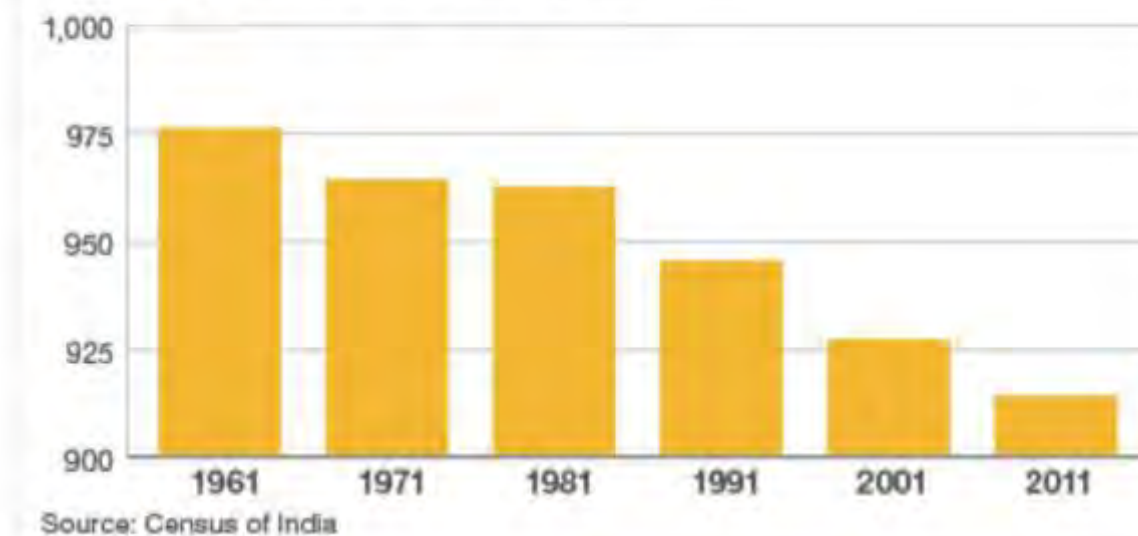


Image 4: Sex ratio has fallen over the years

preference for a male child; dowry fears, patrilocality i.e. women living with the husband's family after marriage and patrilineality (passing the property to sons rather than daughters).

The Pre-Conception and Pre-Natal Diagnostic Techniques (PCPNDT) Act criminalised the determination of sex of a foetus in 1994. After more than a decade since its inception, one still does not have consolidated state-wise data on the number of inspections, FIRs, on-going cases and convictions that were made under the Act. In response to an unstarred question in the Parliament, the Minister of Health and Family

Welfare stated the National Crime Records Bureau (NCRB) started collecting data on female foeticide only in 2014<sup>5</sup>.

According to an unstarred Lok Sabha question dated August 5, 2016 in the two decades since the PCPNDT Act was implemented only 350 people have been convicted and 100 medical licenses suspended across the country vis-à-vis the 2296 on-going police/court cases<sup>6</sup>. This shows that the corollary action of penalising the guilty medical professionals is not being undertaken by appropriate authorities constituted by a state. In Haryana, a state with one of the lowest SRB, a

total of 556 FIRs have been registered under the PCPNDT Act and Medical Termination of Pregnancy(MTP) Act between May 2015 and February 2018. But due to lack of evidence, there was a conviction in only 31 of the cases<sup>7</sup>. So far, 15 states in India have not secured a single conviction under the Act since 1994 to 2016. Rajasthan followed by Maharashtra has the highest number of convictions<sup>8</sup>. The poor implementation of the PCPNDT Act has allowed several guilty doctors, middlemen to undertake the activities with impunity.

In September 2016, the Supreme Court ordered internet search engines such as Google India, Yahoo! India and Microsoft Corporation (I) Pvt. Ltd. to not publish or advertise information on the determination of sex of the foetus. The order of the Supreme Court was in response to a petition filed by Sabu Mathew George who is a member of the National Inspection and Monitoring Committee that inspects the implementation of the PCPNDT Act. In 2008, Sabu Mathew George filed a public interest litigation alleging that information on sex determination is widely available on search engines<sup>9</sup>. Clearly, the advertisements on digital media show large gaps in the implementation of the PCPNDT Act.

The Beti Bachao Beti Padhao (BBBP) scheme was launched in 2015 with a lot of fanfare. The primary objective of the scheme was to prevent sex selective abortion, ensure survival and protection of the girl child as well as her education and participation. While the website of BBBP lists success stories that demonstrate the success of the scheme, specifically its achievements in Punjab and Haryana, the Comptroller Auditor General of India (CAG) has a different story to tell. CAG's



Image 5: FIRs and Convictions in Haryana

reports on Social, General and Economic Sectors show cases of funds of BBBP being diverted in Haryana to purchase laptops and bags that were not provided in the scheme or build a landmark to mark the launch of the scheme. An online portal at the district level where complaints can be lodged anonymously in relation to female foeticide have also not been set up diluting the effectiveness of the monitoring component provided for by the scheme<sup>10</sup>.

An unforeseen repercussion of the skewed sex ratio is the lack of brides, especially in the state of Haryana. The scarcity of women in the state has led to trafficking of women or girls from poor families from Assam, West Bengal, Bihar, Uttar Pradesh. These women are either brought or bought. A field study conducted by NGO Drishti Stree Adhyayan Prabodhan Kendra covering 10,000 households in Haryana found that over 9000 women were bought from other states<sup>11</sup>.

Sex ratio at birth is a significant criterion of disempowerment of the female gender and is reflective of social constructs that discriminate against the girl child as well as easy access to diagnostic tools. The clandestine nature of foeticide, collusion of medical personnel makes

the crime hard to report. There exists well intentioned policies but there are large gaps in the implementation of the Act, availability of data, training of health and police officials and awareness campaigns on female foeticide. For as long as this issue is unaddressed, the celebration and worshipping of female deities like Durga, Kali, Saraswati and Lakshmi, no matter the amount of devotion and fervor, will remain as acts of tokenism.

### Child Marriage



Image 6: Child marriage of girls is linked to high maternal and child mortality

Another instance where the Indian society has failed to protect daughters, is the enforcement of a law pertaining to marriageable age. The NFHS-3 reports that 47.4% of the women aged 20-24 were married before turning 18 in 2005-06. The figures declined significantly to 26.8% in 2015-16, as reported by NFHS 4.

Child marriage affects boys as well as girls. But the numbers for early marriage among boys are not disturbing. In 2015-16, the prevalence rate of child marriage among boys was 20.3%. It reduced from 32.3% in 2005-06.

Five states that record the lowest percentage of child marriage are Punjab (7.6%), Kerala (7.6%), Himachal Pradesh (8.6%), Jammu Kashmir (8.7%) and Goa (9.8%). Five states that recorded the highest proportion of child marriages are West Bengal (41.6%), Bihar (39.1%), Jharkhand (38%), Telangana (26.4%) and Rajasthan (35.4%).

The numbers are relatively higher in rural areas than in urban. Nationally, 31.5% of the girls in rural areas and 17.5% of the girls in urban areas are married before they turn 18. The incidence of child marriage is higher in families with the lowest wealth index (44.1%)<sup>12</sup>. UNICEF 2017 states that 7% girls get married by 15, and 27% of the girls get married by 18. Ergo, girls in the age group of 15-18<sup>13</sup> are more likely to get married than in any other age group.

Child marriage is rooted deeply in tradition and social customs. For instance, on the day of Akshay Tritiya, mass marriages take place in the country, especially in Rajasthan. Limited education opportunities, low quality of education, inadequate infrastructure, lack of transport and therefore concerns about girls' safety while travelling to school significantly have contributed to keeping girls out of school. Then the girl is trapped in a vicious circle of early marriage, premature pregnancy, maternal mortality and child malnutrition and subsequently poverty. Girls from the poorest families are also vulnerable to being trafficked, very often by their own parents, in return for a small amount of money.

There is widespread awareness of the illegality of child marriage. However, people feel that

traditions and social norms supercede law, and hence the practice keeps perpetuating. Often people who are a part of an institutional set up that prevents and prohibits child marriage are also a part of the larger community, which makes them unwilling to go against community decisions.

The Prohibition of Child Marriage Act 2006 declares marriage of girls before the age of 18 and marriage of boys before the age of 21 as cognisable offence. A large number of states (14) have adopted conditional cash transfer schemes; linking cash transfers to continuation of secondary education and not getting married till turning 18 years old. A few to name are:

| Scheme                                                                                                                        | Implementing Body   |
|-------------------------------------------------------------------------------------------------------------------------------|---------------------|
| Dhanalakshmi Scheme (discontinued in 2013)                                                                                    | Government of India |
| Bhagyalakshmi Scheme                                                                                                          | Karnataka           |
| Balika Samridhhi Yojana                                                                                                       | Gujarat             |
| Balika Samridhi Yojana                                                                                                        | Himachal Pradesh    |
| Balri Rakshak Yojana                                                                                                          | Punjab              |
| Rajlakshmi Scheme                                                                                                             | Rajasthan           |
| Ladli Scheme                                                                                                                  | Haryana             |
| Mukhya Mantri Kanya Vivah Scheme                                                                                              | Bihar               |
| Kunwarbainu Mameru Scheme                                                                                                     | Gujarat             |
| Mukhya Mantri Kanyadan Yojana                                                                                                 | Madhya Pradesh      |
| Source: Special Financial Incentive Schemes for the Girl Child in India <sup>14</sup> , United Nations Population Fund, India |                     |

The Supreme Court of India on 11th October 2017 ruled that sexual intercourse or sexual acts by a man with his minor wife aged between 15-18 would amount to rape for the purposes of Section 375 of the Indian Penal Code, 1860. This judgment removed the exception, which had until now accorded legal protection to men who engaged in sexual acts with their minor wives. The Centre had argued that given the socio-economic realities of child marriage in India, the exception is needed to protect the institution of marriage. What the Centre failed to recognise is that the institution of marriage cannot be protected at the cost of the bodily integrity of the girl child.

A study<sup>15</sup> on cash transfer schemes carried out by the Indian Institute of Population Studies, Mumbai at the request of UNFPA, India and Planning Commission shows that these schemes target households that are Below Poverty Line, but child sex ratios among the educated and affluent are lower. Even for the not so affluent families, the perceived immediate benefit of not having a girl child is more than the incentive that accrues after a girl turns 18. Also, by limiting the benefit to two girls per family or higher incentive for the first girl and lower for the second, the schemes unwittingly value a child depending on her birth order. Moreover, implementation flaws and corruption have prevented the intended households from availing benefits.

India is the fastest growing economy in the world and also one with the highest number of childbrides in the world. But our performance on social indicators has been dismal and will remain so if adequate attention and resources are not diverted to improving the lives of citizens.

### Child Labour

The Census of 1991 revealed the number of working children between 5-14 years of age to be 11.3 million<sup>16</sup>. The Census of 2001 reported similar figures; it estimated that there were 12.6 million working children in the age group 5-14 years. Census 2011 saw a fall in the numbers, to 8.2 million. Thus, there was a 65% reduction in the percentage of working children. In addition to the 8.2 million working children, more than 42.7 million children are out of school. (Child Labour in India, International Labour Organization.)<sup>17</sup>

In 2001, Uttar Pradesh accounted for 15% of all child labourers in the country, followed closely by Andhra Pradesh with 10.8%. Five states in India accounted for more than 53% of the child labour namely Uttar Pradesh, Andhra Pradesh, Rajasthan, Madhya Pradesh and Bihar. Karnataka, Maharashtra and West Bengal together contributed to 20% of the child labourers.<sup>18</sup>

A decade later, in 2011, one saw that the share of Uttar Pradesh to working child population has increased to 20%, followed by Bihar, which contributes to 11% of the working child population in the country. The states of Rajasthan, Maharashtra, Madhya Pradesh, Karnataka, West Bengal and Gujarat together account for 32% of the child labourers in the country. Another notable observation from the Census 2011 data is that the states of Nagaland (6%), Sikkim (4.8%), Meghalaya (4.58%), Goa (4.5%) and Manipur (4.4%) have the highest per cent of working children. According to the 2011 census, child labour rates in India are highest among Scheduled



### Distribution of Child Labour

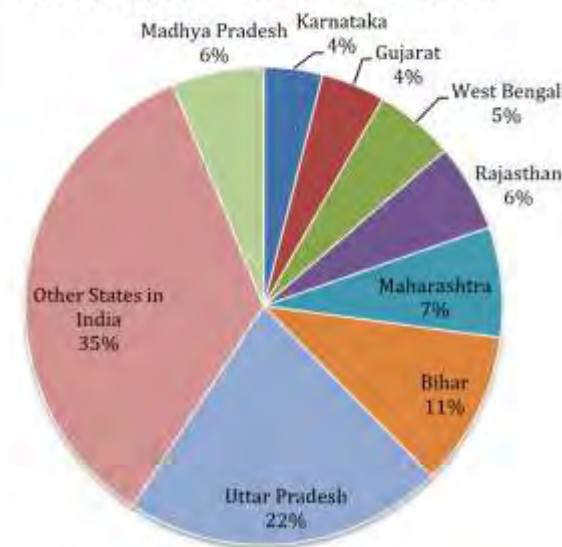


Image 7: Distribution of Child Labour  
Source: Census 2011

Tribes (ST) at 6.7 per cent and Scheduled Castes (SC) at 3.9%.

A majority of children in India are employed in the agricultural sector and as domestic help. With changing patterns in employment, employment of children in restaurants, tea shops, i.e service industries is increasingly visible. Image 8 shows sectors where children are employed.

There is a vast amount of literature available on child labour in India. The extent of bonded labour, living conditions, lack of opportunities for education, deteriorating health of children working in brick kilns, cotton farms, carpet weaving industries, silk manufacturing and mining is well documented by Indian and

### Distribution of total working children by sectors

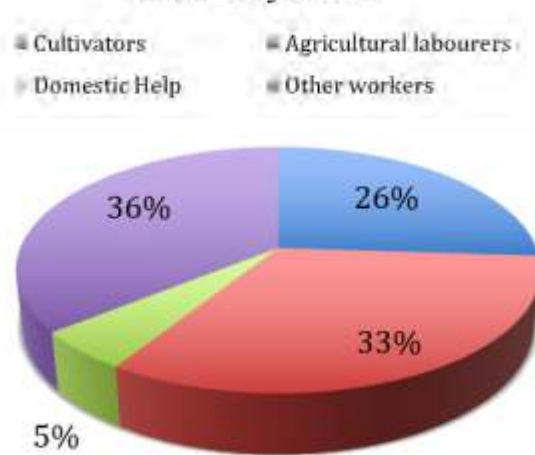


Image 8: Distribution of Total Working Children by Sectors  
Source: National Plan of Action for Children, 2016

international organizations alike. A more visible form of child labour is rag picking, wiping tables in tea shops, selling flowers at the signal, as domestic help in urban areas, selling juice in university canteens. In the countryside, children can be found caring for the cattle or working in the fields. For the girl child, it is customary to stay at home, perform chores like cleaning, washing, cooking and taking care of younger siblings while her parents work on the form.

When India ratified the United Nations Convention on the Rights of the Child (UNCRC) in 1992, it made a reservation article 32; the Government of India articulated that it would progressively ban all forms of child labour. In line

with this rationale, the country welcomed the Amendment to the existing Child Labour (Prohibition and Regulation) Act, 1986 banning the employment of children as domestic help, in dhabas, restaurants, hotels, tea-shops, spas and other recreational centres. Similarly, the Right to Education Act, 2009 ensured compulsory and free schooling for children between 6-14 years of age.

Unfortunately, if one went 1 step ahead in protecting children, one went 2 steps back a decade later. In 2016, an amendment was passed as Child Labour Act, allowing children to work in family owned enterprises<sup>19</sup>. The argument made by the cabinet was that children's wages are essential for sustenance of poor families and children will gain an 'entrepreneurial spirit.' The term 'family owned enterprises sounds innocuous, but the harsh reality is that family owned enterprises range from farming, to bonded labour on brick kilns and carpet weaving industries. This short-sighted decision of the government diluted the act severely and it crippled the efforts of child rights activists.

What's more the amended bill reduced the number of professions considered hazardous from 83 to 3, to include only mines, inflammable substances/explosives and hazardous process<sup>20</sup>. It legitimised professions where children were required to work in bidi making factories, cotton farms, carpet weaving, construction, brick kilns, rag picking and scavenging, domestic workers, dhabas and restaurants etc. Thus, by implication, a child, if not employed in 'hazardous work' will not be considered child labourer. With the narrowing of the definition of child labour,

millions of children, who are in dire need of policy and programmatic support of the Government are simply not eligible for it.

Strict regulations would have been instrumental in breaking nexus of middlemen and factory or farm owners who traffic children from poor families. The Indian judiciary has passed commendable judgements to reduce child labour in India. In the M.C Mehta v/s State of Tamil Nadu<sup>21</sup> case, the Supreme Court banned employment of children in manufacturing of matchsticks and fire-works. The National Child Labour Project implemented in 1988 rehabilitates children rescued from hazardous working conditions and provides them vocational training, stipend and nutritional and health services. At present there are 3234 Special Training Centres with an enrollment of 1,33,843 children<sup>22</sup>.



Image 9: Facts on Child Labour in India

Child labour is both, a repercussion and cause of poverty. One is not in position to exercise choice, as actions are chiefly determined by sustenance. A

child has to seek employment mainly to support his or her family as adults do not have adequate income and appropriate employment. Also, children are easier to exploit. They are more pliable to the demands of the employer and are not aware of their rights. Furthermore, there is a wide body of research which shows that these children lack access to education, recreational facilities stunts the overall development of a child. Illiteracy traps them in a circle of poverty.

The need of the hour is to employ a multi-pronged approach that will alleviate the poor and marginalised sections out of poverty. To harness the demographic dividend, India has to focus on providing social security nets, employment, health and education benefits. Yet, what one sees is the legitimisation of stealing childhoods in the name of developing an 'entrepreneurial spirit.'

### Protection of Children Against Sexual Offences Act

In recent times, an 8-month-old baby was brutally raped in Delhi by her cousin. Her injuries, internal and external were so grave that she had to undergo corrective surgery. An 8-year-old child was confined in a temple and gang-raped in Jammu Kashmir. One of the accused was a policeman. A 9-year-old gets raped in Gujarat. A 17-year-old girl gets raped in Uttar Pradesh. Another 8-month-old baby was sexually assaulted and killed in Rajkot.

It is not the girls alone who are at risk. In 2007, the Ministry of Women and Child Welfare, supported by the United Nations Children's Fund, conducted a study<sup>23</sup> on the magnitude of sexual abuse of

children. The findings of the study stated that 52.9% of boys faced some forms of sexual abuse. But thanks to the extreme taboo on sexual abuse of boys, the cases never get reported.

In 2012, the Parliament enacted the Protection of Children from Sexual Offences Act, 2012 (POCSO). It was a land mark piece of legislation to provide a child with an umbrella framework so as to protect her from predators. The Act defines different forms of sexual abuses, sexual harassments, pornography, etc.<sup>24</sup> The Act makes reporting of sexual offences mandatory and stipulates that the evidence of a child should be recorded within a period of thirty days of Special Court taking cognisance of the offence and the Special Court shall complete the trial, as far as possible, within a period of one year from the date of taking cognisance of the offence. It also ensures that a Special Court shall try cases in camera and in the presence of the parents of the child or any other person on whom the child has trust or confidence. It further states that a sexual assault is



Image 10: Can we hear the cries of our children?



to be considered "aggravated" under certain specific circumstances, such as when the abused child is mentally ill or when the abuse is committed by a member of the armed forces or security forces or a public servant or a person in a position of trust or authority of the child, like a family member, police officer, teacher, or doctor or a person-management or staff of a hospital – whether Government or private.

Despite a robust and comprehensive Act, the number of sexual assaults against children are increasing. A recent study by CRY<sup>25</sup> states that sexual crimes against children have increased by 500% over the past 10 years. CRY has done a cumulative analysis which revealed a rise in sexual crimes against children to 106,958 in 2016 as against 18,967 in 2006. The NCRB report, too, indicates a similar trend. Crimes against children have increased by a whopping 23% in 2016, from 94172 in 2015 to 106958 in 2016.

The numbers vary across the country. Out of the 34223, crimes registered under the Protection of Children Against Sexual Acts, 2012 in the 29 states, more than 50% have been recorded in five states: Uttar Pradesh, Maharashtra, Madhya Pradesh, West Bengal and Odisha. Amongst the Southern states, Kerala has the highest number of cases registered under POCSO, followed by Tamil Nadu at 1583, Karnataka at 1565, Telangana at 1158. Andhra Pradesh, at 830, has recorded the least number of cases under POCSO.

Crimes covered by POCSO contribute to one-third of the total crimes against children. In spite of the gravity of the problem, there is no proper database on the cases registered, conviction rate,

pendency rate across all states in the country. It was after the brutal sexual assault on an 8-month-old baby that the Supreme Court directed the Centre to collate details of pending cases of sexual assault against children across the country. The NCRB report of 2016 already signals an alarm; 89% of cases registered under POCSO are pending disposal by the judiciary and 31.8% of the cases are pending disposal by the police, nationally.

As for the cases that do go on trial, a conviction is not guaranteed. A study on Special Courts in Maharashtra established under POCSO Act by the Centre of Law and Child, National School of Law, Bengaluru in 2017 revealed, that conviction rate under POCSO was the lowest for trials concluded within a year of filing charge sheet. The findings were based on 1330 judgments in Maharashtra. The conviction rate increases as the trial period increases. The findings present a rather alarming picture. POCSO prescribes that the trial should be concluded within a year of filing a charge sheet. If speedy trials allow offenders to walk away, not only is justice denied but one also risks the chance that an offender may commit a similar crime again. The study also revealed that in 58% of the cases the victim's identity was revealed either by disclosing the name of the victim, or that of her parents' names, full address, locality, school or college<sup>26</sup>. The Indian Journal of Medical Research carried out a critique of the Act<sup>27</sup> and pointed at various lacunae including, issues related to medical examination, cost and responsibility of treatment of a victim, sexual intimacy between consenting adolescents, the contradictions arising out of child marriage, the need for training of medical personnel police officers etc and the

urgent requirement for induction of mental health professionals in the system.

There are several facets of sexual abuse that need to be better addressed by law. It has been reported that in over 95% of the cases of rape of children, the perpetrators are known to the children: often family pressure and compromises between the parties concerned result in the cases not being registered or being withdrawn later. There are often cases where the father of the child is himself the perpetrator and it is a matter of extreme stigma for the wife to pursue the case against her husband. Yet again, it has been observed that during the police and court proceedings, the perpetrator entices the family of the victim by cash bribes and other benefits, to drop the case; and very often the financial temptations override the moral compulsions. Compromises are arrived at and the case is given a quiet burial.

In the event of a trial, the inadequate infrastructure adds to the trauma of a child. Although POCSO mandates assigning a Sessions Court in every district as a Special Court that will try cases registered under it, these courts and judges do not exclusively deal with sexual assaults against children causing a delay in the resolution of cases. Moreover, the infrastructure in these courts is not child friendly. There is an absence of separate waiting rooms for victims and offenders, accessible toilets and drinking water facilities within the premises of the court. The Special Prosecutors too do not exclusively deal with crimes against children, they deal with crimes of all kinds. They do not have the time to build a rapport with the child, gain his or her trust and communicate sensitively.



Image 11: Can the judiciary give justice to victims?

That there are serious concerns about the implementation of POCSO is an important factor to be considered. The Indian Journal of Medical Research carried out a critique of the Act and pointed out various lacunae including, issues related to medical examination, cost and responsibility of treatment of a victim, sexual intimacy between consenting adolescents, the contradictions arising out of child marriage, the need for training of medical personnel police officers etc and the urgent requirement for induction of mental health professionals in the system.

The public outrage over the premeditated rape and murder of a girl in Jammu Kashmir caused the Centre to pass an ordinance that allows the judiciary to award death penalty to those guilty of raping children up to 12 years of age. While a death penalty is a strong deterrent in itself, child protection advocates that since most offenders are family members and neighbours, reporting crime

will reduce given the absoluteness of the punishment. Moreover, crimes involving death penalties typically are dragged for several years. It can also be argued that in any case the enhancement of a punishment has never deterred crime. Thus, more than a knee-jerk reaction, what one needs is a better implementation of existing laws, support system for victims and families during and after the trial, child protection policies in institutions where children form a majority of the stakeholders and sensitisation of the various stakeholders that deal with children in need of care and protection.



Image 12: Protests against rape have become common in the country

What is clear is that there is much introspection required amongst the policy makers and legislators in our country, and drastic change in the processes and institutions in place. Every assault unregistered, every case untried, every loophole in the system, denies a child his or her right to justice. Victim blaming, shame, dishonour, lack of resources and social pressure impact the reporting of a crime. Therefore, unless public institutions provide a safe, supportive and enabling environment, a child will never get

justice. It is necessary that one hold's every person as a redressal mechanism to be accountable; right from the policeman who registers the FIR, the social welfare activist who supports the family, the lawyers involved, the doctor who examines the child, to the judge who adjudicates the crime. The country must adopt a zero-tolerance attitude if it wants a child to live in a safe and conducive environment.

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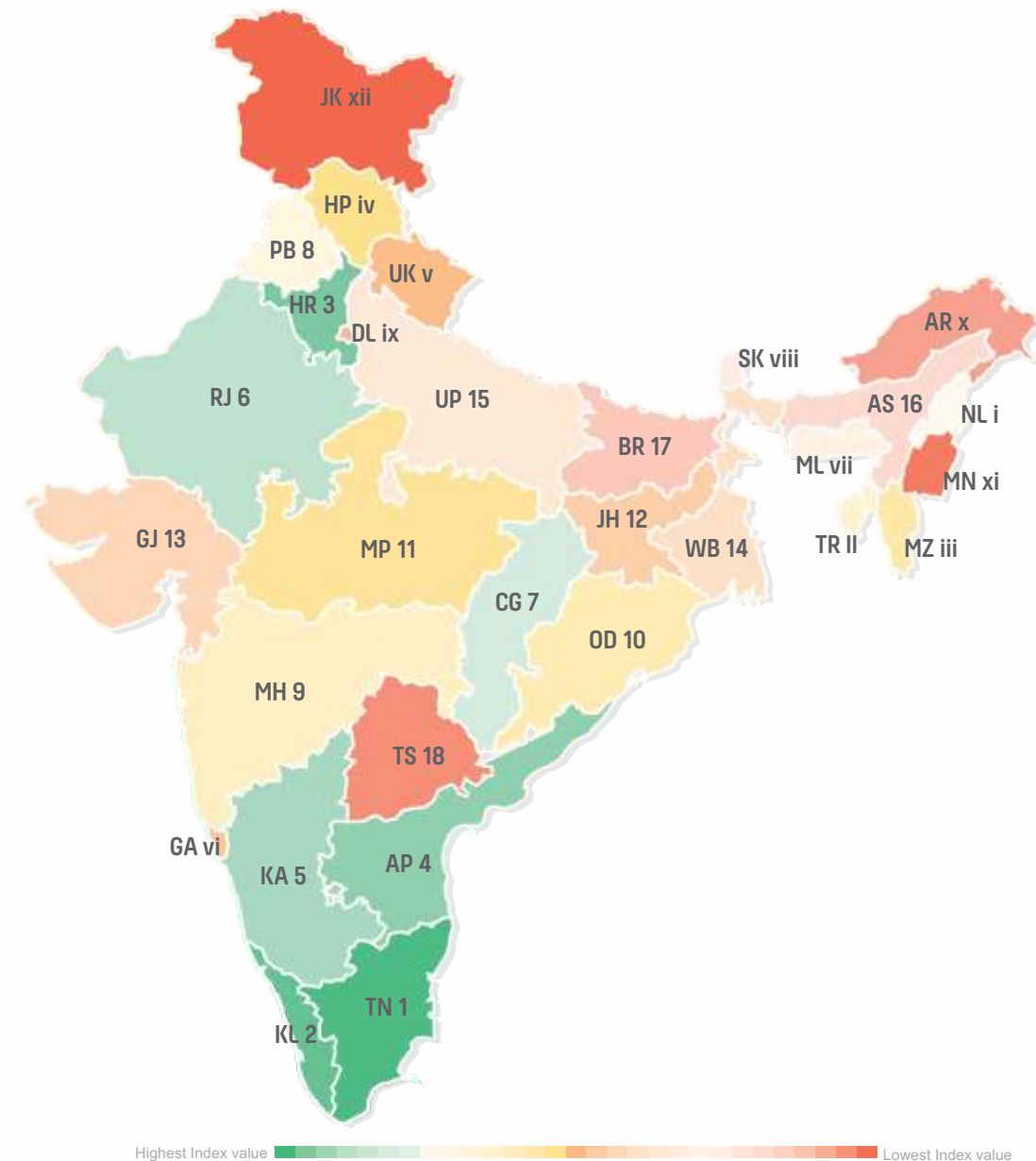
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| Rank | Large States      | Index | 0 scale range 1 |
|------|-------------------|-------|-----------------|
| 1    | TN Tamil Nadu     | 0.814 |                 |
| 2    | KL Kerala         | 0.795 |                 |
| 3    | HR Haryana        | 0.779 |                 |
| 4    | AP Andhra Pradesh | 0.778 |                 |
| 5    | KA Karnataka      | 0.775 |                 |
| 6    | RJ Rajasthan      | 0.751 |                 |
| 7    | CG Chhattisgarh   | 0.750 |                 |
| 8    | PB Punjab         | 0.718 |                 |
| 9    | MH Maharashtra    | 0.700 |                 |
| 10   | OD Odisha         | 0.685 |                 |
| 11   | MP Madhya Pradesh | 0.677 |                 |
| 12   | JH Jharkhand      | 0.631 |                 |
| 13   | GJ Gujarat        | 0.616 |                 |
| 14   | WB West Bengal    | 0.603 |                 |
| 15   | UP Uttar Pradesh  | 0.597 |                 |
| 16   | AS Assam          | 0.548 |                 |
| 17   | BR Bihar          | 0.547 |                 |
| 18   | TS Telangana      | 0.398 |                 |

| Rank | Small States         | Index | 0 scale range 1 |
|------|----------------------|-------|-----------------|
| i    | NL Nagaland          | 0.741 |                 |
| ii   | TR Tripura           | 0.715 |                 |
| iii  | MZ Mizoram           | 0.682 |                 |
| iv   | HP Himachal Pradesh  | 0.673 |                 |
| v    | UK Uttarakhand       | 0.662 |                 |
| vi   | GA Goa               | 0.655 |                 |
| vii  | ML Meghalaya         | 0.585 |                 |
| viii | SK Sikkim            | 0.567 |                 |
| ix   | DL Delhi             | 0.523 |                 |
| x    | AR Arunachal Pradesh | 0.422 |                 |
| xi   | MN Manipur           | 0.350 |                 |
| xii  | JK Jammu & Kashmir   | 0.203 |                 |

This theme examines the performance of all states in India based on the following indicators:

- Number of District Child Protection Units (DCPU)
- Number of Child Welfare Committees(CWC)
- Number of Juvenile Justice Boards
- Number of Special Courts
- Number of Childline Centres
- Police disposal of crimes against children-pendency rate (%)
- Court disposal of crimes against children-pendency rate (%)
- Birth registration(%)
- Infant Death Registration(%)

At the international level, there is serious concern on the increasing levels of crime against children. Article 19 of the Convention on the Rights of the Child specifically refers to the institutional mechanisms that are required to be put in place in all countries. It directs that all countries

*“shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child... such protective measures should, as appropriate, include effective procedures for the establishment of social programmes to provide necessary support for the child and for those who have the care of the child,*

*as well as for other forms of prevention and for identification, reporting, referral, investigation, treatment and follow-up of instances of child maltreatment described heretofore, and, as appropriate, for judicial involvement.”.*

In India, in compliance thereof, over the years, the executive, legislature and judiciary have taken a number of proactive measures to establish an exhaustive legal and policy framework to safeguard the rights of children so as to ensure their survival, development, protection and participation. The Commission for

Protection of Child Rights Bill, 2005 established the National Commission for the Protection of Child Rights (NCPCR) as well as State Commission for Protection of Child Rights (SCPCR) in every state. In the same year, the Department of Women and Child Development, which was operating under the Ministry of Human Resource Development till then, was upgraded to the status of a Ministry.

The Supreme Court (SC) has upheld the rights of children in various cases periodically. In the case of MC Mehta v/s State of Tamil Nadu and Others<sup>1</sup>, the SC banned the employment of children below 14 in hazardous activities such as matchstick and firework factories. In another landmark judgment<sup>2</sup>, the SC gave directions to states and Union Territories to set up Advisory Committees



Image 1: The mandate of NCPCR is to ensure all laws, policies, programmes are in consonance with child rights



on care, protection and rehabilitation of children who were forced into prostitution as well as those dedicated as devdasis or jogins by their families or communities. Recently, the Supreme Court outlawed sexual intercourse between a man and his wife who is below 15 years of age.

The Juvenile Justice Act, 2000<sup>3</sup> mandates the establishment of a Juvenile Justice Board and Child Welfare Committee in every district whereas the Integrated Child Protection Scheme calls for the establishment of a Child Protection Unit in every district. According to the Protection

### Child Protection Priority Areas

- **Six thematic areas of child protection:**
  - Children deprived of their primary caregiver (orphans, children in institutions, etc.)
  - Forced and bonded child labour
  - Trafficking of children
  - Sexual exploitation of children
  - Protection of children unlawfully recruited by armed groups and forces
  - Physical violence against children in schools, homes, prisons, orphanages, etc.

Image 2: Do we have sound institutions to protect children in these thematic areas?

of Children from Sexual Offences (POCSO) Act, 2012<sup>4</sup>, every district must have a Court of Session, which will be designated as a Special Court where offences falling under POCSO will be tried. Each of these institutions is meant to protect the interests of the child while he or she seeks redressal from the judiciary. The District Child Protection Unit (DCPU) consists of police officers, social workers, community volunteers, a

legal cum probation officer and a District Magistrate/Collector. The function of the DCPU is to implement all child rights and protection activities such as identifying and networking with civil society organisations working in the field of children, creating a database of children in difficult circumstances rights etc. The Juvenile Justice Board, composed of Judicial Magistrate First Class and two social workers, is in charge of rehabilitation and reform of children in conflict with law. The Child Welfare Committee (CWC) is the final authority in disposing cases related to care, protection, treatment, development and rehabilitation of children in need of care and protection and to provide for their basic needs.

As per the data published by the Ministry of Women and Child Development, majority of the states in India adhere to the norms prescribed and have established the required number of Juvenile Justice Boards (JJBs), CWCs and DCPUs. Similarly, all the states have constituted an SCPCR. Thus, there exists a set of institutions and laws that govern the protection of rights of children. However, the implementation of these laws and capacity of organisations is where the country falls short. Child Rights and You (CRY) and NCPCR conducted a study in 2013<sup>5</sup> on the gaps and challenges in the functioning of child welfare committees across major states in India such as Tamil Nadu, Karnataka, Andhra Pradesh, Uttar Pradesh, West Bengal and Maharashtra. The study indicated absenteeism, poor attendance and delayed recruitment in CWCs. It reported that CWCs often directed children in need of care and protection to institutions, which ideally, should be the last resort. Options such as foster care were

rarely explored. None of the 135 CWCs monitored, child care institutions, residential schools, children's hospitals and other associations and agencies related to care of children, in their jurisdiction. The honorariums provided to members of CWCs were meager, with little coverage for travel allowance. Another highlight of the report was the absence of periodic trainings on legal aspects and alternative child-care option for members of the CWCs.

There are also instances of CWCs not following the mandate of the Juvenile Justice Act. In December 2017, a CWC in Lajpat Nagar, Delhi was said to have released children in their custody to parents without undertaking due diligence, as a result of which six out of seven children who were released were found missing and the seventh was found living in a brothel<sup>6</sup>. The studies mentioned above and news media throw light on the lack of training and orientation as well as the paltry compensation given to CWCs. The three bodies: JJB, CWC and DCPU ensure implementation of policies and laws at the ground level. They interact with children in need of care and protection on a first-hand basis. Strengthening their capacity will enable them in sensitively engaging with every child. Similarly, CWCs must be trained in the procedures set by law to ensure that the decisions made by them in relation to the care of the child does not adversely affect his or her well-being.

The pendency rate among crimes committed against children to be resolved by courts is, at 92.8%, is disturbingly high. To some extent, the slow adjudication of crimes can be attributed to lack of personnel and infrastructure facilities. A



**End Violence  
Against Children**  
THE GLOBAL PARTNERSHIP

Image 3: Civil society organizations uniting to protect children across the world

study led by the Supreme Court's Centre for Research and Planning<sup>7</sup> revealed that the lower judiciary is highly overworked and understaffed. There are about 5,580 posts in the lower judiciary lying vacant against the sanctioned strength of 22,454 judges. Furthermore, the existing subordinate judiciary is short of 5018 courtrooms and 41,775 secretarial and support staff. Relatively, pendency rate among cases to be disposed by the police are fewer. NCRB reports that as of 2016, more than one third of the crimes committed against children are pending resolutions. Over 22% of posts in police departments across the country are vacant, according to an unstarred question asked in the Lok Sabha<sup>8</sup>. The study revealed that on an average, there is only one judge for every 157 sq.km and one police officer every 61 sq.km.

The Registration of Births and Deaths Act, 1969<sup>9</sup> mandates the registration of births, deaths and still births across the country<sup>10</sup>. The Central Registration System (CRS) that collects this data reports a moderately high level (88.3%) of birth registrations for 2015 in the country. It is only the states of Uttar Pradesh (67.4%), Bihar (64.8%), Madhya Pradesh (77.3%) and Jammu Kashmir (76.3%) that have a birth registration rate lower than the national average. In addition to the CRS, the NFHS 4 also collected data for the same year (but for a smaller population size). Multiple

discrepancies emerged between the statistics given by the authorities. NFHS 4, computed the birth registration rate for children under 5 years of age and reports that it is 79.7%, a much lower level of birth registrations. The lack of uniformity and robustness in the statistics published by different sources creates inconsistencies in other indicators of development such as infant mortality rate and sex ratio at birth that are based on birth registration rate. Another gap in this data collection system is the lack of gender segregated data. Academics state that there might be a tendency of not registering female births in a household. But unfortunately, the CRS and NFHS do not publish gender-segregated data on birth registrations.

On the other hand, the CRS does not publish infant death registration rates at all. Although the authority has published figures on infant death registration for each state for the past 9 years at least, they are absolute figures from which no inferences can be drawn. Thus, for the purpose of this index, PAC calculated the rate of infant death registration based on IMR published by NFHS 4 for 2015-16 and estimated births published by CRS for 2015. The computed statistic indicates that infant death registration rate, at 33.7% is abysmally low in the country.

Although the Registration of Births and Deaths Act, 1969 is available the weak demand for vital statistics among planners and administrators, the lack of awareness on the need and importance of registration and low utility of registration certificates all together impede states and citizens from pursuing registration of births and infant deaths.

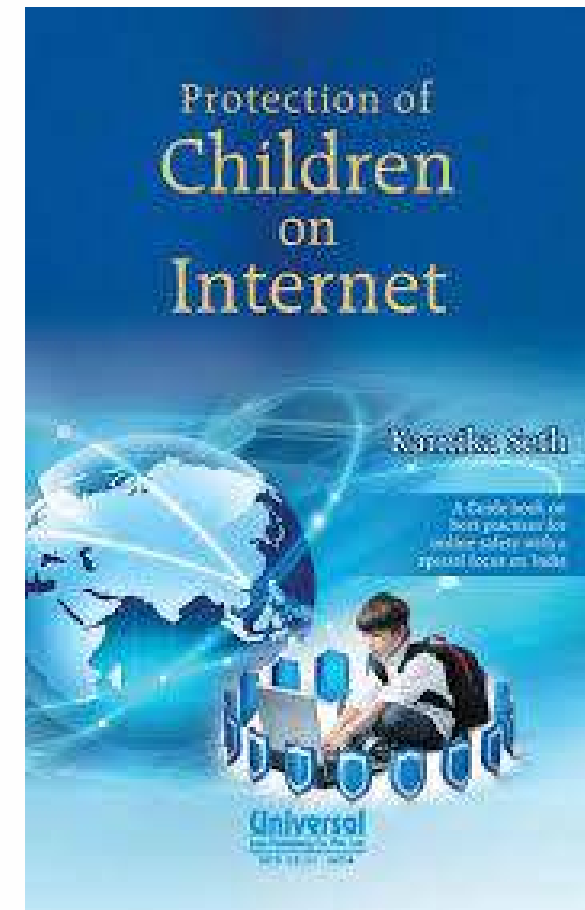


Image 4: Concerns about protection of children in the digital world

India is home to the largest child population in the world. The Constitution of India guarantees fundamental rights to all children and empowers the government to enact laws to protect children from exploitation and abuse. The Government of India has proactively established institutions that govern the scope of child rights. However, the systemic challenges mentioned in this theme



hinder the implementation of the envisaged laws resulting in sub-optimal outcomes for children. There are new threats growing too: the universal prevalence of pornographic material on the internet that directly targets children in the dangerous terrain of the digital world threatens to overwhelm our best efforts. PAI 2018 has barely addressed this issue on an institutional platform. One needs to acquire collective and concerted efforts if one has to counter and check the manifold dangers that a child has to face in this increasingly dangerous world.

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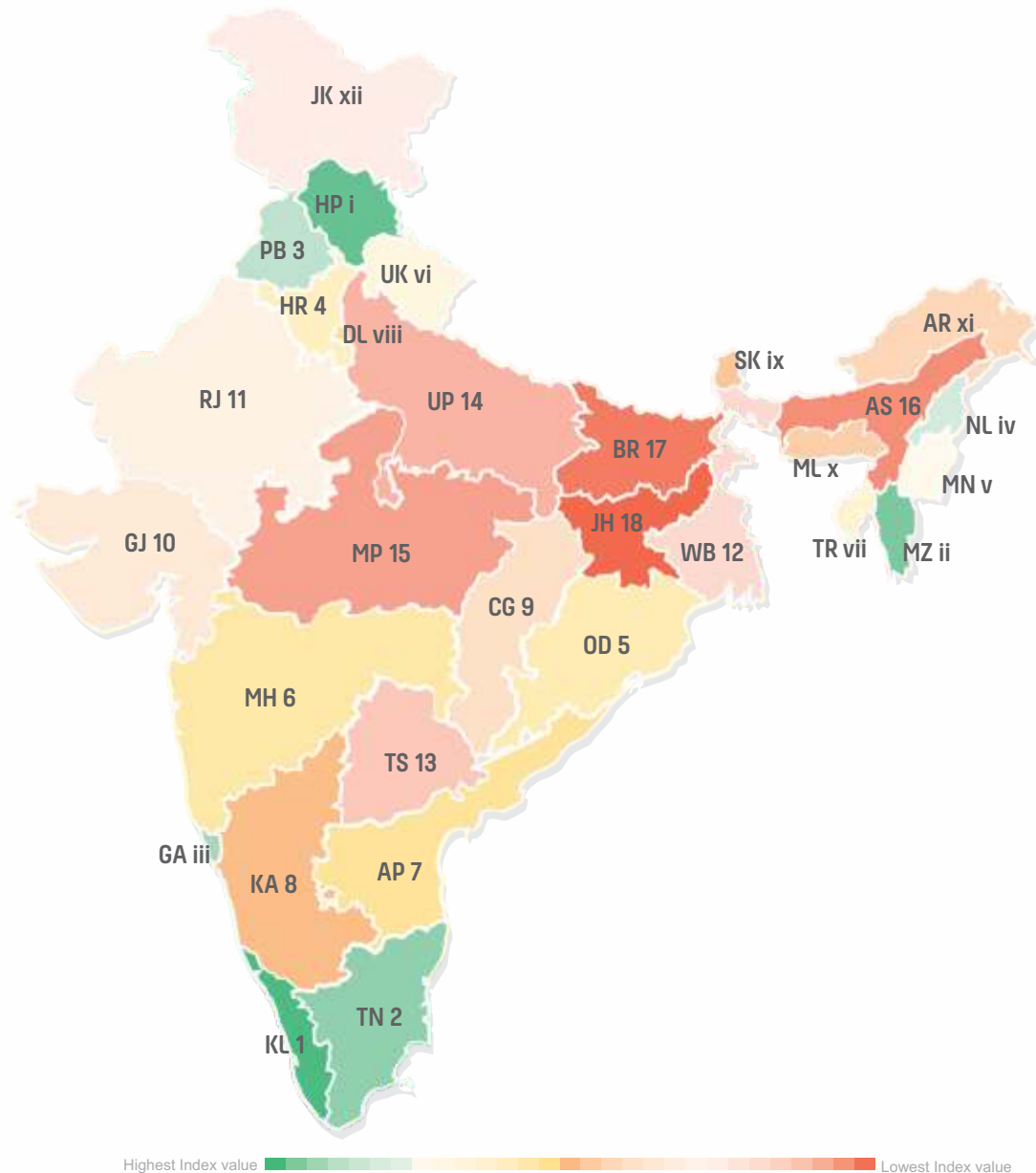
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| Rank | Large States |                | Index | 0 ..... scale range ..... 1 |
|------|--------------|----------------|-------|-----------------------------|
| 1    | KL           | Kerala         | 0.693 | <div></div>                 |
| 2    | TN           | Tamil Nadu     | 0.628 | <div></div>                 |
| 3    | PB           | Punjab         | 0.614 | <div></div>                 |
| 4    | HR           | Haryana        | 0.548 | <div></div>                 |
| 5    | OD           | Odisha         | 0.548 | <div></div>                 |
| 6    | MH           | Maharashtra    | 0.544 | <div></div>                 |
| 7    | AP           | Andhra Pradesh | 0.539 | <div></div>                 |
| 8    | KA           | Karnataka      | 0.532 | <div></div>                 |
| 9    | CG           | Chhattisgarh   | 0.502 | <div></div>                 |
| 10   | GJ           | Gujarat        | 0.475 | <div></div>                 |
| 11   | RJ           | Rajasthan      | 0.466 | <div></div>                 |
| 12   | WB           | West Bengal    | 0.438 | <div></div>                 |
| 13   | TS           | Telangana      | 0.438 | <div></div>                 |
| 14   | UP           | Uttar Pradesh  | 0.421 | <div></div>                 |
| 15   | MP           | Madhya Pradesh | 0.411 | <div></div>                 |
| 16   | AS           | Assam          | 0.406 | <div></div>                 |
| 17   | BR           | Bihar          | 0.395 | <div></div>                 |
| 18   | JH           | Jharkhand      | 0.385 | <div></div>                 |

| Rank | Small States |                   | Index | 0 ..... scale range ..... 1 |
|------|--------------|-------------------|-------|-----------------------------|
| i    | HP           | Himachal Pradesh  | 0.672 | <div></div>                 |
| ii   | MZ           | Mizoram           | 0.671 | <div></div>                 |
| iii  | GA           | Goa               | 0.621 | <div></div>                 |
| iv   | NL           | Nagaland          | 0.614 | <div></div>                 |
| v    | MN           | Manipur           | 0.599 | <div></div>                 |
| vi   | UK           | Uttarakhand       | 0.567 | <div></div>                 |
| vii  | TR           | Tripura           | 0.558 | <div></div>                 |
| viii | DL           | Delhi             | 0.534 | <div></div>                 |
| ix   | SK           | Sikkim            | 0.526 | <div></div>                 |
| x    | ML           | Meghalaya         | 0.521 | <div></div>                 |
| xi   | AR           | Arunachal Pradesh | 0.504 | <div></div>                 |
| xii  | JK           | Jammu & Kashmir   | 0.463 | <div></div>                 |

This chapter discusses the status of children in India based on a set of 31 indicators divided into five themes. While many more indicators and themes can be included (subject to availability of data), we believe that the indicators included in this Child Rights Index gives a fair and insightful picture of the progress made, and the huge challenges that remain in providing adequate and robust starting blocks to children's lives in India.

Framing Child Development under a rubric of Child Rights gives the mission a greater urgency (we hope) and brings a child to centre-stage. The greatest disservice to the children in India is to push them to the margins and further exacerbate their vulnerability. This section attempts to make a convincing argument that India needs to bring children under the focus lights on the stage of governance, and not allow them to fall through the cracks of sectoral, departmental and ministerial silos as is happening now.

#### The Child Rights Index – How did the States Perform?

After discussing each theme separately in the previous sections, it is time to present a composite score for each state and a ranking of states based on their performance on the Child Rights Index. Similar to the overall PAI rankings, large and small states are ranked separately.

The composite index, with scores ranging from 0 to 1 and a higher score ranking better, measures the performance of the states on the five themes further broken down to 31 indicators. Kerala ranks No. 1 on the Child Rights Index, with a score of 0.693. The state has accomplished this by scoring

**Table 1: Child Rights Index Scores for the Large States**

| Rank | Large States   | Index |
|------|----------------|-------|
| 1    | Kerala         | 0.693 |
| 2    | Tamil Nadu     | 0.628 |
| 3    | Punjab         | 0.614 |
| 4    | Haryana        | 0.548 |
| 5    | Odisha         | 0.548 |
| 6    | Maharashtra    | 0.544 |
| 7    | Andhra Pradesh | 0.539 |
| 8    | Karnataka      | 0.532 |
| 9    | Chhattisgarh   | 0.502 |
| 10   | Gujarat        | 0.475 |
| 11   | Rajasthan      | 0.466 |
| 12   | West Bengal    | 0.438 |
| 13   | Telangana      | 0.438 |
| 14   | Uttar Pradesh  | 0.421 |
| 15   | Madhya Pradesh | 0.411 |
| 16   | Assam          | 0.406 |
| 17   | Bihar          | 0.395 |
| 18   | Jharkhand      | 0.385 |

the highest in 3 out of 5 themes – Early Childhood Development, Education and Right to Protection - with a score greater than 0.7 in each (and an impressive score of 0.822 on the Right to Protection theme). Under Institutional Structures and Governance, Kerala ranked second to Tamil Nadu and had a score of 0.795. A sub-par performance on the Adolescence theme (0.381) has reduced its composite score. Still, the state has

displayed a strong performance on most of the themes (4 out of 5) leading to it being ranked number 1 among the large states.

Tamil Nadu has figured in the top five list on all the themes and is ranked no. 2, with a composite score of 0.628. The third rank goes to Punjab which has ranked among the top five on four themes; the fifth theme of Institutional Structures and Governance of Governance had Punjab on the 8th rank.

Jharkhand ranks no. 18, Bihar at no.17 and Assam no.16. Assam's spot in the bottom three is due to its poor showing in Education and Adolescence themes. Although Jharkhand claimed the very last rank on the Large States list, it is to be noted that the state performed better on the Right to Protection theme (ranked 10) and the Institutional Structures and Governance theme (ranked 12). Very poor scores on Education and Early Childhood Development have resulted in Jharkhand being ranked at no.17.

In the Small States category, Himachal Pradesh ranks at no.1 with a score of 0.672. The difference between the number 1 rank and Mizoram ranked second is only 0.001. Mizoram scored very high on the Adolescence theme (0.901) and was no. 3 in the Institutional Structures and Governance theme (0.682). These two factors bumped the state up to the second rank, displacing others like Manipur that ranked in the top five on four of the themes. In fact, Manipur had the best score (0.838) on Early Childhood Development not only among the small states, but among all the thirty states.

The Children of India Annexures that appears at the end of the report lists the scores and ranks for each state by a theme, allowing the reader to

Table 1: Child Rights Index Scores for the Small States

| Rank | Small States      | Index |
|------|-------------------|-------|
| 1    | Himachal Pradesh  | 0.672 |
| 2    | Mizoram           | 0.671 |
| 3    | Goa               | 0.621 |
| 4    | Nagaland          | 0.614 |
| 5    | Manipur           | 0.599 |
| 6    | Uttarakhand       | 0.567 |
| 7    | Tripura           | 0.558 |
| 8    | Delhi             | 0.534 |
| 9    | Sikkim            | 0.526 |
| 10   | Meghalaya         | 0.521 |
| 11   | Arunachal Pradesh | 0.504 |
| 12   | Jammu and Kashmir | 0.463 |

review in detail where each state has performed well, and areas that they need to improve on.

### PAI and the Child Rights Index

We spoke of the political will required to make change happen for the children of India. To highlight this point, we would like to present here a comparison between the ranking of states on the PAI indicators in this report, and the Child Rights Index compiled for each state. The goal is to examine if states are paying sufficient attention to child-focused governance indicators compared to others such as economic growth. It is of course not a new finding that many states perform poorly on social development indicators, even as they make progress on the economic front. Table 3 further

validates this finding in relation to child rights indicators.

In the large states category, Punjab, Haryana and Odisha have made it to the top five ranks in the Child Rights Index, whereas their ranks are lower in PAI. Odisha's implementation of nutrition programmes for adolescents has pushed its rank higher compared to other states. Haryana scored

Table 3: Comparison of PAI and Children Rights Index State Rankings in this Report [Large States]

| Large State    | Rank                    |          | Difference |
|----------------|-------------------------|----------|------------|
|                | Child Rights Index Rank | PAI Rank |            |
| Kerala         | 1                       | 1        | 0          |
| Tamil Nadu     | 2                       | 2        | 0          |
| Punjab         | 3                       | 7        | 4          |
| Haryana        | 4                       | 9        | 5          |
| Odisha         | 5                       | 14       | 9          |
| Maharashtra    | 6                       | 6        | 0          |
| Andhra Pradesh | 7                       | 8        | 1          |
| Karnataka      | 8                       | 4        | -4         |
| Chhattisgarh   | 9                       | 10       | 1          |
| Gujarat        | 10                      | 5        | -5         |
| Rajasthan      | 11                      | 11       | 0          |
| West Bengal    | 12                      | 13       | 1          |
| Telangana      | 13                      | 3        | -10        |
| Uttar Pradesh  | 14                      | 15       | 1          |
| Madhya Pradesh | 15                      | 16       | 1          |
| Assam          | 16                      | 12       | -4         |
| Bihar          | 17                      | 18       | 1          |
| Jharkhand      | 18                      | 17       | -1         |

higher on the themes of education (#5) and, Institutional Structures and Governance (#3) elevating it to the 4th rank on the Child Rights Index, compared to its 9th rank on the PAI.

On the other hand, a few states have scored lower on the Child Rights Index than the PAI index. Two of the starkest differences are highlighted here: Telangana which showed substantial gains in the PAI rank compared to last year (ranked #13), and occupies an impressive 3rd spot this year, ranks poorly at number 13 on the Child Rights Index. Similarly, Gujarat slides from the 5th rank in PAI to the 10th rank in the Child Rights Index. Karnataka too slips four ranks on the Child Rights Index compared to PAI. Kerala and Tamil Nadu, the top two rank holders in PAI occupy the same

Table 4: Comparison of PAI and Child Rights Index State Rankings in this Report [Small States]

| Small State       | Rank                    |          | Difference |
|-------------------|-------------------------|----------|------------|
|                   | Child Rights Index Rank | PAI Rank |            |
| Himachal Pradesh  | 1                       | 1        | 0          |
| Mizoram           | 2                       | 3        | 1          |
| Goa               | 3                       | 2        | -1         |
| Nagaland          | 4                       | 10       | 6          |
| Manipur           | 5                       | 11       | 6          |
| Uttarakhand       | 6                       | 6        | 0          |
| Tripura           | 7                       | 5        | -2         |
| Delhi             | 8                       | 9        | 1          |
| Sikkim            | 9                       | 4        | -5         |
| Meghalaya         | 10                      | 12       | 2          |
| Arunachal Pradesh | 11                      | 7        | -4         |
| Jammu and Kashmir | 12                      | 8        | -4         |

Figure 1: Comparison of State ranking across the PAI 2018 and Child Rights Indices



positions in the Child Rights Index as well; while the bottom half shows only slight variations with states trading one rank higher or lower between PAI and the Child Rights Index.

Similarly, in the small states category, Sikkim has shown poorer performance in the Child Rights Index (ranked 9) compared to PAI (ranked 4). Nagaland and Manipur have made it to the top 5 on the Child Rights Index.

PAI 2018 presents these comparisons to reiterate that states that perform well on the overall PAI need to take a look at their Child Rights Index rankings as well. Their rank on the Child Rights Index will be a good measure of their governance

related to Child specific indicators. Normally, the few child specific indicators included in the PAI get subsumed and lost under the larger theme of Women & Child Development. In PAI 2018, the 31 indicators and five themes throw a more detailed light and sharper focus on child development-specific indicators to assess the states' performance. States that perform poorer on the Child Rights Index compared to overall PAI scores need to take a closer look at their performance on each of the themes and examine the reasons for their low ranking on the Child Rights Index.



### Discussion

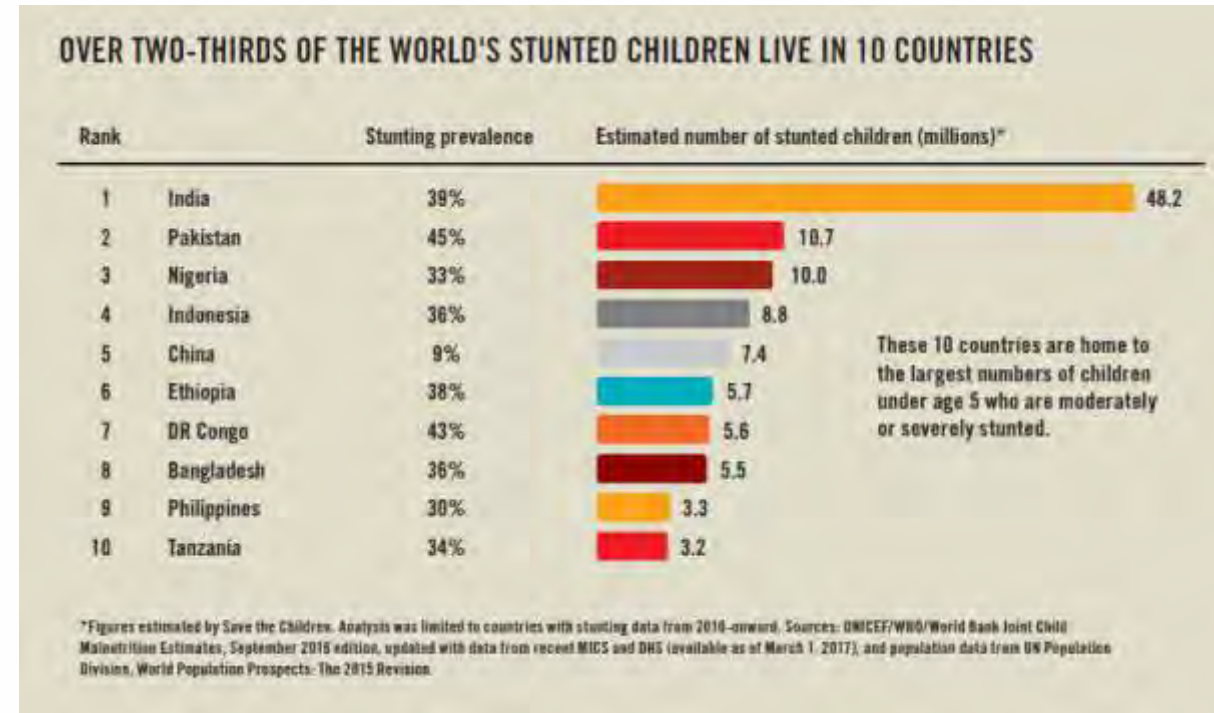
#### Early Childhood Development - Cultivating Urgency Is the Need of the Hour

The question that we would like to leave the readers with at the end of this chapter is: are we, as a nation, cultivating urgency in tackling the serious, and often fatal, issues facing the children of India? For, the challenges facing are not just related to technical implementation. On the issue of malnutrition for example, the Global Nutrition Report (2016)<sup>1</sup> concluded,

*Ending malnutrition by 2030 is more than a technical challenge-it is also a political one. Many of the technical policy and program solutions for reducing malnutrition in all its forms are known. But they are not being implemented, either because the political costs of implementing them are too high or the political costs of not implementing them are too low-or both. What is needed now is a 15-year step change in political commitment over the SDG era-commitment to implement actions that reduce malnutrition faster, secure resources for them, assess their impacts, and respond to the assessments.*

The Report concludes that the SDG goals of eliminating malnutrition can be met only if “those with the power to make the change exercise that power”. In the Indian context too, when one looks at the different states and the performance on indicators of child wellbeing, it is clear that mere technical know-how is not going to achieve better results. The urgency with which the states study the data, set targets and work towards achieving them will determine their success. Raykar and

Figure 2: Highest Prevalence of Stunting by Country<sup>2</sup>



Menon (Global Health Report, 2016) emphasise that India needs to set sub-national (i.e. state level) targets for nutritional outcomes. As mentioned earlier in this chapter, the observations and recommendations are justified: nearly half the states showed more than 35% stunting of children, with Bihar leading at 48%. The national average is 32%. Unless targets for reduction are set at the state level, the states with poor outcomes continue to remain at the bottom of the pile.

In the last ten years, only a ten percent reduction in stunting numbers has been accomplished (as measured in the two NFHS studies 3 and 4). The

Government says that it will keep whittling away at the stunting numbers at a target of 3% per year until 2022<sup>3</sup>. Meanwhile, the global target set by the World Health Assembly (where India is a signatory) is to reduce stunting by 40% by 2025. One can see that India's modest targets of 3% per year may just make the cut (if the targets are met); however, this pace means that millions of children will continue to be victims of stunting while India runs a slow race. While the national target is set at 3%, one knows that half the states may continue to move slower towards the target than the others. For the millions of annual cohorts of children outside of this three percent, their suffering and



Image 1: Will they be a part of the Government's annual target of 3% reduction in stunting?

fallout from malnutrition (stunting, wasting, underweight) will be lifelong, if they survive past the five-year mark. Raykar and Menon (Global Nutrition Report, 2016<sup>4</sup>) comment that at the pace India is going, it will achieve the current stunting rates of Ghana or Togo by 2030, and that of China by 2055.

#### Education – Enrolment vs. Learning Outcomes

The second theme examined as a part of the efforts to build a Child Rights Index is the issue of education. While India has achieved impressive gains in enrolment numbers at the primary education level, it is clear that the gains are not reflected in the learning outcomes either at the primary level, or later at the secondary level. It is noted that enrolment numbers fall when we get to the higher secondary level; and, access to education at higher levels than that is severely curtailed for a fair number of students. Even for those who stay in the system, it is widely believed and documented that the quality of education that children are experiencing leaves much to be desired at all levels. The impressive gains in

enrolment at the primary level are therefore short lived as the children do not benefit sufficiently to progress over the years.



Image 2: Preserving the twinkle and nurturing their aspirations – can we do the right thing by them?

Where available, parents increasingly believe that education in private schools is superior to that provided in Government schools. However, the cost of accessing such education (regardless of whether the expectation of higher quality is actualised) is not equally within the reach of families across all socio-economic groups. While RTE has tried to normalise access, many challenges remain in the implementation of RTE in spirit.

Recently, many corporate houses and their CSR activities and/or Foundations – such as the Azim Premji Foundation, Tata Trusts and various others - have entered the field with the objective of improving learning outcomes, supporting teacher training and continuous learning, and improving the quality of teachers in schools. However, there is a tendency of silos developing in such

philanthropic efforts, leading to challenges of scale and impact. The learning from such efforts is of course commendable and worth documenting.

#### Adolescence – Providing Life Skills and Avenues for Growth

This theme in the Child Rights Index has fewer indicators than the rest – one of the reasons being the unavailability of quality data on indicators related to adolescents. While the Education section discussed the woes of higher secondary education and above for the children of India,



Image 3: Young nurturing the young – the challenge of providing for adolescent girls' health and well being



other measures of well-being of adolescents are hard to find. For the most part, the preoccupation of policies related to adolescents seems to be towards adolescent girls and their health needs – most notably to ensure that the children born to them are healthy! Almost ironically, the three indicators one is able to include in this theme point to the needs of adolescent girls for their reproductive health (perhaps the small exception is the skill building component under the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls).

The important point one would like to leave the readers with is that of the last mile workers who are tasked with outreach activities for adolescents to meet their health and wellbeing needs. The very same Anganwadi workers, ASHA and ANMs – usually women from the same villages and Blocks they serve – are also responsible for outreach activities to adolescents. These last-mile women workers are over-worked, under-trained and most importantly, under-compensated. Like all other schemes that are victims of the 'trickle down' effect, resources trickling down to the last mile workers are scarce. It is argued elsewhere in PAI 2018 that these last mile workers are usually (almost always) women. Often, they are hardly a year or two older than the adolescents themselves. Since the PHCs are often not well staffed, and the barriers to approaching the PHCs for adolescents are unacknowledged or not addressed, the youth at the cusp of adulthood are often underserved. The girls are covered by the various health schemes; the data is even sparser when it comes to adolescent boys.

### Protection of Children - Moving from a Culture of Impunity to a Culture of Zero Tolerance

The child protection theme dealt with a variety of indicators that severely impact the lives of children in India. Starting from the very right to be born (measured through the sex ratio at birth indicator) to child labour, child marriage, and sexual and other violent crimes against children, this theme is a weighty and serious statement of the status of children in our country. Despite the existence of laws that are meant to address all these crimes, the implementation leaves much to be desired. Although child marriages are down, for example, we are nowhere close to eliminating the practice; the same is the situation with sex-selection testing. Sexual and violent crimes against children are on the rise, as report in an earlier section. Institutions that are meant to deal with such crimes are ill-equipped, ill-trained and unable to keep up with the case load.

The aspect of culture was discussed earlier in this chapter. We argue that 'culture' should not be seen as a monolithic and sacrosanct entity. Children severely marginalised across all cultural, social and economic strata in our diverse and vast country deserve better. A Rights based approach to child development pushes us to see the child as an individual, a human whose rights are sacrosanct, over and above the cultural practices that may further marginalise the child.

Many commentators have drawn attention to the “Culture of Impunity” that is prevalent in the country leading to widespread violence and abuse against children. Failure to protect children from

violence and abuse and from being used as displays of patriarchal power structures by adults wielding such power is the root cause of all suffering thrust on the hapless children. Unless such a culture is decimated through sustained social movements, and the formal and informal institutions of the country are held accountable, we will not see an end to such child suffering in our lifetimes.

Renegotiation of cultures through social movements, activism, advocacy and relentless pressure on all institutions from the grassroots upwards-whether in families, schools, panchayats, to districts and state institutions, courts, legislatures, police, all the way to the Supreme Court and the law-making parliament-is the only way to change the culture that is not working for the children in the country. Unless the child – especially the girl child, and the marginalised (whether through caste, religion, poverty, urban-rural divide) - ceases to be the subaltern 'other' in the minds of the lawmakers, the ruling class, the citizens in general, and unless the individual child's rights are held as inalienable by the courts of law and the political, social and economic ruling classes, no amount of data and state rankings are going to change the children's lives for the better. This could be in the areas of child labour, violence against children, sexual offenses or child marriage.

Such renegotiating of culture to drastically change the current climate and culture of impunity in our country calls for actors from all walks of life, not just the government. Whether it is poor governance, corruption, lack of accountability in implementation of laws related to children, bad



*It should be in the best interest of the government to make education up to the age of 16 compulsory. It is the best investment the government can make. Only then we can create literate, confident citizens with self respect and dignity. - Shantha Sinha*

*Image 4: Quality education is the ticket out of child labour and poverty for millions of children*

police and court practices when trying cases involving children, all walks of life exhibit this culture of impunity. It follows then, that changing this culture to one of zero tolerance also needs concerted action from all actors and institutions.

### Going Past Cold Data – Institutional Structures and Governance

The fifth theme examined the performance of states on indicators related to institutions that aid children. These included the presence of Child Protection Units, Special Courts, and Childline Centers. The theme also looked at birth and death registration rates – these are an indicator of the very first duty that the government has towards its citizens – to count them when they are born and when they die. Police and court statistics on pendency and disposal of cases also came up for discussion. The extensive discussions in earlier sections have demonstrated that the children of India are not being served adequately, efficiently or compassionately enough by the institutions that are set up to serve them.

Availability of accurate, timely and disaggregated data is of course critical to measuring progress on Child Rights Index indicators. However, it is our contention that what is needed is going past cold figures and understanding the enormity of the loss to a child, family, village, community and the nation due to tardy and lackadaisical implementation of child rights programmes – whether in the area of malnutrition, health, education, protection or institutional structures required for effective service delivery. “No Child Left Behind” needs to go past mere lip service or sloganeering and be a reality in the psyche of national and state level governance leading to efficiency, transparency, effectiveness and accountability in all institutions of governance dealing with policy and implementation of child-specific programs in the country. Unless we see this slow progress as a national emergency to be tackled on a war footing, this incremental and unhurried chipping away at annual 'targets' will continue to be an 'acceptable' way of child development in the country. The monumental tragedy of the 21st century is that it is failing the children of India and, rather than seeing it as a secondary ministerial or departmental issue, children need to be at the center of the Governance discourse in India. If politics, policy and implementation do not collaborate and cooperate with each other, the tragedy will continue to play out in the next few decades as well.

Pushing for improved governance needs a robust civil society presence as well; and India is finding it difficult to appropriate and save these civil society spaces. Despite decades of such activism, and the enactment of laws and policies arising out

of it, we are hard pressed to claim victories that are substantial, sustained and permanent. The ever-increasing cases of abuse and violence against children is a testimony to the inadequacy of any claimed successes. Will we see a day when activism, advocacy, better governance and effective institutions will trump over the culture of impunity that is the only explanation for the status of the children of India today?



*Image 5: What does the future hold for these children?*



Image Sources

**Will they be a part of the Government's annual target of 3% reduction in stunting?** : Gupta, M. (2017, November 8). 12,000 undernourished children identified in eight states with WCD's new monitoring methods. *Hindustan times*. Retrieved June 23, 2018, from <https://www.hindustantimes.com/india-news/12-000-undernourished-children-identified-in-eight-states-with-wcd-s-new-monitoring-methods/story-Hh1U6q16yeuihJNARqSnSP.html>

**Preserving the twinkle and nurturing their aspirations – can we do the right thing by them?** : Photo by Lalita Pulavarti during a school visit in Palghar District, Maharashtra (2016). Students were not respondents in an ongoing study and consented to being photographed.

**Young nurturing the young – the challenge of providing for adolescent girls' health and well being** : Photo by Lalita Pulavarti during a visit to Sakharshet Block in Palghar District, Maharashtra (2016). The mother was a part of a household interview related to kitchen gardens and nutrition and consented to being photographed.

**Quality education is the ticket out of child labour and poverty for millions of children:** Expert concerned about amendments to Child Labour Act. (2015, May 29). *Times of India*. Retrieved June 24, 2018, from <https://timesofindia.indiatimes.com/india/Expert-concerned-about-amendments-to-Child-Labour-Act/articleshow/47467660.cms>

and

**Child labour: Huge burden on tiny hands.** (2014, October 21). *Rediff.com*. Retrieved from June 23, 2018 from <https://timesofindia.indiatimes.com/india/Expert-concerned-about-amendments-to-Child-Labour-Act/articleshow/47467660.cms>

**What does the future hold for these children?:**

Photo by Lalita Pulavarti, on a roadside in Palghar District, Maharashtra (2016). These children were not part of PAF's ongoing study.

References

<sup>1</sup> International Food Policy Research Institute (2016) *Global Nutrition Report 2016: From Promise to Impact: Ending Malnutrition by 2030*. Washington, DC. (p.6)

<sup>2</sup> Save The Children (2017) *Stolen Childhoods – End of Childhood Index 2017*. Retrieved from <https://resourcecentre.savethechildren.net/library/stolen-childhoods-end-childhood-report-2017>

<sup>3</sup> NITI Aayog, Government of India (2017) *Nourishing India – National Nutrition Strategy*

<sup>4</sup> Raykar N. and Menon P. (2016) *International Food Policy Research Institute. Global Nutrition Report 2016: From Promise to Impact: Ending Malnutrition by 2030*. Washington, DC. (p.29)



## STATE FACT SHEETS



**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**



**AGGREGATED INDEX**  
**PAI SCORE**

## AP Andhra Pradesh

CAPITAL - AMRAVATI

CHIEF MINISTER - N CHANDRABABU NAIDU  
(SINCE 2014)

POPULATION - 4.79 CRORES (2011)

AREA - 1,60,205 Km<sup>2</sup>

### PAI FACTS

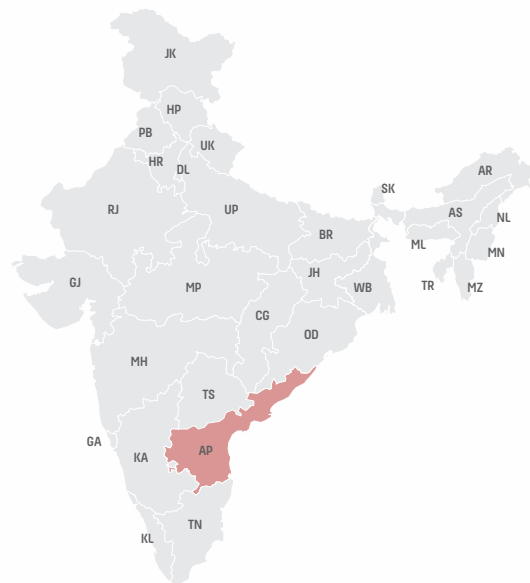
#### SUPPORT TO HUMAN DEVELOPMENT

On education and health indicators the state has seen a decline in the last three years. Public health facilities in terms of allopathic doctors per thousand population is comparatively less.

#### WOMEN AND CHILDREN

Crimes against women has been increasing. Children in the marginalised sections of the society have not been receiving proper nutrition.

|                                                                                     | 2016  |    |   | 2017  |    |   | 2018  |    |  |
|-------------------------------------------------------------------------------------|-------|----|---|-------|----|---|-------|----|--|
|    | 0.656 | 4  | ↑ | 0.660 | 3  | ↓ | 0.594 | 7  |  |
|    | 0.549 | 5  | ↓ | 0.454 | 7  | ↓ | 0.419 | 11 |  |
|    | 0.389 | 14 | ↑ | 0.370 | 13 | ↑ | 0.503 | 7  |  |
|    | 0.589 | 4  | ↓ | 0.503 | 10 | ↑ | 0.641 | 3  |  |
|    | 0.603 | 7  | ↑ | 0.360 | 5  | ↓ | 0.263 | 7  |  |
|    | 0.421 | 9  | ↓ | 0.427 | 14 | ↑ | 0.500 | 12 |  |
|   | 0.475 | 8  | ↓ | 0.551 | 11 | ↑ | 0.555 | 6  |  |
|  | 0.445 | 15 | ↓ | 0.449 | 17 | ↑ | 0.445 | 8  |  |
|  | 0.331 | 17 | ↓ | 0.388 | 18 | ↑ | 0.364 | 17 |  |
|  | 0.532 | 3  | ↓ | 0.505 | 4  | ↓ | 0.474 | 7  |  |
|  | 0.499 | 8  | ↓ | 0.467 | 9  | ↑ | 0.476 | 8  |  |



## AS ASSAM

CAPITAL - DISPUR

CHIEF MINISTER - SARBANANDA SONOWAL  
(SINCE 2016)

POPULATION - 3.09 CRORES (2011)

AREA - 78,438 Km<sup>2</sup>

### PAI FACTS

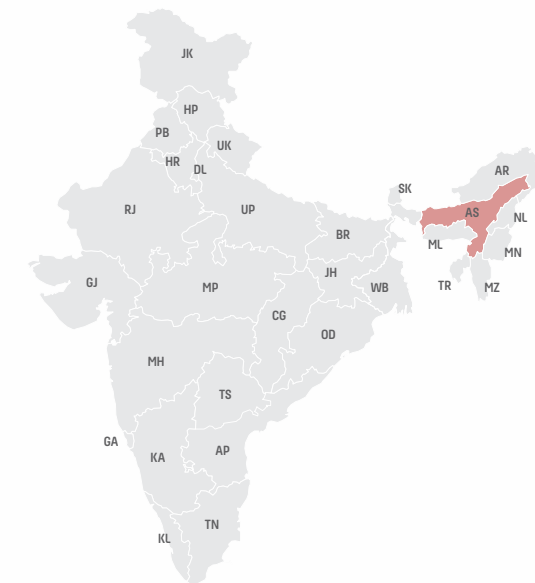
#### SUPPORT TO HUMAN DEVELOPMENT

There have not been much changes on the health and education indicators. Under education the enrolment of SC, ST children has not seen much improvement.

#### WOMEN AND CHILDREN

Child labour has increased in the state. Within the three years considered, while the ratio of working women is good, but at the same time crimes against women have shown an increase.

|                                                                                       | 2016  |    | 2017 |       | 2018 |   |       |    |
|---------------------------------------------------------------------------------------|-------|----|------|-------|------|---|-------|----|
|    | 0.317 | 16 | ↑    | 0.356 | 15   | → | 0.362 | 15 |
|    | 0.415 | 12 | ↓    | 0.301 | 16   | ↑ | 0.382 | 13 |
|    | 0.543 | 8  | ↑    | 0.537 | 2    | ↓ | 0.493 | 8  |
|    | 0.605 | 3  | ↓    | 0.591 | 4    | ↓ | 0.575 | 8  |
|    | 0.510 | 13 | →    | 0.252 | 13   | ↑ | 0.198 | 11 |
|    | 0.335 | 15 | ↑    | 0.583 | 4    | ↑ | 0.625 | 3  |
|   | 0.473 | 9  | ↑    | 0.579 | 8    | ↓ | 0.547 | 9  |
|  | 0.648 | 5  | ↓    | 0.533 | 12   | → | 0.414 | 12 |
|  | 0.490 | 2  | ↓    | 0.521 | 4    | ↓ | 0.442 | 5  |
|  | 0.125 | 16 | ↓    | 0.122 | 17   | → | 0.315 | 17 |
|  | 0.446 | 14 | ↓    | 0.438 | 15   | ↑ | 0.435 | 12 |



## BR Bihar

CAPITAL - **PATNA**CHIEF MINISTER - **NITISH KUMAR** (SINCE 2017)POPULATION - **9.9 crores** (2011)AREA - **99,200 Km<sup>2</sup>**

### PAI FACTS

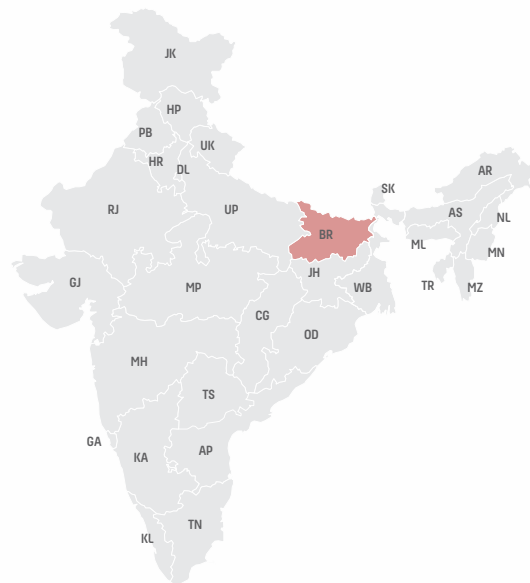
#### SUPPORT TO HUMAN DEVELOPMENT

The state has been continuously performing poorly in enrolment of children in schools. The state has seen poor outcomes on all the health indicators- IMR, full immunisation and life expectancy. The male female literacy gap increased.

#### WOMEN AND CHILDREN

The working women ratio of the state is lowest among the large states and across all states as well. The state ranks the highest in numbers of malnourished children. The child sex ratio is at an all time low.

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.414 13 ↓ | 0.335 17 ↓ | 0.287 18 |
|    | 0.220 17 ↑ | 0.334 13 ↓ | 0.255 18 |
|    | 0.303 17 ↑ | 0.351 15 ↓ | 0.397 17 |
|    | 0.404 16 ↑ | 0.455 15 ↓ | 0.455 17 |
|    | 0.537 10 ↓ | 0.241 14 ↑ | 0.193 12 |
|    | 0.327 16 ↓ | 0.273 18 → | 0.323 18 |
|   | 0.391 15 ↑ | 0.493 14 ↓ | 0.474 15 |
|  | 0.513 12 ↓ | 0.526 13 ↓ | 0.286 17 |
|  | 0.473 4 ↓  | 0.424 17 ↑ | 0.434 6  |
|  | 0.121 17 ↓ | 0.114 18 → | 0.286 18 |
|  | 0.370 17 ↓ | 0.355 18 → | 0.339 18 |



## CG Chhattisgarh

CAPITAL - **RAIPUR**CHIEF MINISTER - **RAMAN SINGH** (SINCE 2003)POPULATION - **2.56 crore** (2011)AREA - **1,35,198 Km<sup>2</sup>**

### PAI FACTS

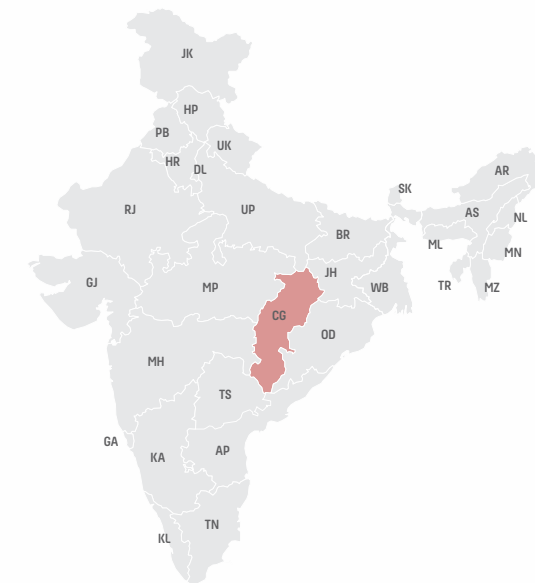
#### SUPPORT TO HUMAN DEVELOPMENT

The enrolment of the SC, ST students and the male female literacy gap seems to be improving, though the state has been lagging behind on health indicators such as IMR and life expectancy.

#### WOMEN AND CHILDREN

The state has been improving on the indicators of women and children. It has shown reduction in the number of cases of crime against both children and women.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.428 12 ↓ | 0.427 13 ↑ | 0.468 10 |
|    | 0.391 13 ↑ | 0.414 10 ↓ | 0.328 14 |
|    | 0.519 10 → | 0.457 10 ↓ | 0.455 11 |
|    | 0.500 11 ↑ | 0.548 7 ↑  | 0.587 4  |
|    | 0.554 9 ↓  | 0.299 10 → | 0.202 10 |
|    | 0.478 3 ↓  | 0.546 7 ↑  | 0.588 5  |
|   | 0.356 16 → | 0.472 16 ↓ | 0.458 17 |
|  | 0.694 3 ↓  | 0.597 7 ↑  | 0.505 3  |
|  | 0.455 6 ↑  | 0.557 2 ↓  | 0.492 3  |
|  | 0.345 11 ↑ | 0.364 9 ↓  | 0.374 12 |
|  | 0.472 11 ↑ | 0.468 8 ↓  | 0.446 10 |



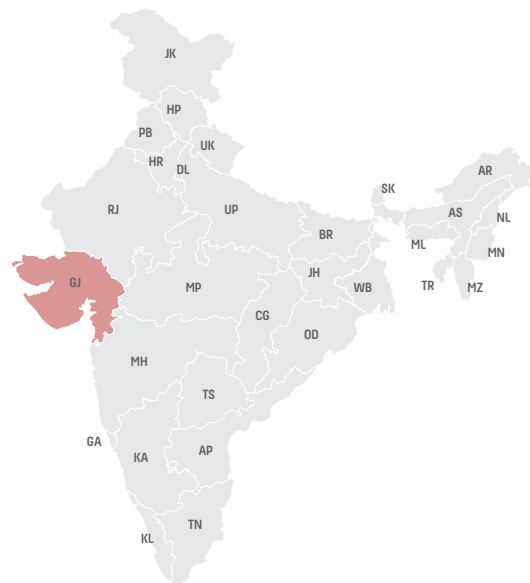
**GJ Gujarat**CAPITAL - **GANDHINAGAR**CHIEF MINISTER - **VIJAY RUPANI** (SINCE 2017)POPULATION - **6.04 crores** (2011)AREA - **1,96,024 Km<sup>2</sup>****PAI FACTS****SUPPORT TO HUMAN DEVELOPMENT**

Under gross enrolment ratio for higher education, the state needs improvement. The average population served per allopathic doctors is also relatively low.

**WOMEN AND CHILDREN**

The benefit of institutional delivery for women and schemes for children has not reached the beneficiaries at large

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.675 3 ↓  | 0.646 4 →  | 0.624 4  |
|    | 0.431 10 ↑ | 0.424 9 ↓  | 0.417 12 |
|    | 0.432 12 ↓ | 0.354 14 ↑ | 0.490 9  |
|    | 0.472 13 ↑ | 0.498 11 ↓ | 0.503 13 |
|    | 0.670 2 ↓  | 0.423 3 ↓  | 0.310 4  |
|    | 0.391 11 ↑ | 0.496 9 ↑  | 0.577 7  |
|   | 0.497 4 ↑  | 0.621 3 ↓  | 0.535 10 |
|  | 0.469 14 ↑ | 0.578 9 ↓  | 0.429 10 |
|  | 0.421 14 ↑ | 0.497 7 ↓  | 0.402 12 |
|  | 0.890 1 →  | 0.828 1 →  | 0.752 1  |
|  | 0.535 5 ↑  | 0.536 3 ↓  | 0.504 5  |

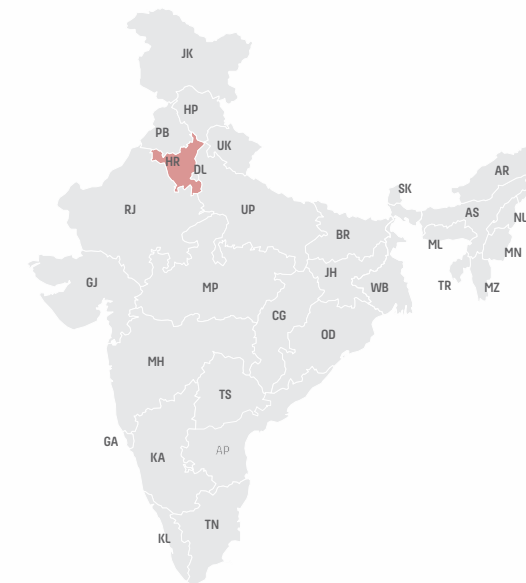
**HR Haryana**CAPITAL - **CHANDIGARH**CHIEF MINISTER - **MANOHAR LAL KHATTAR**  
(SINCE 2014)(POPULATION - **2.54 crores** (2011))AREA - **44,212 Km<sup>2</sup>****PAI FACTS****SUPPORT TO HUMAN DEVELOPMENT**

The state has been performing averagely for all the indicators of health and education.

**WOMEN AND CHILDREN**

The state has shown reduction in crimes against women. Institutional delivery for the state has been fairly poor. Also it has been performing poorly on schemes for children

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.716 2 ↓  | 0.632 5 ↓  | 0.584 8  |
|    | 0.548 6 →  | 0.469 6 ↓  | 0.426 10 |
|    | 0.350 16 ↓ | 0.315 17 ↑ | 0.430 15 |
|    | 0.527 10 ↓ | 0.415 17 ↑ | 0.479 14 |
|    | 0.406 17 ↑ | 0.214 16 ↓ | 0.149 18 |
|    | 0.464 4 ↓  | 0.569 6 ↓  | 0.568 8  |
|   | 0.416 13 → | 0.528 13 ↓ | 0.479 14 |
|  | 0.627 6 ↑  | 0.707 1 ↓  | 0.615 2  |
|  | 0.410 15 → | 0.465 15 ↑ | 0.423 10 |
|  | 0.345 10 ↓ | 0.321 12 ↑ | 0.494 4  |
|  | 0.481 9 ↓  | 0.464 10 ↑ | 0.465 9  |



## JH Jharkhand

CAPITAL - RANCHI

CHIEF MINISTER - RAGHUBAR DAS (SINCE 2014)

POPULATION - 3.19 CRORES (2011)

AREA - 79,714 Km<sup>2</sup>

### PAI FACTS

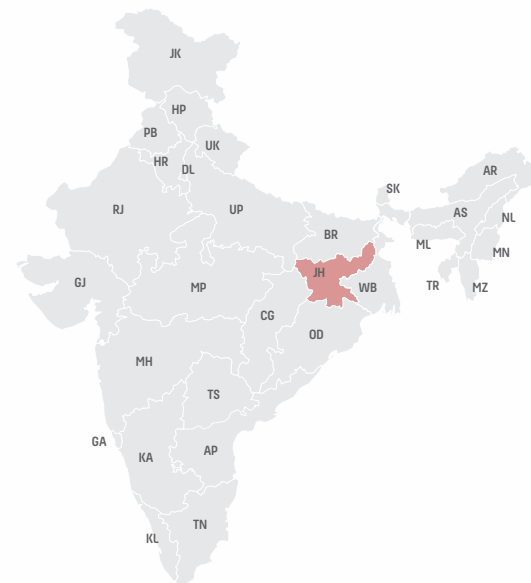
#### SUPPORT TO HUMAN DEVELOPMENT

Among the large states, the state ranks almost at the bottom. There is a strong institutional change needed for the state on both educational and health parameters. On EDI the state ranks low, with a relatively low enrolment in schools and colleges. In health, IMR and malnutrition are low and high respectively.

#### WOMEN AND CHILDREN

In the year 2016, the state ranked low in the theme of women and children. It has shown improvement with context to the working women ratio increasing. Crimes against women has seen growth. The literacy gap between women and men has increased

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.359 15 ↓ | 0.328 18 ↑ | 0.359 16 |
|    | 0.288 14 ↓ | 0.332 15 → | 0.272 15 |
|    | 0.385 15 ↑ | 0.406 12 ↑ | 0.524 4  |
|    | 0.359 17 ↓ | 0.360 18 ↑ | 0.508 12 |
|    | 0.495 15 → | 0.232 15 ↓ | 0.152 17 |
|    | 0.244 17 → | 0.383 17 → | 0.399 17 |
|   | 0.343 17 ↓ | 0.428 18 ↑ | 0.470 16 |
|  | 0.602 9 ↓  | 0.509 14 ↓ | 0.320 16 |
|  | 0.483 3 →  | 0.552 3 ↑  | 0.544 2  |
|  | 0.328 14 ↑ | 0.320 13 ↓ | 0.340 15 |
|  | 0.389 16 ↓ | 0.385 17 → | 0.389 17 |



## KA Karnataka

CAPITAL - BENGALURU

CHIEF MINISTER - H. D KUMARASWAMY (SINCE 2018)

POPULATION - 6.11 crores (2011)

AREA - 1,91,791 Km<sup>2</sup>

### PAI FACTS

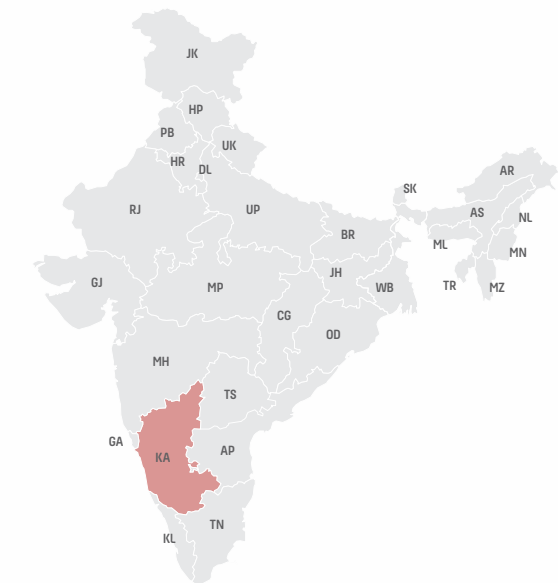
#### SUPPORT TO HUMAN DEVELOPMENT

There has been a slight decline in the health and education parameters within the state, although the state still ranks among the top ten large states.

#### WOMEN AND CHILDREN

The state continues to remain in the top 6 ranks, though it has seen an increase in atrocities women face. Beneficiaries among under the ICDS scheme are also low in number.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.558 8 ↑  | 0.599 7 ↑  | 0.603 5  |
|    | 0.580 3 ↓  | 0.529 4 ↓  | 0.469 7  |
|    | 0.665 1 ↓  | 0.493 7 ↓  | 0.401 16 |
|    | 0.559 6 ↑  | 0.593 3 ↓  | 0.582 6  |
|    | 0.597 8 ↑  | 0.356 6 ↓  | 0.245 8  |
|    | 0.386 13 ↑ | 0.486 11 ↓ | 0.450 13 |
|   | 0.625 2 →  | 0.749 2 ↑  | 0.686 1  |
|  | 0.714 2 →  | 0.684 2 ↑  | 0.650 1  |
|  | 0.427 10 → | 0.489 10 ↑ | 0.481 4  |
|  | 0.358 9 ↓  | 0.337 10 ↑ | 0.494 5  |
|  | 0.547 3 ↓  | 0.531 4 →  | 0.506 4  |



## KL Kerala

CAPITAL - **THIRUVANANTHAPURAM**CHIEF MINISTER - **PINARAYI VIJAYAN** (SINCE 2016)POPULATION - **3.48 CRORES** (2011)AREA - **38,683 Km<sup>2</sup>**

### PAI FACTS

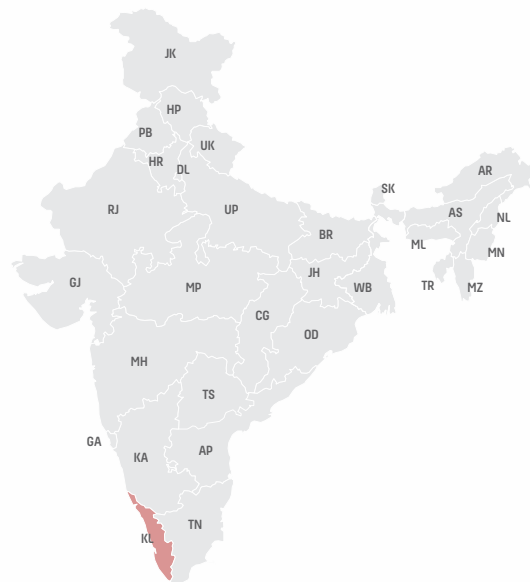
#### SUPPORT TO HUMAN DEVELOPMENT

Kerala has consistently topped the rankings in this theme. In both health and education, no other state has been able to match their performance.

#### WOMEN AND CHILDREN

The state has the maximum working women ratio as also a consistently good child sex ratio.

|                                                                                     | 2016                                                                                           | 2017                                                                                           | 2018     |
|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.553 10    | 0.579 8     | 0.641 1  |
|    | 0.692 1     | 0.672 1     | 0.649 1  |
|    | 0.636 3     | 0.568 1     | 0.516 5  |
|    | 0.655 1     | 0.683 1     | 0.718 1  |
|    | 0.658 3     | 0.431 2     | 0.314 2  |
|    | 0.565 1     | 0.638 2     | 0.579 6  |
|   | 0.482 6    | 0.611 4    | 0.601 3  |
|  | 0.757 1   | 0.642 3   | 0.429 11 |
|  | 0.425 13  | 0.492 8   | 0.433 7  |
|  | 0.252 15  | 0.197 16  | 0.384 11 |
|  | 0.568 1   | 0.551 1   | 0.526 1  |



## MP Madhya Pradesh

CAPITAL - **BHOPAL**CHIEF MINISTER - **SHIVRAJ SINGH CHAUHAN**  
(SINCE 2005)POPULATION - **7.33 CRORES** (2011)AREA - **3.08,252 Km<sup>2</sup>**

### PAI FACTS

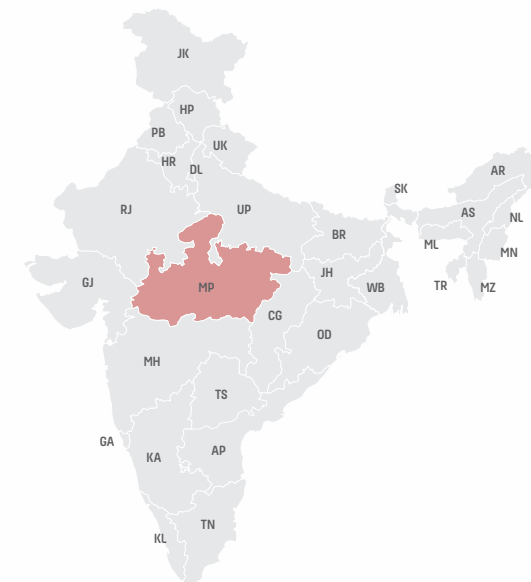
#### SUPPORT TO HUMAN DEVELOPMENT

The state has shown no improvement in this theme and has been among the poorest performing states of the country. The enrolment of children in schools and colleges for the SC, ST is at an all time low. IMR, life expectancy and full immunisation parameters are below par.

#### WOMEN AND CHILDREN

The ratio of stunted and wasted children has seen an increase. Working women ratio has improved and there has also been a reduction in the proportion of crimes against women. The male-female literacy gap has increased.

|                                                                                       | 2016                                                                                           | 2017                                                                                           | 2018     |
|---------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.387 14    | 0.383 14    | 0.381 14 |
|    | 0.266 16    | 0.270 17    | 0.259 17 |
|    | 0.603 4     | 0.531 3     | 0.384 18 |
|    | 0.483 12    | 0.510 9     | 0.458 16 |
|    | 0.499 14    | 0.214 17    | 0.179 15 |
|    | 0.445 5     | 0.581 5     | 0.661 1  |
|   | 0.433 12   | 0.600 6    | 0.548 8  |
|  | 0.571 11  | 0.598 6   | 0.357 15 |
|  | 0.450 8   | 0.480 12  | 0.405 11 |
|  | 0.384 6   | 0.402 6   | 0.346 14 |
|  | 0.452 13  | 0.457 12  | 0.398 16 |



## MH Maharashtra

CAPITAL - **MUMBAI**CHIEF MINISTER - **DEVENDRA PHADNAVIS**  
(SINCE 2014)POPULATION - **11.42** (2011)AREA - **3,07,713 Km²**

### PAI FACTS

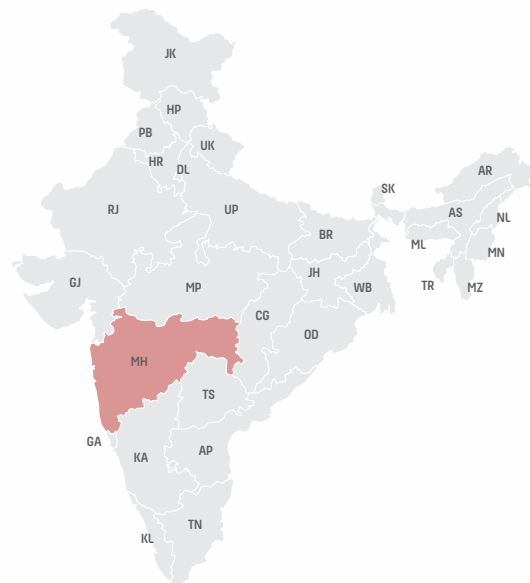
#### SUPPORT TO HUMAN DEVELOPMENT

The state stands among the top ten states, though on the indicators of education, schools have seen more drop outs these past three years.

#### WOMEN AND CHILDREN

The ratio of crimes against women has seen an increase along with an increase in the crimes against children.

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.612 6 ➡  | 0.609 6 ➡  | 0.596 6  |
|    | 0.510 7 ⬆  | 0.548 2 ⬇  | 0.482 6  |
|    | 0.521 9 ⬇  | 0.434 11 ⬇ | 0.444 12 |
|    | 0.554 7 ⬇  | 0.434 16 ⬆ | 0.556 11 |
|    | 0.622 6 ⬆  | 0.372 4 ⬆  | 0.313 3  |
|    | 0.442 7 ⬇  | 0.479 12 ⬆ | 0.511 11 |
|   | 0.484 5 ➡  | 0.601 5 ➡  | 0.555 5  |
|  | 0.609 7 ⬇  | 0.562 10 ⬆ | 0.468 7  |
|  | 0.393 16 ⬆ | 0.487 11 ⬆ | 0.426 8  |
|  | 0.610 2 ⬇  | 0.593 3 ⬆  | 0.638 2  |
|  | 0.536 4 ⬇  | 0.512 5 ⬇  | 0.499 6  |



## OD Odisha

CAPITAL - **BHUBANESHWAR**CHIEF MINISTER - **NAVEEN PATNAIK** (SINCE 2000)POPULATION - **4.2 crores** (2011)AREA - **1,55,707 Km²**

### PAI FACTS

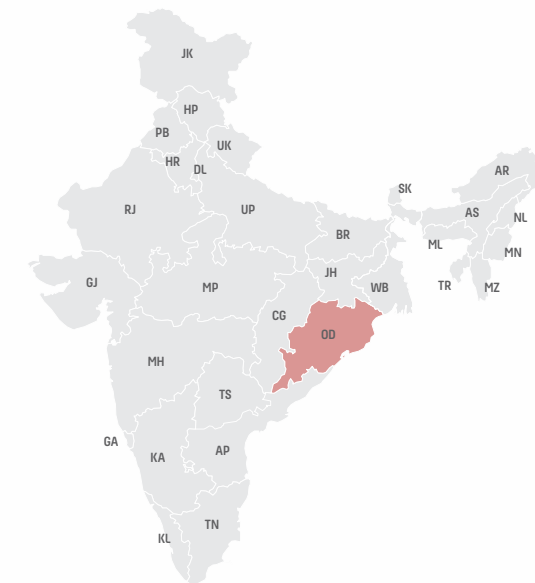
#### SUPPORT TO HUMAN DEVELOPMENT

The state has had fluctuations in its rankings but it has shown growth within the past two years. In the indicators of education, the state needs more improvement.

#### WOMEN AND CHILDREN

Odisha is one of the states which has received the best response for the ICDS scheme. Also it is one of the states which has witnessed less crimes reported against women.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.239 17 ⬆ | 0.35 16 ⬇  | 0.296 17 |
|    | 0.439 8 ⬇  | 0.39 12 ⬆  | 0.431 8  |
|    | 0.516 11 ⬆ | 0.510 5 ⬆  | 0.574 1  |
|    | 0.561 5 ⬆  | 0.622 2 ⬇  | 0.581 7  |
|    | 0.510 12 ⬇ | 0.176 18 ⬆ | 0.162 16 |
|    | 0.433 8 ⬇  | 0.390 15 ⬇ | 0.408 16 |
|   | 0.481 7 ➡  | 0.583 7 ⬆  | 0.595 4  |
|  | 0.442 16 ⬆ | 0.506 15 ⬇ | 0.239 18 |
|  | 0.469 5 ⬇  | 0.477 13 ⬇ | 0.387 14 |
|  | 0.331 13 ⬇ | 0.307 15 ⬇ | 0.334 16 |
|  | 0.442 15 ⬇ | 0.431 16 ⬆ | 0.401 14 |



## PB Punjab

CAPITAL - CHANDIGARH

CHIEF MINISTER - AMARINDER SINGH (SINCE 2017)

POPULATION - 2.8 Crores (2011)

AREA - 50,362 Km<sup>2</sup>

### PAI FACTS

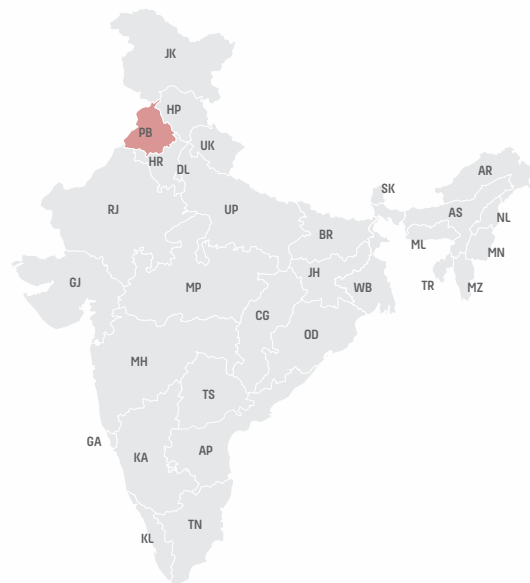
#### SUPPORT TO HUMAN DEVELOPMENT

The state has been doing well among the large states, but it has seen a decline when compared to its own performance. On the indicators of health, the state requires to do better.

#### WOMEN AND CHILDREN

Crime rates against women have increased, but the beneficiaries under schemes for children have seen a decrease.

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.774 1 ➡  | 0.724 1 ⬇  | 0.633 2  |
|    | 0.637 2 ⬇  | 0.544 3 ⬇  | 0.483 5  |
|    | 0.400 13 ⬇ | 0.338 16 ⬆ | 0.548 3  |
|    | 0.54 9 ⬇   | 0.477 13 ⬆ | 0.560 9  |
|    | 0.65 4 ⬇   | 0.354 7 ⬆  | 0.264 6  |
|    | 0.376 14 ⬆ | 0.609 3 ⬇  | 0.603 4  |
|   | 0.472 10 ➡ | 0.561 10 ⬇ | 0.496 11 |
|  | 0.663 4 ⬇  | 0.579 8 ⬇  | 0.439 9  |
|  | 0.454 7 ⬇  | 0.465 14 ⬇ | 0.372 15 |
|  | 0.366 8 ⬇  | 0.315 14 ⬆ | 0.396 10 |
|  | 0.533 6 ➡  | 0.497 6 ⬇  | 0.479 7  |



## RJ Rajasthan

CAPITAL - JAIPUR

CHIEF MINISTER - VASUNDHARA RAJE (SINCE 2013)

POPULATION - 6.89 crores (2011)

AREA - 3,42,239 Km<sup>2</sup>

### PAI FACTS

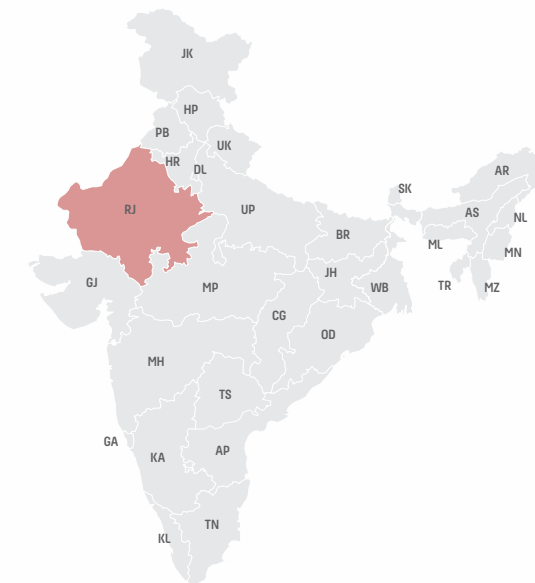
#### SUPPORT TO HUMAN DEVELOPMENT

In terms of school education, the state has seen improvement; the enrolment of the SC, ST students in schools has increased. Public health facility and its access needs improvement.

#### WOMEN AND CHILDREN

Working women ratio is still low, with crimes against women rising. The state has also been witnessing high levels of crimes against children.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.557 9 ⬇  | 0.461 11 ⬆ | 0.500 9  |
|    | 0.439 9 ⬇  | 0.402 11 ⬆ | 0.428 9  |
|    | 0.592 5 ⬇  | 0.509 6 ⬇  | 0.432 14 |
|    | 0.437 15 ⬆ | 0.467 14 ⬇ | 0.460 15 |
|    | 0.536 11 ⬆ | 0.303 9 ➡  | 0.226 9  |
|    | 0.388 12 ⬆ | 0.495 10 ⬆ | 0.563 9  |
|   | 0.436 11 ⬆ | 0.576 9 ⬇  | 0.484 13 |
|  | 0.479 13 ⬆ | 0.608 5 ➡  | 0.475 5  |
|  | 0.433 9 ➡  | 0.491 9 ⬇  | 0.366 16 |
|  | 0.436 5 ➡  | 0.415 5 ⬇  | 0.470 8  |
|  | 0.473 10 ⬆ | 0.473 7 ⬇  | 0.440 11 |



## TN Tamil Nadu

CAPITAL - CHENNAI

CHIEF MINISTER - E K. PALANISWAMI (SINCE 2017)

POPULATION - 6.79 CRORE (2011)

AREA - 1,30,060 Km<sup>2</sup>

### PAI FACTS

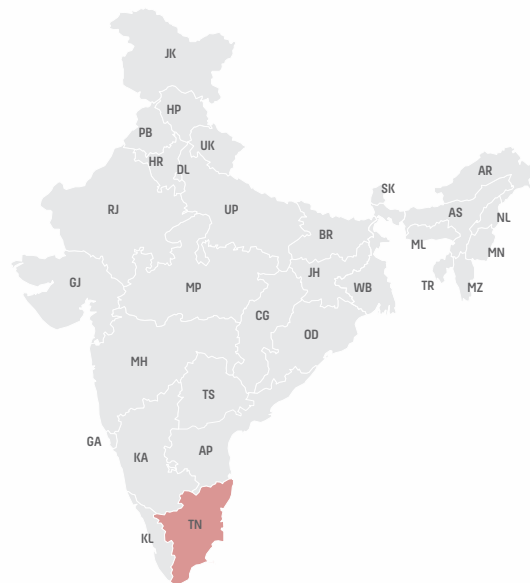
#### SUPPORT OF HUMAN DEVELOPMENT

On the indicators of education and health, the state has been performing well. It is among the top five states in the overall index.

#### WOMEN AND CHILDREN

There has been an increase in crimes against women. The life of children has improved due to the ICDS scheme working efficiently.

|                                                                                     | 2016  |    |   | 2017  |    |   | 2018  |    |  |
|-------------------------------------------------------------------------------------|-------|----|---|-------|----|---|-------|----|--|
|    | 0.636 | 5  | ↑ | 0.672 | 2  | ↓ | 0.630 | 3  |  |
|    | 0.551 | 4  | ↓ | 0.481 | 5  | ↑ | 0.539 | 2  |  |
|    | 0.589 | 6  | ↓ | 0.464 | 8  | ↑ | 0.511 | 6  |  |
|    | 0.608 | 2  | ↓ | 0.554 | 6  | ↓ | 0.672 | 2  |  |
|    | 0.724 | 1  | → | 0.434 | 1  | → | 0.334 | 1  |  |
|    | 0.529 | 2  | ↑ | 0.725 | 1  | ↓ | 0.659 | 2  |  |
|   | 0.682 | 1  | → | 0.829 | 1  | ↓ | 0.616 | 2  |  |
|  | 0.312 | 17 | ↓ | 0.364 | 18 | ↑ | 0.384 | 13 |  |
|  | 0.426 | 11 | ↑ | 0.517 | 5  | ↓ | 0.401 | 13 |  |
|  | 0.443 | 4  | ↓ | 0.391 | 8  | ↓ | 0.427 | 9  |  |
|  | 0.550 | 2  | → | 0.543 | 2  | → | 0.517 | 2  |  |



## TS Telangana

CAPITAL - HYDERABAD

CHIEF MINISTER - K CHANDRASHEKAR RAO (SINCE 2014)

POPULATION - 3.52 CRORE (2011)

AREA - 1,12,077 Km<sup>2</sup>

### PAI FACTS

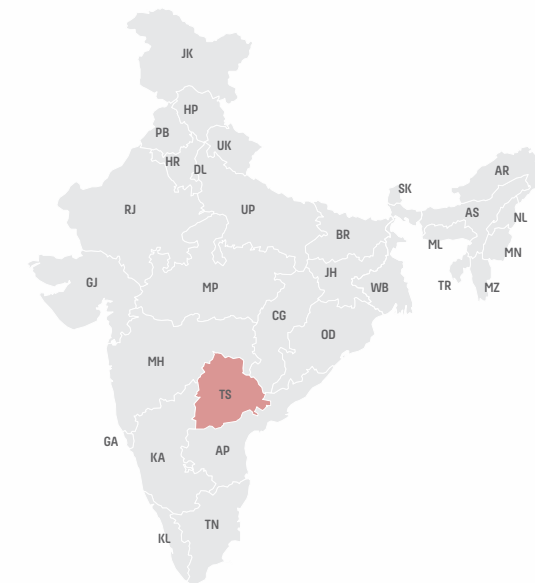
#### SUPPORT TO HUMAN DEVELOPMENT

The state has seen a jump from 14<sup>th</sup> position in 2017 to 3<sup>rd</sup> position. The state has been continuously working on improving both the health and education parameters.

#### WOMEN AND CHILDREN

The state is performing at an average with regard to programmes for women and children.

|                                                                                       | 2016 |  | 2017  |    | 2018 |       |    |
|---------------------------------------------------------------------------------------|------|--|-------|----|------|-------|----|
|    |      |  | 0.501 | 9  | ↓    | 0.426 | 13 |
|    |      |  | 0.333 | 14 | ↑    | 0.501 | 3  |
|    |      |  | 0.215 | 18 | ↑    | 0.549 | 2  |
|    |      |  | 0.482 | 12 | ↑    | 0.557 | 10 |
|    |      |  | 0.268 | 11 | ↓    | 0.183 | 13 |
|    |      |  | 0.464 | 13 | ↑    | 0.537 | 10 |
|   |      |  | 0.457 | 17 | ↑    | 0.553 | 7  |
|  |      |  | 0.537 | 11 | ↑    | 0.476 | 4  |
|  |      |  | 0.654 | 1  | →    | 0.769 | 1  |
|  |      |  | 0.639 | 2  | ↓    | 0.587 | 3  |
|  |      |  | 0.455 | 13 | ↑    | 0.514 | 3  |



## UP Uttar Pradesh

CAPITAL - LUCKNOW

CHIEF MINISTER - YOGI ADITYANATH (SINCE 2017)

POPULATION - 20.42 CRORES (2011)

AREA - 2,43,286 Km<sup>2</sup>

### PAI FACTS

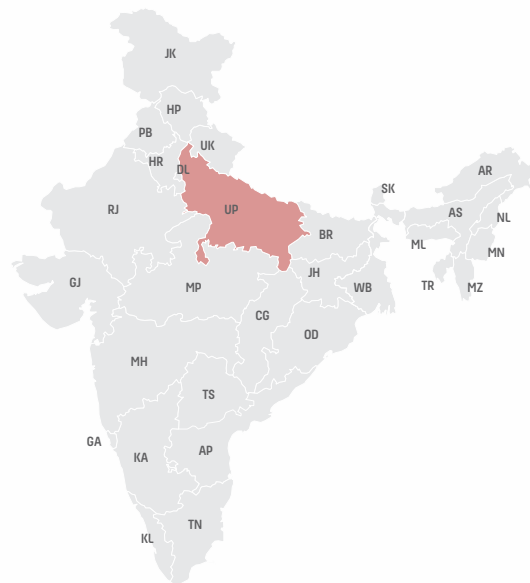
#### SUPPORT TO HUMAN DEVELOPMENT

The state continues to be among the bottom two states in this theme. In 2017 it was ranked as the last state on health and education indicators; now has moved up two positions in the rankings. The education and health infrastructure is weak to provide amenities to the population at large. EDI, IMR and life expectancy are still not improving.

#### WOMEN AND CHILDREN

Crimes against women have been increasing consistently. The ratio of working women is also static. Literacy gap has seen no changes, with the

|                                                                                     | 2016     | 2017       | 2018       |
|-------------------------------------------------------------------------------------|----------|------------|------------|
|    | 0.582 7  | ↓ 0.464 10 | ↓ 0.440 12 |
|    | 0.284 15 | ↓ 0.267 18 | ↑ 0.268 16 |
|    | 0.575 7  | ↓ 0.462 9  | ↓ 0.439 13 |
|    | 0.466 14 | ↑ 0.566 5  | ↓ 0.441 18 |
|    | 0.441 16 | ↑ 0.252 12 | ↓ 0.181 14 |
|    | 0.393 10 | ↓ 0.388 16 | ↑ 0.412 15 |
|   | 0.397 14 | ↓ 0.491 15 | ↓ 0.440 18 |
|  | 0.604 8  | ↑ 0.616 4  | ↓ 0.470 6  |
|  | 0.494 1  | ↓ 0.511 6  | ↓ 0.424 9  |
|  | 0.375 7  | → 0.393 7  | ↑ 0.491 6  |
|  | 0.461 12 | ↓ 0.441 14 | ↓ 0.401 15 |



## WB West Bengal

CAPITAL - KOLKATA

CHIEF MINISTER - MAMATA BANERJEE (SINCE 2016)

POPULATION - 9.03 CRORES (2011)

AREA - 88,752 Km<sup>2</sup>

### PAI FACTS

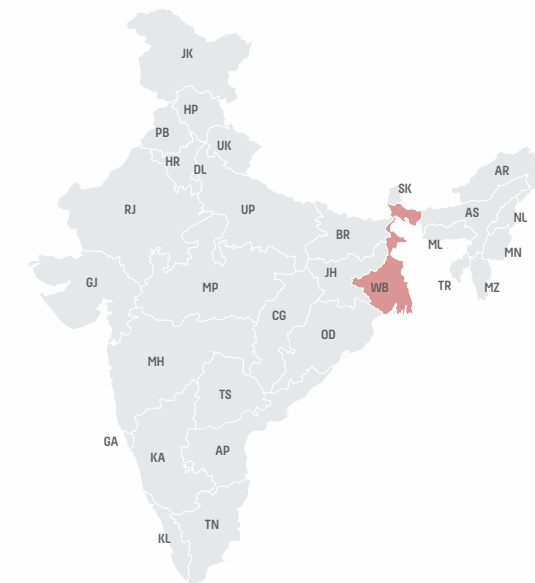
#### SUPPORT TO HUMAN DEVELOPMENT

The state has shown consistent rise from the 11th position in 2016 to among the top five states in 2018. Enrollment of children in schools among the SC, ST population has seen growth. IMR and life expectancy have also shown some improvement.

#### WOMEN AND CHILDREN

The literacy gap has decreased. It is also among the states which witnesses less number of crimes against women. The state needs to work towards increasing institutional delivery for

|                                                                                       | 2016     | 2017       | 2018       |
|---------------------------------------------------------------------------------------|----------|------------|------------|
|    | 0.472 11 | ↓ 0.441 12 | ↑ 0.449 11 |
|    | 0.420 11 | ↑ 0.424 8  | ↑ 0.499 4  |
|    | 0.650 2  | ↓ 0.516 4  | ↓ 0.487 10 |
|    | 0.548 8  | → 0.525 8  | ↑ 0.586 5  |
|    | 0.641 5  | ↓ 0.351 8  | ↑ 0.265 5  |
|    | 0.445 6  | ↓ 0.528 8  | ↓ 0.436 14 |
|   | 0.529 3  | ↓ 0.529 12 | → 0.494 12 |
|  | 0.584 10 | ↓ 0.491 16 | ↑ 0.379 14 |
|  | 0.425 12 | ↓ 0.463 16 | ↓ 0.331 18 |
|  | 0.337 12 | ↑ 0.326 11 | ↓ 0.373 13 |
|  | 0.505 7  | ↓ 0.459 11 | ↓ 0.430 13 |



## AR Arunachal Pradesh

CAPITAL - **ITANAGAR**CHIEF MINISTER - **PEMA KHANDU** (SINCE 2016)POPULATION - **12.6 LAKHS** (2011)AREA - **83, 743 Km<sup>2</sup>**

### PAI FACTS

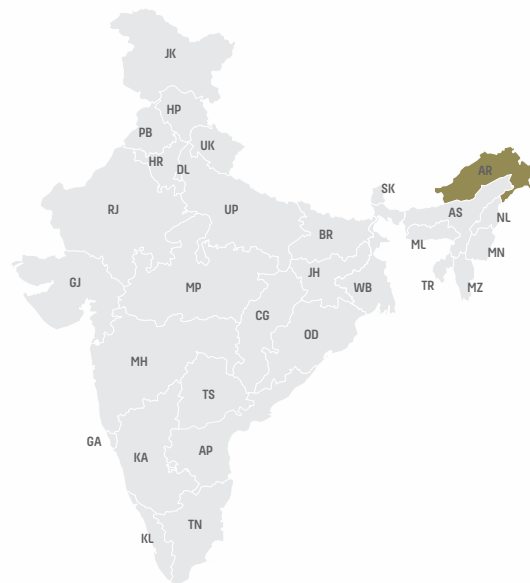
#### SUPPORT TO HUMAN DEVELOPMENT

The state has made improvement over previous years, with an increase in the number of working women and the nutritional levels of children rising.

#### WOMEN AND CHILDREN

There has not been any significant improvement within the state, but among the small states Arunachal has been performing well. The state has also seen reduction in the number of crimes against women.

|                                                                                     | 2016  |    |   | 2017  |    |   | 2018  |    |  |
|-------------------------------------------------------------------------------------|-------|----|---|-------|----|---|-------|----|--|
|    | 0.476 | 7  | ↑ | 0.439 | 6  | ↑ | 0.443 | 5  |  |
|    | 0.492 | 12 | ↑ | 0.472 | 10 | ↑ | 0.518 | 7  |  |
|    | 0.603 | 4  | ↓ | 0.369 | 12 | ↑ | 0.383 | 11 |  |
|    | 0.619 | 5  | ↓ | 0.618 | 7  | ↑ | 0.640 | 6  |  |
|    | 0.635 | 7  | ↓ | 0.355 | 8  | ↑ | 0.252 | 7  |  |
|    | 0.597 | 3  | ↓ | 0.392 | 11 | → | 0.407 | 11 |  |
|   | 0.720 | 1  | → | 0.832 | 1  | → | 0.611 | 1  |  |
|  | 0.087 | 12 | → | 0.330 | 12 | ↑ | 0.255 | 11 |  |
|  | 0.538 | 4  | → | 0.522 | 4  | ↑ | 0.558 | 1  |  |
|  | 0.111 | 6  | ↓ | 0.060 | 8  | → | 0.144 | 8  |  |
|  | 0.488 | 8  | ↓ | 0.439 | 11 | ↑ | 0.421 | 7  |  |



## DL Delhi

CAPITAL OF INDIA

CHIEF MINISTER- **ARVIND KEJRIWAL**  
(SINCE 2015)POPULATION - **1.9 CRORE** (2011)AREA - **1,484 Km<sup>2</sup>**

### PAI FACTS

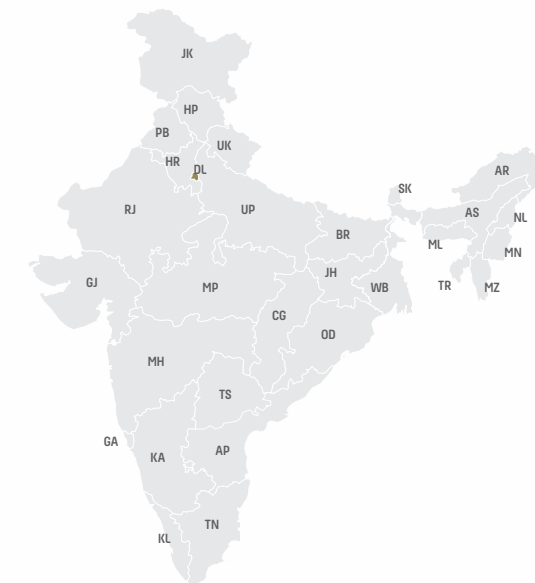
#### SUPPORT TO HUMAN DEVELOPMENT

Delhi among the small states was ranked 10th in the year 2016. It has made a leap to the 2nd rank in indicators of health and education in the year 2018.

#### WOMEN AND CHILDREN

Perceived as being one of the most unsafe places in the country for women, the capital stands stagnant with no progress in the indicators related to women. Although the capital does not have any slum population, in the lower income groups the children have not been receiving proper nutrition.

|                                                                                       | 2016  |    |   | 2017  |    |   | 2018  |    |  |
|---------------------------------------------------------------------------------------|-------|----|---|-------|----|---|-------|----|--|
|    | 0.812 | 1  | ↓ | 0.725 | 2  | → | 0.640 | 2  |  |
|    | 0.539 | 10 | ↑ | 0.493 | 8  | ↑ | 0.588 | 2  |  |
|    | 0.521 | 10 | ↓ | 0.391 | 11 | ↑ | 0.474 | 7  |  |
|    | 0.486 | 12 | ↑ | 0.408 | 11 | ↓ | 0.447 | 12 |  |
|    | 0.415 | 12 | → | 0.200 | 12 | ↑ | 0.184 | 11 |  |
|    | 0.551 | 4  | ↓ | 0.467 | 8  | ↓ | 0.437 | 10 |  |
|   | 0.341 | 11 | → | 0.458 | 11 | ↓ | 0.388 | 12 |  |
|  | 0.646 | 2  | ↓ | 0.541 | 3  | ↓ | 0.215 | 12 |  |
|  | 0.567 | 1  | ↓ | 0.544 | 2  | ↓ | 0.426 | 4  |  |
|  | 0.201 | 3  | ↑ | 0.199 | 1  | ↓ | 0.281 | 6  |  |
|  | 0.508 | 3  | ↓ | 0.443 | 9  | → | 0.408 | 9  |  |



## GA Goa

CAPITAL - PANAJI (PANJIM)

CHIEF MINISTER - MANOHAR PARRIKAR  
(SINCE 2017)

POPULATION - 14.66 LAKHS (2011)

AREA - 3,702 Km<sup>2</sup>

## PAI FACTS

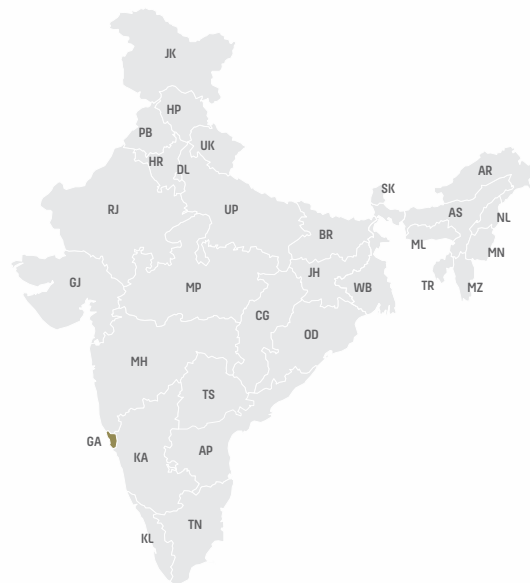
## SUPPORT TO HUMAN DEVELOPMENT

In terms of education and child development, Goa has been performing well; it has maintained its position as the 5th state in terms of providing institutional delivery as well as education.

## WOMEN AND CHILDREN

The number of crimes against women has been increasing.

|                                                                                     | 2016  |    |   | 2017  |    |   | 2018  |    |  |
|-------------------------------------------------------------------------------------|-------|----|---|-------|----|---|-------|----|--|
|    | 0.721 | 2  | ↑ | 0.757 | 1  | → | 0.709 | 1  |  |
|    | 0.643 | 5  | → | 0.545 | 5  | → | 0.557 | 5  |  |
|    | 0.469 | 11 | ↑ | 0.468 | 10 | ↓ | 0.335 | 12 |  |
|    | 0.503 | 11 | ↑ | 0.436 | 10 | ↑ | 0.538 | 9  |  |
|    | 0.614 | 9  | ↑ | 0.409 | 5  | ↑ | 0.331 | 2  |  |
|    | 0.468 | 9  | ↑ | 0.552 | 7  | ↑ | 0.548 | 5  |  |
|   | 0.377 | 10 | → | 0.489 | 10 | ↑ | 0.498 | 8  |  |
|  | 0.545 | 3  | ↓ | 0.501 | 4  | ↓ | 0.260 | 10 |  |
|  | 0.506 | 6  | ↑ | 0.577 | 1  | ↓ | 0.461 | 2  |  |
|  | 0.226 | 1  | ↓ | 0.188 | 2  | ↓ | 0.438 | 3  |  |
|  | 0.507 | 5  | ↑ | 0.492 | 2  | → | 0.467 | 2  |  |



## HP Himachal Pradesh

CAPITAL - SHIMLA

CHIEF MINISTER - JAI RAM THAKUR (SINCE 2017)

POPULATION - 68.6 LAKHS (2011)

AREA - 55,673 Km<sup>2</sup>

## PAI FACTS

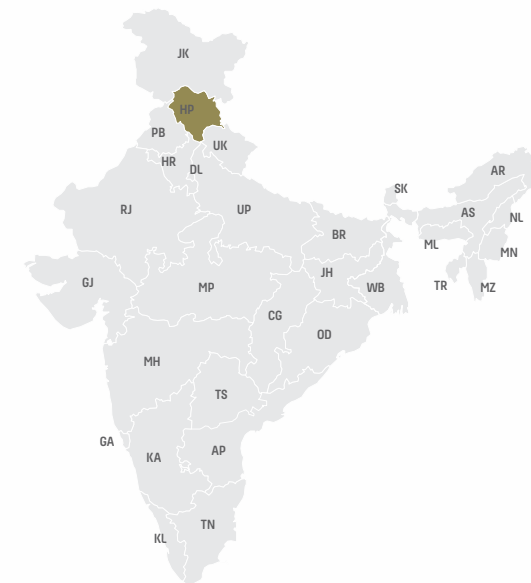
## SUPPORT TO HUMAN DEVELOPMENT

Himachal Pradesh is widely known as the state which, after Kerala, is performing well in terms of education and health. It has maintained its 3rd position in health. The doctor to population ratio needs improvement.

## WOMEN AND CHILDREN

The number of cases of crimes against women in Himachal has increased. The child sex ratio at birth has decreased.

|                                                                                       | 2016  |    |   | 2017  |   |   | 2018  |   |  |
|---------------------------------------------------------------------------------------|-------|----|---|-------|---|---|-------|---|--|
|    | 0.714 | 3  | ➡ | 0.663 | 3 | ➡ | 0.609 | 3 |  |
|    | 0.724 | 4  | ⬆ | 0.598 | 3 | ➡ | 0.569 | 3 |  |
|    | 0.600 | 5  | ➡ | 0.536 | 5 | ➡ | 0.487 | 5 |  |
|    | 0.610 | 6  | ⬆ | 0.634 | 5 | ⬇ | 0.583 | 8 |  |
|    | 0.653 | 5  | ⬆ | 0.418 | 4 | ➡ | 0.315 | 4 |  |
|    | 0.459 | 10 | ⬆ | 0.661 | 2 | ⬇ | 0.706 | 3 |  |
|   | 0.497 | 5  | ➡ | 0.612 | 5 | ⬆ | 0.542 | 4 |  |
|  | 0.674 | 1  | ➡ | 0.604 | 1 | ⬇ | 0.439 | 2 |  |
|  | 0.248 | 12 | ⬆ | 0.451 | 7 | ➡ | 0.359 | 7 |  |
|  | 0.210 | 2  | ⬇ | 0.174 | 3 | ⬆ | 0.525 | 1 |  |
|  | 0.539 | 2  | ⬆ | 0.535 | 1 | ➡ | 0.513 | 1 |  |



## STATE FACT SHEETS

### JK Jammu & Kashmir

**CAPITAL - SRINAGAR (SUMMER) JAMMU (WINTER)**

**CHIEF MINISTER - PRESIDENT'S RULE (SINCE 2018)**

**POPULATION - 1.25 CRORE (2011)**

**AREA - 2,22,236 Km<sup>2</sup>**

#### PAI FACTS

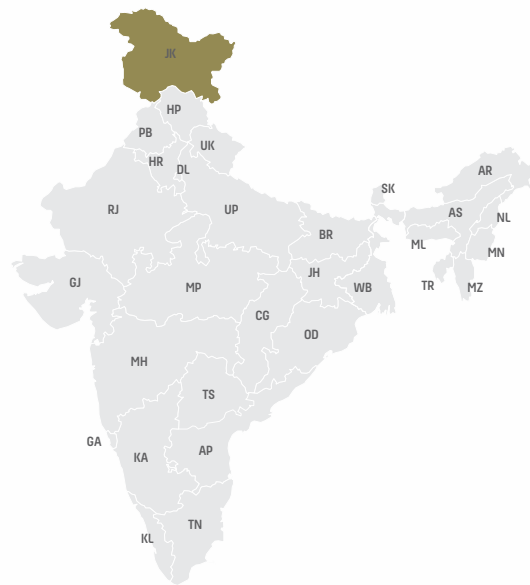
#### SUPPORT TO HUMAN DEVELOPMENT

The drop out ratio of children from schools has increased. The enrolment ratio of children up till 10th standard has also been significantly low. Access to public health centers and availability of government doctors per unit of population is also relatively low resulting in its rank at 11th position among small states.

#### WOMEN AND CHILDREN

The working women population in the state is relatively low. The number of stunted and wasted children has not decreased as such but the state has seen an improvement in recent years.

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.537 6 ↓  | 0.416 7 ↓  | 0.373 9  |
|    | 0.511 11 → | 0.400 11 ↑ | 0.468 10 |
|    | 0.642 3 ↑  | 0.624 1 ↓  | 0.500 4  |
|    | 0.506 10 ↓ | 0.376 12 ↑ | 0.497 10 |
|    | 0.654 4 ↑  | 0.439 2 ↓  | 0.319 3  |
|    | 0.525 5 ↓  | 0.445 9 ↑  | 0.446 8  |
|   | 0.462 6 →  | 0.575 6 ↓  | 0.446 11 |
|  | 0.416 8 ↑  | 0.481 6 ↓  | 0.329 7  |
|  | 0.472 7 ↑  | 0.531 3 →  | 0.450 3  |
|  | 0.157 5 →  | 0.118 5 ↑  | 0.314 4  |
|  | 0.488 7 ↓  | 0.440 10 ↑ | 0.414 8  |



### MN Manipur

**CAPITAL - IMPHAL**

**CHIEF MINISTER - N BIREN SINGH (SINCE 2017)**

**POPULATION - 27.2 LAKH (2012)**

**AREA - 22, 327 Km<sup>2</sup>**

#### PAI FACTS

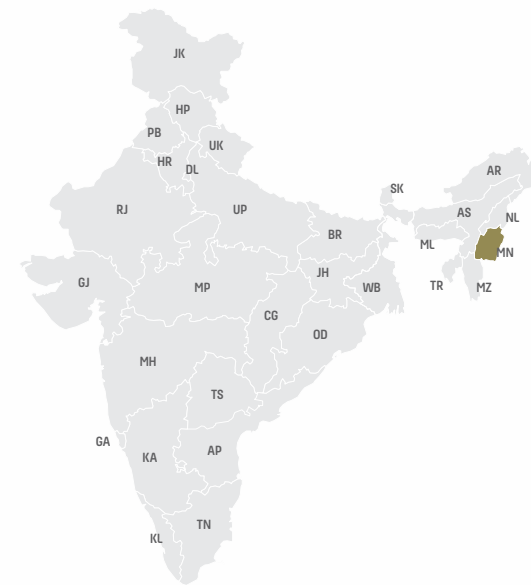
#### SUPPORT TO HUMAN DEVELOPMENT

There have been drastic changes in the rank of the state from 2nd in 2016, to as low as 11th in 2017 and now to the 4th position in 2018. In education the state has seen an increase in the enrolment of children in schools, but at the same time number of children engaged in child labour has not seen much change. The health facilities and access to them has seen improvement.

#### WOMEN AND CHILDREN

Manipur as a state has been performing well on indicators related to women including working women population with a lesser proportion of crimes against women registered. The state also has a good child sex ratio.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.352 11 ↓ | 0.300 12 → | 0.227 12 |
|    | 0.746 2 ↓  | 0.390 12 ↑ | 0.559 4  |
|    | 0.559 9 →  | 0.486 9 ↓  | 0.390 10 |
|    | 0.723 1 ↓  | 0.629 6 ↑  | 0.712 3  |
|    | 0.795 1 ↓  | 0.430 3 ↓  | 0.296 6  |
|    | 0.442 11 ↑ | 0.576 6 ↓  | 0.487 7  |
|   | 0.442 9 →  | 0.558 9 ↑  | 0.536 5  |
|  | 0.350 9 ↑  | 0.390 8 ↑  | 0.404 4  |
|  | 0.554 3 ↓  | 0.417 10 ↓ | 0.296 12 |
|  | 0.034 11 ↑ | 0.065 7 ↓  | 0.027 12 |
|  | 0.500 6 ↓  | 0.446 8 ↓  | 0.393 11 |



## ML Meghalaya

CAPITAL - **SHILLONG**CHIEF MINISTER - **CONRAD SANGMA**  
(SINCE 2017 )POPULATION - **27.69 LAKHS** [2011]AREA - **22,720 Km<sup>2</sup>**

### PAI FACTS

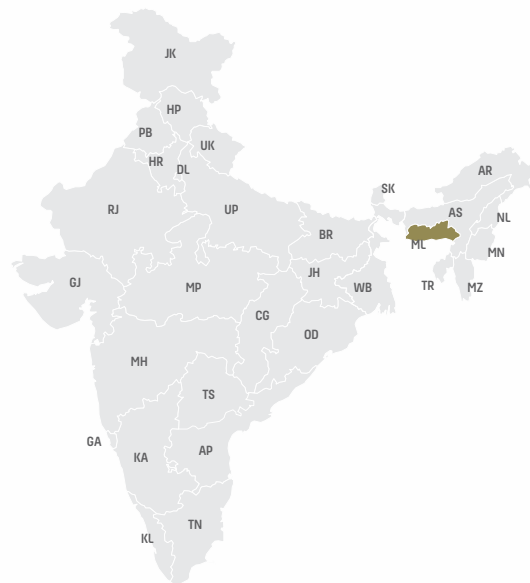
#### SUPPORT TO HUMAN DEVELOPMENT

The state has been at the top among the small states for education and health indicators.

#### WOMEN AND CHILDREN

There has been an improvement in not only the rankings, but also increase in the working women ratio within the state. The nutrition levels of the children have also increased.

|                                                                                     | 2016                                                                                           | 2017                                                                                           | 2018     |
|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.366 9     | 0.326 11    | 0.378 8  |
|    | 0.573 8     | 0.607 2     | 0.477 9  |
|    | 0.562 8     | 0.493 8     | 0.435 9  |
|    | 0.55 8      | 0.587 8     | 0.685 5  |
|    | 0.595 10    | 0.347 9     | 0.225 9  |
|    | 0.727 1     | 0.226 12    | 0.343 12 |
|   | 0.445 8    | 0.558 8    | 0.481 10 |
|  | 0.436 5   | 0.341 11  | 0.369 5  |
|  | 0.557 2   | 0.451 8   | 0.354 8  |
|  | 0.031 12  | 0.032 12  | 0.046 11 |
|  | 0.484 9   | 0.375 12  | 0.379 12 |



## MZ Mizoram

CAPITAL - **AIZAWL**CHIEF MINISTER - **LAL THANHAWLA**  
(SINCE 2013)POPULATION - **10.97 LAKHS** [2011]AREA - **210821 Km<sup>2</sup>**

### PAI FACTS

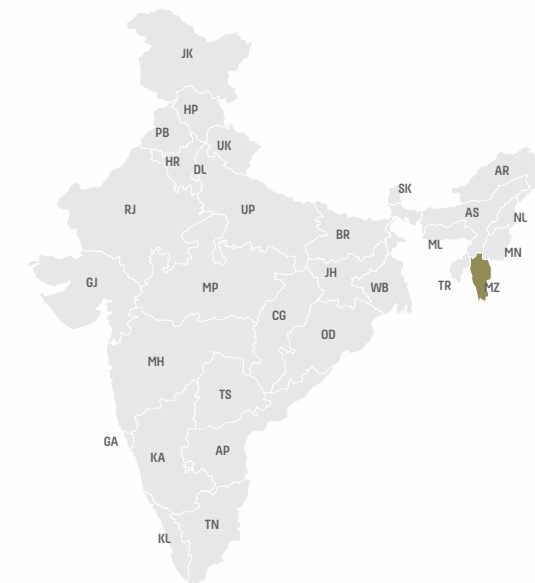
#### SUPPORT TO HUMAN DEVELOPMENT

There has not been much progress pertaining to the enrolment of SC, ST children in the state.

#### WOMEN AND CHILDREN

The state continues to perform well on women and children indicators.

|                                                                                       | 2016                                                                                           | 2017                                                                                           | 2018     |
|---------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.470 8     | 0.416 8     | 0.372 10 |
|    | 0.727 3     | 0.622 1     | 0.533 6  |
|    | 0.795 1     | 0.578 3     | 0.448 8  |
|    | 0.700 2     | 0.652 4     | 0.778 1  |
|    | 0.674 3     | 0.337 10    | 0.312 5  |
|    | 0.486 7     | 0.624 4     | 0.725 1  |
|   | 0.641 2    | 0.770 2    | 0.556 3  |
|  | 0.513 4   | 0.500 5   | 0.438 3  |
|  | 0.347 11  | 0.337 12  | 0.327 10 |
|  | 0.075 8   | 0.057 10  | 0.139 9  |
|  | 0.543 1   | 0.489 3   | 0.463 3  |



## NL Nagaland

CAPITAL - **KOHIMA**CHIEF MINISTER - **NEIPHIU RIO** (SINCE 2018 )POPULATION - **22.8 LAKH** (2011)AREA - **16,579 Km<sup>2</sup>**

### PAI FACTS

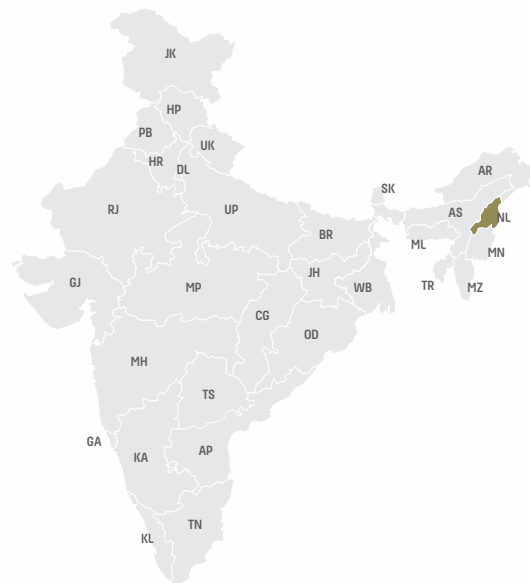
#### SUPPORT TO HUMAN DEVELOPMENT

There has been a direct fall of six places in the ranking of the state. The drop out ratio has increased while the enrolment of children in schools has also decreased. The state support to health services has seen a decline.

#### WOMEN AND CHILDREN

The state had been performing well but in 2018 it has slipped, with crimes against women seeing a growth. Also the nutrition levels provided to children has seen a reduction.

|                                                                                     | 2016                                                                                           | 2017                                                                                           | 2018     |
|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.344 12    | 0.410 9     | 0.391 7  |
|    | 0.591 6     | 0.534 6     | 0.409 12 |
|    | 0.572 6     | 0.544 4     | 0.542 1  |
|    | 0.623 4     | 0.698 1     | 0.694 4  |
|    | 0.682 2     | 0.470 1     | 0.353 1  |
|    | 0.477 8     | 0.426 10    | 0.443 9  |
|   | 0.570 3    | 0.700 3    | 0.521 6  |
|  | 0.224 11  | 0.352 10  | 0.289 9  |
|  | 0.419 10  | 0.378 11  | 0.301 11 |
|  | 0.089 7   | 0.087 6   | 0.089 10 |
|  | 0.459 11  | 0.460 6   | 0.403 10 |



## SK Sikkim

CAPITAL - **GANGTOK**CHIEF MINISTER - **PAWAN KUMAR CHAMLING**  
(SINCE 2014)POPULATION - **6.19 LAKH** (2011)AREA - **7, 096 Km<sup>2</sup>**

### PAI FACTS

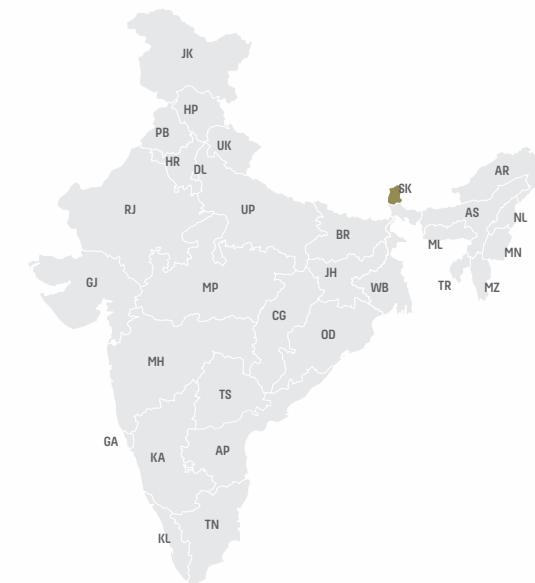
#### SUPPORT TO HUMAN DEVELOPMENT

Among the North Eastern states, as well as the small states, Sikkim has been improving health and education indicators continuously.

#### WOMEN AND CHILDREN

The number of crimes against women has seen an increase; also the gap between male and female literacy gap has widened.

|                                                                                       | 2016                                                                                           | 2017                                                                                           | 2018     |
|---------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------|
|    | 0.608 5     | 0.544 5     | 0.434 6  |
|    | 0.770 1     | 0.546 4     | 0.655 1  |
|    | 0.672 2     | 0.496 7     | 0.535 3  |
|    | 0.640 3     | 0.656 3     | 0.638 7  |
|    | 0.645 6     | 0.403 6     | 0.211 10 |
|    | 0.414 12    | 0.632 3     | 0.546 6  |
|   | 0.527 4    | 0.640 4    | 0.519 7  |
|  | 0.249 10  | 0.396 7   | 0.484 1  |
|  | 0.517 5   | 0.505 5   | 0.374 6  |
|  | 0.034 10  | 0.039 11  | 0.169 7  |
|  | 0.508 4   | 0.486 4   | 0.456 4  |



## TR Tripura

CAPITAL - **AGARTALA**CHIEF MINISTER - **BIPLAB KUMAR DEB**  
(SINCE 2018)POPULATION - **36.6 LAKHS** (2011)AREA - **10, 492 Km<sup>2</sup>**

### PAI FACTS

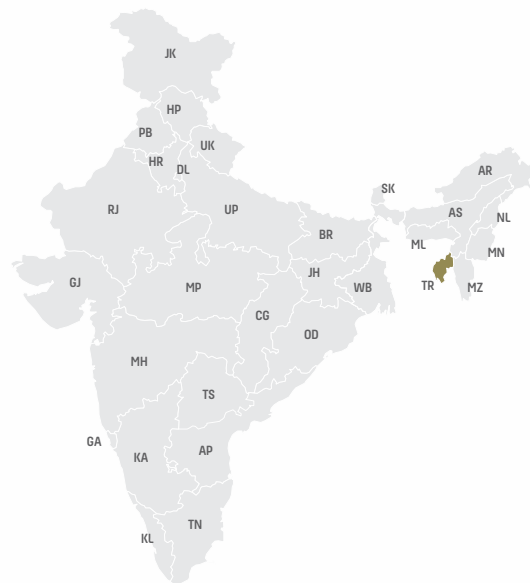
#### SUPPORT TO HUMAN DEVELOPMENT

On health and education indicators the state has made improvements with better health amenities and public access .The enrolment of children in schools along with the SC, ST students has seen significant growth.

#### WOMEN AND CHILDREN

The state ranks 2nd among the small states.The working women ratio has increased for the state. Children in the state are receiving proper nutrition thus reducing the levels of malnourishment within the state.

|                                                                                     | 2016       | 2017       | 2018     |
|-------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.356 10 ➡ | 0.361 10 ⬇ | 0.345 11 |
|    | 0.565 9 ➡  | 0.473 9 ⬆  | 0.498 8  |
|    | 0.468 12 ⬆ | 0.586 2 ➡  | 0.537 2  |
|    | 0.606 7 ⬆  | 0.688 2 ➡  | 0.727 2  |
|    | 0.554 11 ➡ | 0.246 11 ⬇ | 0.169 12 |
|    | 0.625 2 ⬆  | 0.779 1 ⬇  | 0.717 2  |
|   | 0.448 7 ➡  | 0.567 7 ⬆  | 0.563 2  |
|  | 0.418 7 ⬇  | 0.378 9 ⬆  | 0.367 6  |
|  | 0.435 8 ⬇  | 0.436 9 ➡  | 0.328 9  |
|  | 0.055 9 ➡  | 0.058 9 ⬆  | 0.295 5  |
|  | 0.453 12 ⬆ | 0.457 7 ⬆  | 0.455 5  |



## UK Uttarakhand

CAPITAL - **DEHRADUN**CHIEF MINISTER - **TRIVENDRA SINGH RAWAT**  
(SINCE 2017)POPULATION - **1.01 CRORES** (2011)AREA - **53,483 Km<sup>2</sup>**

### PAI FACTS

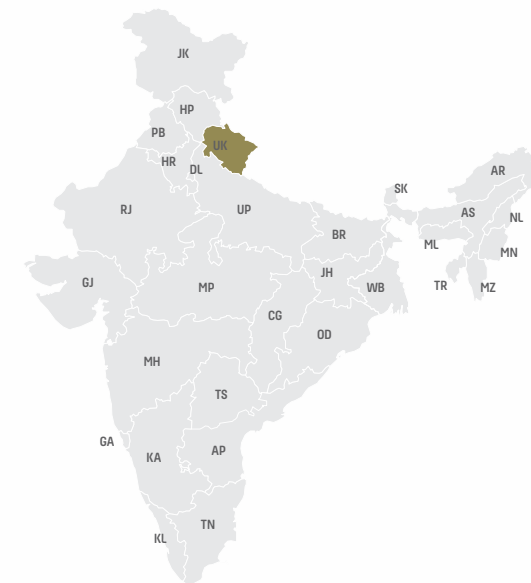
#### SUPPORT TO HUMAN DEVELOPMENT

Among the indicators of health, life expectancy has reduced.The number of children enrolled from the target population of SC, ST has seen a reduction.

#### WOMEN AND CHILDREN

The performance of the state has not witnessed much changes, although the ratio of working women has increased.The number of crimes against women have been increasing. Child sex ratio has improved.

|                                                                                       | 2016       | 2017       | 2018     |
|---------------------------------------------------------------------------------------|------------|------------|----------|
|    | 0.613 4 ➡  | 0.631 4 ➡  | 0.502 4  |
|    | 0.583 7 ➡  | 0.520 7 ⬇  | 0.462 11 |
|    | 0.567 7 ⬆  | 0.502 6 ➡  | 0.478 6  |
|    | 0.546 9 ➡  | 0.566 9 ⬇  | 0.486 11 |
|    | 0.632 8 ⬆  | 0.357 7 ⬇  | 0.243 8  |
|    | 0.497 6 ⬆  | 0.580 5 ⬆  | 0.595 4  |
|   | 0.331 12 ➡ | 0.443 12 ⬆ | 0.485 9  |
|  | 0.423 6 ⬆  | 0.559 2 ⬇  | 0.289 8  |
|  | 0.423 9 ⬆  | 0.503 6 ⬆  | 0.417 5  |
|  | 0.172 4 ➡  | 0.132 4 ⬆  | 0.480 2  |
|  | 0.479 10 ⬆ | 0.479 5 ⬇  | 0.444 6  |





## ANNEXURE

- PAI - THEME WISE STATE RANK
- PAI - HOW EACH STATE FARES ?
- CHILDREN OF INDIA : HOW EACH STATE FARES ?
- PAI 2018 : LIST OF THEMES, FOCUS SUBJECTS, INDICATORS AND WEIGHTAGES
- CHILDREN OF INDIA : LIST OF THEMES, INDICATORS AND WEIGHTAGES
- PAI 2018 : NOTES / ADJUSTMENTS
- CHILDREN OF INDIA : NOTES / ADJUSTMENTS



| 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       |
| Large    | TS   | Telangana         |

\*Small States ( less than 2 crores population )

## ANNEXURE : PAI - THEME WISE STATE RANKING

| Rank | THEME # 1<br>ESSENTIAL<br>INFRASTRUCTURE | THEME # 2<br>SUPPORT TO HUMAN<br>DEVELOPMENT | THEME # 3<br>SOCIAL PROTECTION | THEME # 4<br>WOMEN AND CHILDREN | THEME # 5<br>CRIME, LAW & ORDER | THEME # 6<br>DELIVERY OF JUSTICE | THEME # 7<br>ENVIRONMENT | THEME # 8<br>TRANSPARENCY AND<br>ACCOUNTABILITY | THEME # 9<br>FISCAL MANAGEMENT | THEME # 10<br>ECONOMIC FREEDOM | PAI SCORE<br>AGGREGATED INDEX |
|------|------------------------------------------|----------------------------------------------|--------------------------------|---------------------------------|---------------------------------|----------------------------------|--------------------------|-------------------------------------------------|--------------------------------|--------------------------------|-------------------------------|
| 1    | GA 0.709                                 | SK 0.655                                     | OD 0.574                       | MZ 0.778                        | NL 0.353                        | MZ 0.725                         | KA 0.686                 | KA 0.650                                        | TS 0.769                       | GJ 0.752                       | KL 0.526                      |
| 2    | KL 0.641                                 | KL 0.649                                     | TS 0.549                       | TR 0.727                        | TN 0.334                        | TR 0.717                         | TN 0.616                 | HR 0.615                                        | AR 0.558                       | MH 0.638                       | TN 0.517                      |
| 3    | DL 0.640                                 | DL 0.588                                     | PB 0.548                       | KL 0.718                        | GA 0.331                        | HP 0.706                         | AR 0.611                 | CG 0.505                                        | JH 0.544                       | TS 0.587                       | TS 0.514                      |
| 4    | PB 0.633                                 | HP 0.569                                     | NL 0.542                       | MN 0.712                        | JK 0.319                        | MP 0.661                         | KL 0.601                 | SK 0.484                                        | CG 0.492                       | HP 0.525                       | HP 0.513                      |
| 5    | TN 0.630                                 | MN 0.559                                     | TR 0.537                       | NL 0.694                        | HP 0.315                        | TN 0.659                         | OD 0.595                 | TS 0.476                                        | KA 0.481                       | HR 0.494                       | KA 0.506                      |
| 6    | GJ 0.624                                 | GA 0.557                                     | SK 0.535                       | ML 0.685                        | KL 0.314                        | AS 0.625                         | TR 0.563                 | RJ 0.475                                        | GA 0.461                       | KA 0.494                       | GJ 0.504                      |
| 7    | HP 0.609                                 | TN 0.539                                     | JH 0.524                       | TN 0.672                        | MH 0.313                        | PB 0.603                         | MZ 0.556                 | UP 0.470                                        | JK 0.450                       | UP 0.491                       | MH 0.499                      |
| 8    | KA 0.603                                 | MZ 0.533                                     | KL 0.516                       | AP 0.641                        | MZ 0.312                        | UK 0.595                         | MH 0.555                 | MH 0.468                                        | AS 0.442                       | UK 0.480                       | PB 0.479                      |
| 9    | MH 0.596                                 | AR 0.518                                     | TN 0.511                       | AR 0.640                        | GJ 0.310                        | CG 0.588                         | AP 0.555                 | AP 0.445                                        | BR 0.434                       | AP 0.474                       | AP 0.476                      |
| 10   | AP 0.594                                 | TS 0.501                                     | AP 0.503                       | SK 0.638                        | MN 0.296                        | KL 0.579                         | TS 0.553                 | HP 0.439                                        | KL 0.433                       | RJ 0.470                       | GA 0.467                      |
| 11   | HR 0.584                                 | WB 0.499                                     | JK 0.500                       | CG 0.587                        | WB 0.265                        | GJ 0.577                         | MP 0.548                 | PB 0.439                                        | DL 0.426                       | GA 0.438                       | HR 0.465                      |
| 12   | UK 0.502                                 | TR 0.498                                     | AS 0.493                       | WB 0.586                        | PB 0.264                        | HR 0.568                         | AS 0.547                 | MZ 0.438                                        | MH 0.426                       | TN 0.427                       | MZ 0.463                      |
| 13   | RJ 0.500                                 | PB 0.483                                     | GJ 0.490                       | HP 0.583                        | AP 0.263                        | RJ 0.563                         | HP 0.542                 | GJ 0.429                                        | UP 0.424                       | PB 0.396                       | SK 0.456                      |
| 14   | CG 0.468                                 | MH 0.482                                     | HP 0.487                       | KA 0.582                        | AR 0.252                        | GA 0.548                         | MN 0.536                 | KL 0.429                                        | HR 0.423                       | KL 0.384                       | TR 0.455                      |
| 15   | WB 0.449                                 | ML 0.477                                     | WB 0.487                       | OD 0.581                        | KA 0.245                        | SK 0.546                         | GJ 0.535                 | AS 0.414                                        | UK 0.417                       | CG 0.374                       | CG 0.446                      |
| 16   | AR 0.443                                 | KA 0.469                                     | UK 0.478                       | AS 0.575                        | UK 0.243                        | TS 0.537                         | NL 0.521                 | MN 0.404                                        | MP 0.405                       | WB 0.373                       | UK 0.444                      |
| 17   | UP 0.440                                 | JK 0.468                                     | DL 0.474                       | PB 0.560                        | RJ 0.226                        | MH 0.511                         | SK 0.519                 | TN 0.384                                        | GJ 0.402                       | MP 0.346                       | RJ 0.440                      |
| 18   | SK 0.434                                 | UK 0.462                                     | CG 0.455                       | TS 0.557                        | ML 0.225                        | AP 0.500                         | GA 0.498                 | WB 0.379                                        | TN 0.401                       | JH 0.340                       | AS 0.435                      |
| 19   | TS 0.426                                 | OD 0.431                                     | MZ 0.448                       | MH 0.556                        | SK 0.211                        | MA 0.487                         | PB 0.496                 | ML 0.369                                        | OD 0.387                       | OD 0.334                       | WB 0.430                      |
| 20   | NL 0.391                                 | RJ 0.428                                     | MH 0.444                       | GA 0.538                        | CG 0.202                        | KA 0.450                         | WB 0.494                 | TR 0.367                                        | SK 0.374                       | AS 0.315                       | AR 0.421                      |
| 21   | MP 0.381                                 | HR 0.426                                     | UP 0.439                       | JH 0.508                        | AS 0.198                        | JK 0.446                         | UK 0.485                 | MP 0.357                                        | PB 0.372                       | JK 0.314                       | JK 0.414                      |
| 22   | ML 0.378                                 | AP 0.419                                     | ML 0.435                       | GJ 0.503                        | BR 0.193                        | NL 0.443                         | RJ 0.484                 | JK 0.329                                        | RJ 0.366                       | TR 0.295                       | DL 0.408                      |
| 23   | JK 0.373                                 | GJ 0.417                                     | RJ 0.432                       | JK 0.497                        | DL 0.184                        | DL 0.437                         | ML 0.481                 | JH 0.320                                        | AP 0.364                       | BR 0.286                       | NL 0.403                      |
| 24   | MZ 0.372                                 | NL 0.409                                     | HR 0.430                       | UK 0.486                        | TS 0.183                        | WB 0.436                         | HR 0.479                 | UK 0.289                                        | HP 0.359                       | DL 0.281                       | OD 0.401                      |
| 25   | AS 0.362                                 | AS 0.382                                     | KA 0.401                       | HR 0.479                        | UP 0.181                        | UP 0.412                         | BR 0.474                 | NL 0.289                                        | ML 0.354                       | SK 0.169                       | UP 0.401                      |
| 26   | JH 0.359                                 | CG 0.328                                     | BR 0.397                       | RJ 0.460                        | MP 0.179                        | OD 0.408                         | JH 0.470                 | BR 0.286                                        | WB 0.331                       | AR 0.144                       | MP 0.398                      |
| 27   | TR 0.345                                 | JH 0.272                                     | MN 0.390                       | MP 0.458                        | TR 0.169                        | AR 0.407                         | CG 0.458                 | GA 0.260                                        | TR 0.328                       | MZ 0.139                       | MN 0.393                      |
| 28   | OD 0.296                                 | UP 0.268                                     | MP 0.384                       | BR 0.455                        | OD 0.162                        | JH 0.399                         | JK 0.446                 | AR 0.255                                        | MZ 0.327                       | NL 0.089                       | JH 0.389                      |
| 29   | BR 0.287                                 | MP 0.259                                     | AR 0.383                       | DL 0.447                        | JH 0.152                        | ML 0.343                         | UP 0.440                 | OD 0.239                                        | NL 0.301                       | ML 0.046                       | ML 0.379                      |
| 30   | MN 0.227                                 | BR 0.255                                     | GA 0.335                       | UP 0.441                        | HR 0.149                        | BR 0.323                         | DL 0.388                 | DL 0.215                                        | MN 0.296                       | MN 0.027                       | BR 0.339                      |

Note: Index values rounded to third-decimal for display. Ranking based on fourth-decimal. Eg: Index value 0.416 is displayed for both J&K #20 [0.4164] and MZ #21[0.4156]

## ANNEXURE : PAI - HOW EACH STATE FARES ?

## Large States ( more than 2 crores population )



|  | AP             |      |      | AS    |      |      | BR    |      |      | CG           |      |      | GJ      |      |      |       |      |      | HR      |      |      | JH        |      |      | KA        |      |      | KL     |      |      | MP             |      |      |       |    |  |       |    |   |       |    |   |       |    |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|--|----------------|------|------|-------|------|------|-------|------|------|--------------|------|------|---------|------|------|-------|------|------|---------|------|------|-----------|------|------|-----------|------|------|--------|------|------|----------------|------|------|-------|----|--|-------|----|---|-------|----|---|-------|----|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|----|
|  | Andhra Pradesh |      |      | Assam |      |      | Bihar |      |      | Chhattisgarh |      |      | Gujarat |      |      |       |      |      | Haryana |      |      | Jharkhand |      |      | Karnataka |      |      | Kerala |      |      | Madhya Pradesh |      |      |       |    |  |       |    |   |       |    |   |       |    |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 2016           | 2017 | 2018 | 2016  | 2017 | 2018 | 2016  | 2017 | 2018 | 2016         | 2017 | 2018 | 2016    | 2017 | 2018 | 2016  | 2017 | 2018 | 2016    | 2017 | 2018 | 2016      | 2017 | 2018 | 2016      | 2017 | 2018 | 2016   | 2017 | 2018 | 2016           | 2017 | 2018 |       |    |  |       |    |   |       |    |   |       |    |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.656          | 4    | ↑    | 0.660 | 3    | ↓    | 0.594 | 7    |      | 0.317        | 16   | ↑    | 0.356   | 15   | →    | 0.362 | 15   |      | 0.414   | 13   | ↓    | 0.335     | 17   | ↓    | 0.287     | 18   |      | 0.428  | 12   | ↓    | 0.427          | 13   | ↑    | 0.468 | 10 |  | 0.675 | 3  | ↓ | 0.646 | 4  | → | 0.624 | 4  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.549          | 5    | ↓    | 0.454 | 7    | ↓    | 0.419 | 11   |      | 0.415        | 12   | ↓    | 0.301   | 16   | ↑    | 0.382 | 13   |      | 0.220   | 17   | ↑    | 0.334     | 13   | ↓    | 0.255     | 18   |      | 0.391  | 13   | ↑    | 0.414          | 10   | ↓    | 0.328 | 14 |  | 0.431 | 10 | ↑ | 0.424 | 9  | ↓ | 0.417 | 12 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.389          | 14   | ↑    | 0.370 | 13   | ↑    | 0.503 | 7    |      | 0.543        | 8    | ↑    | 0.537   | 2    | ↓    | 0.493 | 8    |      | 0.303   | 17   | ↑    | 0.351     | 15   | ↓    | 0.397     | 17   |      | 0.519  | 10   | →    | 0.457          | 10   | ↓    | 0.455 | 11 |  | 0.432 | 12 | ↓ | 0.354 | 14 | ↑ | 0.490 | 9  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.589          | 4    | ↓    | 0.503 | 10   | ↑    | 0.641 | 3    |      | 0.605        | 3    | ↓    | 0.591   | 4    | ↓    | 0.575 | 8    |      | 0.404   | 16   | ↑    | 0.455     | 15   | ↓    | 0.455     | 17   |      | 0.500  | 11   | ↑    | 0.548          | 7    | ↑    | 0.587 | 4  |  | 0.472 | 13 | ↑ | 0.498 | 11 | ↓ | 0.503 | 13 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.603          | 7    | ↑    | 0.360 | 5    | ↓    | 0.263 | 7    |      | 0.510        | 13   | →    | 0.252   | 13   | ↑    | 0.198 | 11   |      | 0.537   | 10   | ↓    | 0.241     | 14   | ↑    | 0.193     | 12   |      | 0.554  | 9    | ↓    | 0.299          | 10   | →    | 0.202 | 10 |  | 0.670 | 2  | ↓ | 0.423 | 3  | ↓ | 0.310 | 4  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.421          | 9    | ↓    | 0.427 | 14   | ↑    | 0.500 | 12   |      | 0.335        | 15   | ↑    | 0.583   | 4    | ↑    | 0.625 | 3    |      | 0.327   | 16   | ↓    | 0.273     | 18   | →    | 0.323     | 18   |      | 0.478  | 3    | ↓    | 0.546          | 7    | ↑    | 0.588 | 5  |  | 0.391 | 11 | ↑ | 0.496 | 9  | ↑ | 0.577 | 7  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.475          | 8    | ↓    | 0.551 | 11   | ↑    | 0.555 | 6    |      | 0.473        | 9    | ↑    | 0.579   | 8    | ↓    | 0.547 | 9    |      | 0.391   | 15   | ↑    | 0.493     | 14   | ↓    | 0.474     | 15   |      | 0.356  | 16   | →    | 0.472          | 16   | ↓    | 0.458 | 17 |  | 0.497 | 4  | ↑ | 0.621 | 3  | ↓ | 0.535 | 10 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.445          | 15   | ↓    | 0.449 | 17   | ↑    | 0.445 | 8    |      | 0.648        | 5    | ↓    | 0.533   | 12   | →    | 0.414 | 12   |      | 0.513   | 12   | ↓    | 0.526     | 13   | ↓    | 0.286     | 17   |      | 0.694  | 3    | ↓    | 0.597          | 7    | ↑    | 0.505 | 3  |  | 0.469 | 14 | ↑ | 0.578 | 9  | ↓ | 0.429 | 10 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.331          | 17   | ↓    | 0.388 | 18   | ↑    | 0.364 | 17   |      | 0.490        | 2    | ↓    | 0.521   | 4    | ↓    | 0.442 | 5    |      | 0.473   | 4    | ↓    | 0.424     | 17   | ↑    | 0.434     | 6    |      | 0.455  | 6    | ↑    | 0.557          | 2    | ↓    | 0.492 | 3  |  | 0.421 | 14 | ↑ | 0.497 | 7  | ↓ | 0.402 | 12 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.532          | 3    | ↓    | 0.505 | 4    | ↓    | 0.474 | 7    |      | 0.125        | 16   | ↓    | 0.122   | 17   | →    | 0.315 | 17   |      | 0.121   | 17   | ↓    | 0.114     | 18   | →    | 0.286     | 18   |      | 0.345  | 11   | ↑    | 0.364          | 9    | ↓    | 0.374 | 12 |  | 0.890 | 1  | → | 0.828 | 1  | → | 0.752 | 1  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  | 0.499          | 8    | ↓    | 0.467 | 9    | ↑    | 0.476 | 8    |      | 0.446        | 14   | ↓    | 0.438   | 15   | ↑    | 0.435 | 12   |      | 0.370   | 17   | ↓    | 0.355     | 18   | →    | 0.339     | 18   |      | 0.472  | 11   | ↑    | 0.468          | 8    | ↓    | 0.446 | 10 |  | 0.535 | 5  | ↑ | 0.536 | 3  | ↓ | 0.504 | 5  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |    |
|  |                |      |      |       |      |      |       |      |      |              |      |      |         |      |      |       |      |      |         |      |      |           |      |      |           |      |      |        |      |      |                |      |      |       |    |  |       |    |   |       |    |   |       |    |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | </ |

\*Notes: **Small** and **Large** states have been ranked separately. All the above rankings are the rankings among all the Large states.

: Decimal numbers indicate the index value and the corresponding number indicates the rank.

KEY: No change in Ranks → | Improvement in Ranks ↑ | Deterioration of Ranks ↓

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

AGGREGATED INDEX  
PAI SCORE

\*\*Note: Telangana was not included in PAI 2016, since data was not available. Hence, comparison of ranks is not possible since Telangana is a new entrant in PAI 2017.

ANNEXURE : PAI - HOW EACH STATE FARES ?

Large States ( more than 2 crores population )

|                                                                                    | Maharashtra |            |            | Odisha |       |            | Punjab     |      |       | Rajasthan  |            |      | Tamil Nadu |            |            | Telangana ** |       |            | Uttar Pradesh |      |      | West Bengal |            |      |                                                                                       |
|------------------------------------------------------------------------------------|-------------|------------|------------|--------|-------|------------|------------|------|-------|------------|------------|------|------------|------------|------------|--------------|-------|------------|---------------|------|------|-------------|------------|------|---------------------------------------------------------------------------------------|
|                                                                                    | 2016        | 2017       | 2018       | 2016   | 2017  | 2018       | 2016       | 2017 | 2018  | 2016       | 2017       | 2018 | 2016       | 2017       | 2018       | 2016         | 2017  | 2018       | 2016          | 2017 | 2018 | 2016        | 2017       | 2018 |                                                                                       |
|    | 0.612       | 6 ➡ 0.609  | 6 ➡ 0.596  | 6      | 0.239 | 17 ⬆ 0.35  | 16 ⬇ 0.296 | 17   | 0.774 | 1 ➡ 0.724  | 1 ⬇ 0.633  | 2    | 0.557      | 9 ⬇ 0.461  | 11 ⬆ 0.500 | 9            | 0.636 | 5 ⬆ 0.672  | 2 ⬇ 0.630     | 3    |      | 0.501       | 9 ⬇ 0.426  | 13   |    |
|    | 0.510       | 7 ⬆ 0.548  | 2 ⬇ 0.482  | 6      | 0.439 | 8 ⬇ 0.39   | 12 ⬆ 0.431 | 8    | 0.637 | 2 ⬇ 0.544  | 3 ⬇ 0.483  | 5    | 0.439      | 9 ⬇ 0.402  | 11 ⬆ 0.428 | 9            | 0.551 | 4 ⬇ 0.481  | 5 ⬆ 0.539     | 2    |      | 0.333       | 14 ⬆ 0.501 | 3    |    |
|    | 0.521       | 9 ⬇ 0.434  | 11 ⬇ 0.444 | 12     | 0.516 | 11 ⬆ 0.510 | 5 ⬆ 0.574  | 1    | 0.400 | 13 ⬇ 0.338 | 16 ⬆ 0.548 | 3    | 0.592      | 5 ⬇ 0.509  | 6 ⬇ 0.432  | 14           | 0.589 | 6 ⬇ 0.464  | 8 ⬆ 0.511     | 6    |      | 0.215       | 18 ⬆ 0.549 | 2    |    |
|    | 0.554       | 7 ⬇ 0.434  | 16 ⬆ 0.556 | 11     | 0.561 | 5 ⬆ 0.622  | 2 ⬇ 0.581  | 7    | 0.54  | 9 ⬇ 0.477  | 13 ⬆ 0.560 | 9    | 0.437      | 15 ⬆ 0.467 | 14 ⬇ 0.460 | 15           | 0.608 | 2 ⬇ 0.554  | 6 ⬇ 0.672     | 2    |      | 0.482       | 12 ⬆ 0.557 | 10   |    |
|    | 0.622       | 6 ⬆ 0.372  | 4 ⬆ 0.313  | 3      | 0.510 | 12 ⬇ 0.176 | 18 ⬆ 0.162 | 16   | 0.65  | 4 ⬇ 0.354  | 7 ⬆ 0.264  | 6    | 0.536      | 11 ⬆ 0.303 | 9 ➡ 0.226  | 9            | 0.724 | 1 ➡ 0.434  | 1 ➡ 0.334     | 1    |      | 0.268       | 11 ⬇ 0.183 | 13   |    |
|    | 0.442       | 7 ⬇ 0.479  | 12 ⬆ 0.511 | 11     | 0.433 | 8 ⬇ 0.390  | 15 ⬇ 0.408 | 16   | 0.376 | 14 ⬆ 0.609 | 3 ⬇ 0.603  | 4    | 0.388      | 12 ⬆ 0.495 | 10 ⬆ 0.563 | 9            | 0.529 | 2 ⬆ 0.725  | 1 ⬇ 0.659     | 2    |      | 0.464       | 13 ⬆ 0.537 | 10   |    |
|    | 0.484       | 5 ➡ 0.601  | 5 ➡ 0.555  | 5      | 0.481 | 7 ➡ 0.583  | 7 ⬆ 0.595  | 4    | 0.472 | 10 ➡ 0.561 | 10 ⬇ 0.496 | 11   | 0.436      | 11 ⬆ 0.576 | 9 ⬇ 0.484  | 13           | 0.682 | 1 ➡ 0.829  | 1 ⬇ 0.616     | 2    |      | 0.457       | 17 ⬆ 0.553 | 7    |    |
|   | 0.609       | 7 ⬇ 0.562  | 10 ⬆ 0.468 | 7      | 0.442 | 16 ⬆ 0.506 | 15 ⬇ 0.239 | 18   | 0.663 | 4 ⬇ 0.579  | 8 ⬇ 0.439  | 9    | 0.479      | 13 ⬆ 0.608 | 5 ➡ 0.475  | 5            | 0.312 | 17 ⬇ 0.364 | 18 ⬆ 0.384    | 13   |      | 0.537       | 11 ⬆ 0.476 | 4    |   |
|  | 0.393       | 16 ⬆ 0.487 | 11 ⬆ 0.426 | 8      | 0.469 | 5 ⬇ 0.477  | 13 ⬇ 0.387 | 14   | 0.454 | 7 ⬇ 0.465  | 14 ⬇ 0.372 | 15   | 0.433      | 9 ➡ 0.491  | 9 ⬇ 0.366  | 16           | 0.426 | 11 ⬆ 0.517 | 5 ⬇ 0.401     | 13   |      | 0.654       | 1 ➡ 0.769  | 1    |  |
|  | 0.610       | 2 ⬇ 0.593  | 3 ⬆ 0.638  | 2      | 0.331 | 13 ⬇ 0.307 | 15 ⬇ 0.334 | 16   | 0.366 | 8 ⬇ 0.315  | 14 ⬆ 0.396 | 10   | 0.436      | 5 ➡ 0.415  | 5 ⬇ 0.470  | 8            | 0.443 | 4 ⬇ 0.391  | 8 ⬇ 0.427     | 9    |      | 0.639       | 2 ⬇ 0.587  | 3    |  |
|  | 0.536       | 4 ⬇ 0.512  | 5 ⬇ 0.499  | 6      | 0.442 | 15 ⬇ 0.431 | 16 ⬆ 0.401 | 14   | 0.533 | 6 ➡ 0.497  | 6 ⬇ 0.479  | 7    | 0.473      | 10 ⬆ 0.473 | 7 ⬇ 0.440  | 11           | 0.550 | 2 ➡ 0.543  | 2 ➡ 0.517     | 2    |      | 0.455       | 13 ⬆ 0.514 | 3    |  |

\*\*Note: Telangana was not included in PAI 2016, since data was not available.

\*Notes: **Small** and **Large** states have been ranked separately. All the above rankings are the rankings among all the Large states.

: Decimal numbers indicate the index value and the corresponding number indicates the rank.

KEY: No change in Ranks ➡ | Improvement in Ranks ⬆ | Deterioration of Ranks ⬇



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



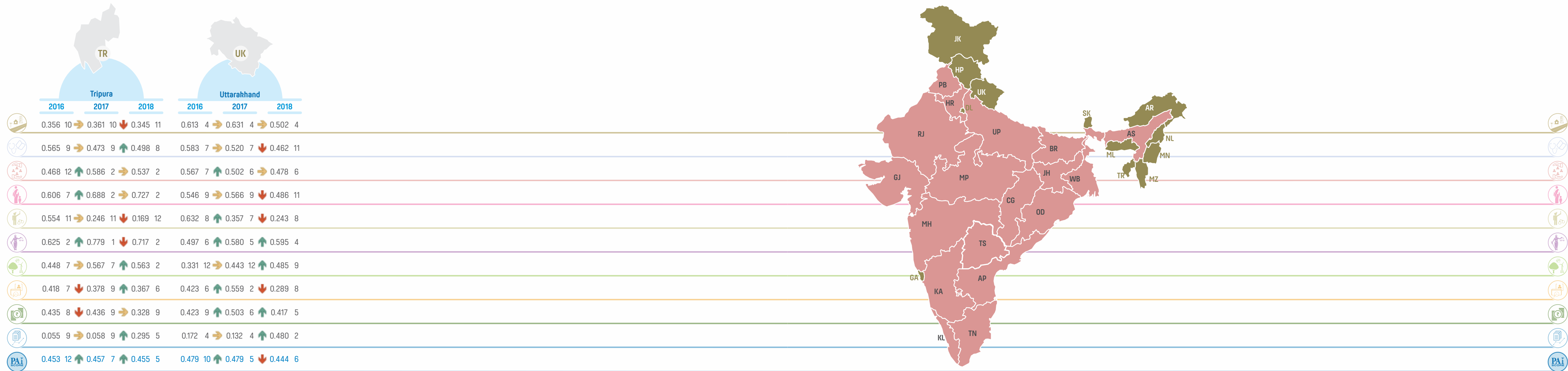
AGGREGATED INDEX  
PAI SCORE

## 276



ANNEXURE : PAI - HOW EACH STATE FARES ?

Small States ( less than 2 crores population )



\*Notes: **Small** and **Large** states have been ranked separately. All the above rankings are the rankings among all the Small states.  
: Decimal numbers indicate the index value and the corresponding number indicates the rank.  
KEY: No change in Ranks → | Improvement in Ranks ↑ | Deterioration of Ranks ↓

- THEME # 1**  
ESSENTIAL INFRASTRUCTURE
- THEME # 2**  
SUPPORT TO HUMAN DEVELOPMENT
- THEME # 3**  
SOCIAL PROTECTION
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WOMEN AND CHILDREN
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TRANSPARENCY AND ACCOUNTABILITY
- THEME # 9**  
FISCAL MANAGEMENT
- THEME # 10**  
ECONOMIC FREEDOM
- AGGREGATED INDEX**  
PAI SCORE



## ANNEXURE : CHILDREN OF INDIA \_HOW EACH STATE FARES ?

|                    | <br>AP<br>Andhra Pradesh<br>2018 | <br>AS<br>Assam<br>2018 | <br>BR<br>Bihar<br>2018 | <br>CG<br>Chhattisgarh<br>2018 | <br>GJ<br>Gujarat<br>2018 | <br>HR<br>Haryana<br>2018 | <br>JH<br>Jharkhand<br>2018 | <br>KA<br>Karnataka<br>2018 | <br>KL<br>Kerala<br>2018 |  | <br>MP<br>Madhya Pradesh<br>2018 | <br>MH<br>Maharashtra<br>2018 | <br>OD<br>Odisha<br>2018 | <br>PB<br>Punjab<br>2018 | <br>RJ<br>Rajasthan<br>2018 | <br>TN<br>Tamil Nadu<br>2018 | <br>TS<br>Telangana**<br>2018 | <br>UP<br>Uttar Pradesh<br>2018 | <br>WB<br>West Bengal<br>2018 |
|--------------------|-------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|--|---------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|
| THEME # 1          | 0.513 6                                                                                                           | 0.448 9                                                                                                  | 0.305 13                                                                                                 | 0.291 15                                                                                                         | 0.337 12                                                                                                     | 0.409 11                                                                                                     | 0.225 18                                                                                                       | 0.442 10                                                                                                       | 0.717 1                                                                                                     |  | 0.247 16                                                                                                            | 0.463 8                                                                                                          | 0.481 7                                                                                                     | 0.558 4                                                                                                     | 0.302 14                                                                                                       | 0.549 5                                                                                                         | 0.594 2                                                                                                          | 0.243 17                                                                                                           | 0.561 3                                                                                                          |
| THEME # 2          | 0.489 6                                                                                                           | 0.129 17                                                                                                 | 0.133 16                                                                                                 | 0.307 12                                                                                                         | 0.337 11                                                                                                     | 0.577 5                                                                                                      | 0.128 18                                                                                                       | 0.400 8                                                                                                        | 0.748 1                                                                                                     |  | 0.150 15                                                                                                            | 0.587 4                                                                                                          | 0.252 13                                                                                                    | 0.624 2                                                                                                     | 0.340 10                                                                                                       | 0.621 3                                                                                                         | 0.472 7                                                                                                          | 0.212 14                                                                                                           | 0.344 9                                                                                                          |
| THEME # 3          | 0.196 17                                                                                                          | 0.254 16                                                                                                 | 0.308 12                                                                                                 | 0.426 3                                                                                                          | 0.416 4                                                                                                      | 0.296 13                                                                                                     | 0.264 15                                                                                                       | 0.350 7                                                                                                        | 0.381 6                                                                                                     |  | 0.347 9                                                                                                             | 0.334 10                                                                                                         | 0.613 1                                                                                                     | 0.434 2                                                                                                     | 0.329 11                                                                                                       | 0.387 5                                                                                                         | 0.27 14                                                                                                          | 0.349 8                                                                                                            | 0.018 18                                                                                                         |
| THEME # 4          | 0.720 5                                                                                                           | 0.651 14                                                                                                 | 0.683 9                                                                                                  | 0.737 4                                                                                                          | 0.669 12                                                                                                     | 0.679 11                                                                                                     | 0.68 10                                                                                                        | 0.695 8                                                                                                        | 0.822 1                                                                                                     |  | 0.632 16                                                                                                            | 0.638 15                                                                                                         | 0.708 6                                                                                                     | 0.739 3                                                                                                     | 0.607 17                                                                                                       | 0.772 2                                                                                                         | 0.454 18                                                                                                         | 0.704 7                                                                                                            | 0.664 13                                                                                                         |
| THEME # 5          | 0.778 4                                                                                                           | 0.548 16                                                                                                 | 0.547 17                                                                                                 | 0.750 7                                                                                                          | 0.616 13                                                                                                     | 0.779 3                                                                                                      | 0.631 12                                                                                                       | 0.775 5                                                                                                        | 0.795 2                                                                                                     |  | 0.677 11                                                                                                            | 0.700 9                                                                                                          | 0.685 10                                                                                                    | 0.718 8                                                                                                     | 0.751 6                                                                                                        | 0.814 1                                                                                                         | 0.398 18                                                                                                         | 0.597 15                                                                                                           | 0.603 14                                                                                                         |
| CHILD RIGHTS INDEX | 0.539 7                                                                                                           | 0.406 16                                                                                                 | 0.395 17                                                                                                 | 0.502 9                                                                                                          | 0.475 10                                                                                                     | 0.548 4                                                                                                      | 0.385 18                                                                                                       | 0.532 8                                                                                                        | 0.693 1                                                                                                     |  | 0.411 15                                                                                                            | 0.544 6                                                                                                          | 0.548 5                                                                                                     | 0.614 3                                                                                                     | 0.466 11                                                                                                       | 0.628 2                                                                                                         | 0.438 13                                                                                                         | 0.421 14                                                                                                           | 0.438 12                                                                                                         |

\*Note: **Small** and **Large** states have been ranked separately. All the above rankings are the rankings among all the Large states.

|                    | <br>AR<br>Arunachal Pradesh<br>2018 | <br>DL<br>Delhi<br>2018 | <br>GA<br>Goa<br>2018 | <br>HP<br>Himachal Pradesh<br>2018 | <br>JK<br>Jammu & Kashmir<br>2018 | <br>MN<br>Manipur<br>2018 | <br>ML<br>Meghalaya<br>2018 | <br>MZ<br>Mizoram<br>2018 | <br>NL<br>Nagaland<br>2018 |  | <br>SK<br>Sikkim<br>2018 | <br>TR<br>Tripura<br>2018 | <br>UK<br>Uttarakhand<br>2018 |  |  |
|--------------------|----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|--|-------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|--|--|
| THEME # 1          | 0.701 3                                                                                                              | 0.489 11                                                                                                 | 0.632 4                                                                                                | 0.612 8                                                                                                              | 0.520 10                                                                                                             | 0.838 1                                                                                                      | 0.551 9                                                                                                        | 0.617 6                                                                                                      | 0.747 2                                                                                                       |  | 0.612 7                                                                                                     | 0.629 5                                                                                                      | 0.418 12                                                                                                         |  |  |
| THEME # 2          | 0.428 9                                                                                                              | 0.771 2                                                                                                  | 0.598 4                                                                                                | 0.891 1                                                                                                              | 0.329 11                                                                                                             | 0.583 5                                                                                                      | 0.313 12                                                                                                       | 0.563 7                                                                                                      | 0.393 10                                                                                                      |  | 0.625 3                                                                                                     | 0.459 8                                                                                                      | 0.574 6                                                                                                          |  |  |
| THEME # 3          | 0.293 11                                                                                                             | 0.407 9                                                                                                  | 0.49 2                                                                                                 | 0.425 6                                                                                                              | 0.423 7                                                                                                              | 0.454 4                                                                                                      | 0.429 5                                                                                                        | 0.901 1                                                                                                      | 0.471 3                                                                                                       |  | 0.404 10                                                                                                    | 0.249 12                                                                                                     | 0.413 8                                                                                                          |  |  |
| THEME # 4          | 0.675 9                                                                                                              | 0.478 11                                                                                                 | 0.729 6                                                                                                | 0.760 4                                                                                                              | 0.84 1                                                                                                               | 0.771 2                                                                                                      | 0.728 7                                                                                                        | 0.591 10                                                                                                     | 0.716 8                                                                                                       |  | 0.420 12                                                                                                    | 0.738 5                                                                                                      | 0.766 3                                                                                                          |  |  |
| THEME # 5          | 0.422 10                                                                                                             | 0.523 9                                                                                                  | 0.655 6                                                                                                | 0.673 4                                                                                                              | 0.203 12                                                                                                             | 0.35 11                                                                                                      | 0.585 7                                                                                                        | 0.682 3                                                                                                      | 0.741 1                                                                                                       |  | 0.567 8                                                                                                     | 0.715 2                                                                                                      | 0.662 5                                                                                                          |  |  |
| CHILD RIGHTS INDEX | 0.504 11                                                                                                             | 0.534 8                                                                                                  | 0.621 3                                                                                                | 0.672 1                                                                                                              | 0.463 12                                                                                                             | 0.599 5                                                                                                      | 0.521 10                                                                                                       | 0.671 2                                                                                                      | 0.614 4                                                                                                       |  | 0.526 9                                                                                                     | 0.558 7                                                                                                      | 0.567 6                                                                                                          |  |  |

\*Note: **Small** and **Large** states have been ranked separately. All the above rankings are the rankings among all the Small states.

THEME # 1 - EARLY CHILDHOOD DEVELOPMENT

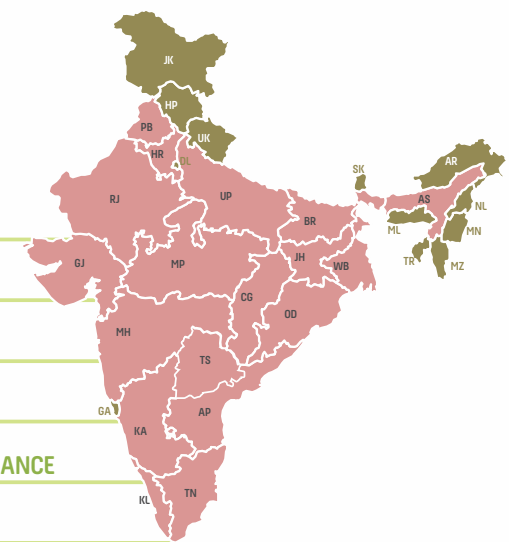
THEME # 2 - EDUCATION

THEME # 3 - ADOLESCENCE

THEME # 4 - PROTECTION

THEME # 5 - INSTITUTIONAL STRUCTURES AND GOVERNANCE

CHILD RIGHTS INDEX



Large States ( more than 2 crores population )

Small States ( less than 2 crores population )

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

## PUBLIC AFFAIRS INDEX



| SI1# | Theme                        | Theme Weightage [%] | SI2# | Focus Subjects                 | Focus Subjects Weightage | SI3# | Indicators                                                                                                                           | Indicator Weightage | Overall Weightage | Methodology used  | Source                                                                                                                              | Years                     | PAI study [ theme icons] |
|------|------------------------------|---------------------|------|--------------------------------|--------------------------|------|--------------------------------------------------------------------------------------------------------------------------------------|---------------------|-------------------|-------------------|-------------------------------------------------------------------------------------------------------------------------------------|---------------------------|--------------------------|
| I    | Essential Infrastructure     | 10                  | A    | Power                          | 25                       | 1    | Transmission & Distribution Losses                                                                                                   | 33.33               | 0.83%             | Latest data point | Loh Sabha Unstarred question No.5386 _ To be answered on 06.04.2017                                                                 | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 2    | Per Capita Consumption of Power                                                                                                      | 33.33               | 0.83%             | Latest data point | Loh Sabha Unstarred Question No. 256_ Answered in the Loh Sabha on 17.11.2016                                                       | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 3    | Households with electricity (%)                                                                                                      | 33.33               | 0.83%             | Latest data point | NFHS 4                                                                                                                              | 2015-16                   |                          |
|      |                              |                     | B    | Water                          | 25                       | 4    | Total Irrigated Area vs Total Agricultural Area                                                                                      | 20.00               | 0.50%             | Latest data point | NFHS 4                                                                                                                              | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 5    | Households with an improved drinking water source (%)                                                                                | 20.00               | 0.50%             | Latest data point | Land Use Statistics- Directorate of Economics and Statistics, Dept of Agriculture & Co- operation, Ministry of Agriculture          | 2013-14                   |                          |
|      |                              |                     |      |                                |                          | 6    | Legislation regarding Rain Water Harvesting                                                                                          | 20.00               | 0.50%             | Latest data point | Information as available in the public domain                                                                                       | 2017                      |                          |
|      |                              |                     |      |                                |                          | 7    | Existence of Water Regulatory Commission                                                                                             | 20.00               | 0.50%             | Latest data point | Respective State Websites                                                                                                           | 2017                      |                          |
|      |                              |                     |      |                                |                          | 8    | Existence of Ground Water Regulation Act                                                                                             | 20.00               | 0.50%             | Latest data point | Information as available in the public domain                                                                                       | 2017                      |                          |
|      |                              |                     | C    | Roads and Communication        | 25                       | 9    | Surfaced Roads as a % of total Roads                                                                                                 | 25.00               | 0.63%             | Latest data point | Basic Road Statistics of India 2013-14 & 2014-15 - Ministry of Road Transport and Highways                                          | 2015                      |                          |
|      |                              |                     |      |                                |                          | 10   | Road Density (per 1000 Population and per 1000 sq.km)                                                                                | 25.00               | 0.63%             | Latest data point | Basic Road Statistics of India 2013-14 & 2014-15 - Ministry of Road Transport and Highways                                          | 2015                      |                          |
|      |                              |                     |      |                                |                          | 11   | Households having access to laptops with internet                                                                                    | 25.00               | 0.63%             | Latest data point | Census 2011                                                                                                                         | 2011                      |                          |
|      |                              |                     |      |                                |                          | 12   | Total Bus Fleet and Buses in Public Sector (SRTUs)                                                                                   | 25.00               | 0.63%             | Latest data point | Road Transport Year Book (2013-14 and 2014-15) - Ministry of Road Transport and Highways                                            | 2015                      |                          |
|      |                              |                     | D    | Housing                        | 25                       | 13   | No. of hutch houses as a % of total households                                                                                       | 25.00               | 0.63%             | Latest data point | Socio-Economic Caste Census                                                                                                         | 2011                      |                          |
|      |                              |                     |      |                                |                          | 14   | Slum population as a % of total urban population                                                                                     | 25.00               | 0.63%             | Latest data point | Health & Family Welfare Statistics 2013 - Ministry of Health & Family Welfare - Gol                                                 | 2011                      |                          |
|      |                              |                     |      |                                |                          | 15   | Toilets constructed under SBM                                                                                                        | 25.00               | 0.63%             | Latest data point | Swachh Bharat Mission-Gramin: Ministry of Drinking Water and Sanitation, Swachh Bharat Urban: Ministry of Housing and Urban Affairs | 2017                      |                          |
|      |                              |                     |      |                                |                          | 16   | Households using improved sanitation facility (%)                                                                                    | 25.00               | 0.63%             | Latest data point | NFHS 4                                                                                                                              | 2015-16                   |                          |
| II   | Support to Human Development | 10                  | A    | Education                      | 50                       | 17   | Educational Development Index                                                                                                        | 14.29               | 0.71%             | Average, CAGR     | DISE Flash Statistics - MHRD - Gol                                                                                                  | 2012-13, 2013-14, 2014-15 |                          |
|      |                              |                     |      |                                |                          | 18   | No. of Higher Education Colleges per 1 Lakh Population                                                                               | 14.29               | 0.71%             | Average           | All India Survey of Higher Education Report - MHRD - Gol                                                                            | 2013-14, 2014-15, 2015-16 |                          |
|      |                              |                     |      |                                |                          | 19   | National Achievement Survey (NAS) Score of class X                                                                                   | 14.29               | 0.71%             | Latest data point | National Achievement Survey- NCERT                                                                                                  | 2014-15                   |                          |
|      |                              |                     |      |                                |                          | 20   | Gross Enrolment Ratio (GER) in Higher Education (18-23 Years)                                                                        | 14.29               | 0.71%             | Latest data point | All India Survey of Higher Education Report - MHRD - Gol                                                                            | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 21   | Educational Expenditure as a % of GSDP                                                                                               | 14.29               | 0.71%             | Latest data point | Analysis of Budgeted Expenditure on Education - MHRD - Gol                                                                          | 2014-15                   |                          |
|      |                              |                     |      |                                |                          | 22   | Gross Enrolment Ratio (GER) for SC (Elementary)                                                                                      | 14.29               | 0.71%             | Latest data point | U-DISE Flash Statistics - MHRD - Gol                                                                                                | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 23   | Gross Enrolment Ratio (GER) for ST (Elementary)                                                                                      | 14.29               | 0.71%             | Latest data point | U-DISE Flash Statistics - MHRD - Gol                                                                                                | 2015-16                   |                          |
|      |                              |                     | B    | Health                         | 50                       | 24   | Infant Mortality Rate                                                                                                                | 16.67               | 0.83%             | Latest data point | Health & Family Welfare Statistics 2017 - Ministry of Health & Family Welfare - Gol                                                 | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 25   | Average population served per hospital bed                                                                                           | 16.67               | 0.83%             | Latest data point | National Health Profile 2015 - Ministry of Health & Family Welfare - Gol                                                            | 2015                      |                          |
|      |                              |                     |      |                                |                          | 26   | Full Immunisation                                                                                                                    | 16.67               | 0.83%             | Latest data point | Health & Family Welfare Statistics 2017 - Ministry of Health & Family Welfare - Gol                                                 | 2015-16                   |                          |
|      |                              |                     |      |                                |                          | 27   | Expenditure on Medical and Public Health and Family Welfare as ratio to aggregate expenditure                                        | 16.67               | 0.83%             | Latest data point | Expenditure on Medical Health, Family and Welfare_Reserve Bank of India                                                             | 2016-17                   |                          |
|      |                              |                     |      |                                |                          | 28   | Life Expectancy                                                                                                                      | 16.67               | 0.83%             | Latest data point | Health & Family Welfare Statistics 2015 - Ministry of Health & Family Welfare - Gol                                                 | 2011-15                   |                          |
|      |                              |                     |      |                                |                          | 29   | Average population served per Government allopathic doctors                                                                          | 16.67               | 0.83%             | Latest data point | National Health Profile 2017 - Ministry of Health & Family Welfare - Gol                                                            | 2015-16                   |                          |
|      |                              |                     |      |                                |                          |      |                                                                                                                                      |                     |                   |                   |                                                                                                                                     |                           |                          |
| III  | Social Protection            | 10                  | A    | Public Distribution System     | 20                       | 30   | Allocation and off take of grain under PDS                                                                                           | 100.00              | 2.00%             | Latest data point | Department of Food and Public Distribution - Ministry of Consumer Affairs, Food & Public Distribution - Gol                         | 2016-17                   |                          |
|      |                              |                     |      |                                |                          | 31   | % of Pension beneficiaries of the total population above 60 years                                                                    | 25.00               | 1.00%             | Latest data point | National Social Assistance Programme                                                                                                | 2017                      |                          |
|      |                              |                     | B    | Social Justice and Empowerment | 40                       | 32   | % of households with no land                                                                                                         | 25.00               | 1.00%             | Latest data point | Socio-Economic Caste Census                                                                                                         | 2011                      |                          |
|      |                              |                     |      |                                |                          | 33   | Incidence of crime against SC/ST                                                                                                     | 25.00               | 1.00%             | Latest data point | National Crime Record Bureau                                                                                                        | 2016                      |                          |
|      |                              |                     | C    | Minority welfare               | 20                       | 34   | Percentage of titles distributed over number of claims received under the Scheduled Tribes and Other Traditional Forest Dwellers Act | 25.00               | 1.00%             | Latest data point | Ministry of Tribal Affairs - Gol                                                                                                    | 2016                      |                          |
|      |                              |                     |      |                                |                          | 35   | No. of Minority children given pre metric scholarship                                                                                | 50.00               | 1.00%             | Latest data point | Ministry of Minority Affairs                                                                                                        | 2016-17                   |                          |
|      |                              |                     |      |                                |                          | 36   | % of Muslim enrolment out of total Muslim target population                                                                          | 50.00               | 1.00%             | Latest data point | U-DISE Flash Statistics - MHRD - Gol                                                                                                | 2015-16                   |                          |
|      |                              |                     | D    | Employment                     | 20                       | 37   | Unemployment Rate                                                                                                                    | 20.00               | 0.40%             | Latest data point | NSS 68th round                                                                                                                      | 2011-12                   |                          |
|      |                              |                     |      |                                |                          | 38   | No. of State Government employees                                                                                                    | 20.00               | 0.40%             | Latest data point | Open Government Data (OGD) Platform India                                                                                           | 2012                      |                          |
|      |                              |                     |      |                                |                          | 39   | Average days of employment provided per household (MNREGA)                                                                           | 20.00               | 0.40%             | Latest data point | Ministry of Rural Development - Gol                                                                                                 | 2017-18                   |                          |
|      |                              |                     |      |                                |                          | 40   | Average wage rate per day per person (MNREGA)                                                                                        | 20.00               | 0.40%             | Latest data point | Ministry of Rural Development - Gol                                                                                                 | 2017-18                   |                          |
|      |                              |                     |      |                                |                          | 41   | State-wise number of persons provided placements under Pradhan Mantri Kaushal Vikas Yojana (PMKVY)                                   | 20.00               | 0.40%             | Latest data point | Loh Sabha Unstarred Question No. 466, dated on 19.07.2017                                                                           | 2017                      |                          |
|      |                              |                     |      |                                |                          |      |                                                                                                                                      |                     |                   |                   |                                                                                                                                     |                           |                          |

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

## PUBLIC AFFAIRS INDEX



| SI1# | Theme               | Theme Weightage [%] | SI2# | Focus Subjects                                         | Focus Subjects Weightage | SI3# | Indicators                                                                                 | Indicator Weightage | Overall Weightage | Methodology used               | Source                                                                                                                     | Years                              | PAI study [ theme icons ] |
|------|---------------------|---------------------|------|--------------------------------------------------------|--------------------------|------|--------------------------------------------------------------------------------------------|---------------------|-------------------|--------------------------------|----------------------------------------------------------------------------------------------------------------------------|------------------------------------|---------------------------|
| IV   | Women and Children  | 10                  | A    | Women                                                  | 50                       | 42   | Working Women Population ratio                                                             | 33.33               | 1.67%             | Latest data point              | MOSPI                                                                                                                      | 2015-16                            |                           |
|      |                     |                     |      |                                                        |                          | 43   | Institutional Delivery                                                                     | 33.33               | 1.67%             | Latest data point              | NFHS 4                                                                                                                     | f                                  |                           |
|      |                     |                     |      |                                                        |                          | 44   | Male Female Literacy Gap                                                                   | 33.33               | 1.67%             | Latest data point              | Census 2011                                                                                                                | 2011                               |                           |
|      |                     |                     | B    | Child                                                  | 50                       | 45   | Crimes against Children                                                                    | 20.00               | 1.00%             | Latest data point              | National Crime Record Bureau                                                                                               | 2016                               |                           |
|      |                     |                     |      |                                                        |                          | 46   | Percentage of Child Labour                                                                 | 20.00               | 1.00%             | Latest data point, Growth Rate | National Commission for Protection of Child Rights                                                                         | 2001, 2011                         |                           |
|      |                     |                     |      |                                                        |                          | 47   | % of Beneficiaries under ICDS                                                              | 20.00               | 1.00%             | Latest data point              | Ministry of Women and Child Development - Gol                                                                              | 2014                               |                           |
|      |                     |                     |      |                                                        |                          | 48   | Child Sex Ratio                                                                            | 20.00               | 1.00%             | Latest data point, Growth Rate | NFHS 4, Census 2011                                                                                                        | 2001, 2015-16                      |                           |
|      |                     |                     |      |                                                        |                          | 49   | % of malnourished children (stunted, wasted, underweight and severely wasted)              | 20.00               | 1.00%             | Latest data point              | NFHS 4                                                                                                                     | 2015-16                            |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
| V    | Crime, Law & Order  | 10                  | A    | Violent Crimes                                         | 40                       | 50   | Rapes per ten lakh population                                                              | 33.33               | 1.33%             | Average, CAGR                  | National Crime Record Bureau                                                                                               | 2014,2015, 2016                    |                           |
|      |                     |                     |      |                                                        |                          | 51   | Murders per ten lakh population                                                            | 33.33               | 1.33%             | Average, CAGR                  | National Crime Record Bureau                                                                                               | 2014,2015, 2016                    |                           |
|      |                     |                     |      |                                                        |                          | 52   | Dowry deaths per ten lakh population                                                       | 33.33               | 1.33%             | Average                        | National Crime Record Bureau                                                                                               | 2014,2015, 2016                    |                           |
|      |                     |                     | B    | Atrocities                                             | 40                       | 53   | Custodial deaths per ten lakhs population                                                  | 50.00               | 2.00%             | Average                        | National Crime Record Bureau                                                                                               | 2014,2015, 2016                    |                           |
|      |                     |                     |      |                                                        |                          | 54   | No. of police firings                                                                      | 50.00               | 2.00%             | Average                        | National Crime Record Bureau                                                                                               | 2014,2015, 2016                    |                           |
|      |                     |                     | C    | Policing                                               | 20                       | 55   | No. of police personnel per ten lakhs                                                      | 50.00               | 1.00%             | Average, CAGR                  | Bureau of Police Research & Development                                                                                    | 2014,2015, 2016                    |                           |
|      |                     |                     |      |                                                        |                          | 56   | % of women police to the total strength of police                                          | 50.00               | 1.00%             | Latest data point              | Bureau of Police Research & Development                                                                                    | 2017                               |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
| VI   | Delivery of Justice | 10                  | A    | Pendency of Cases                                      | 33.33                    | 57   | Pendency in High Court                                                                     | 50.00               | 1.67%             | CAGR. Latest data point        | Court news, Supreme Court of India                                                                                         | 2015, 2016, 2017                   |                           |
|      |                     |                     |      |                                                        |                          | 58   | Pendency in District Court                                                                 | 50.00               | 1.67%             | CAGR. Latest data point        | Court news, Supreme Court of India                                                                                         | 2015, 2016, 2017                   |                           |
|      |                     |                     | B    | Vacancies of Presiding Officers                        | 33.33                    | 59   | Vacancy in High Court                                                                      | 50.00               | 1.67%             | CAGR. Latest data point        | Court news, Supreme Court of India                                                                                         | 2015, 2016, 2017                   |                           |
|      |                     |                     |      |                                                        |                          | 60   | Vacancy in District Court                                                                  | 50.00               | 1.67%             | CAGR. Latest data point        | Court news, Supreme Court of India                                                                                         | 2015, 2016, 2017                   |                           |
|      |                     |                     | C    | Under trials                                           | 33.33                    | 61   | No. of Undertrials                                                                         | 100.00              | 3.33%             | Latest data point              | National Crime Record Bureau                                                                                               | 2015                               |                           |
| VII  | Environment         | 10                  | A    | Pollution and Environmental Violations                 | 20                       | 62   | Suspended Particulate Matter (SPM)                                                         | 20.00               | 0.40%             | Average, CAGR                  | National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment & Forest | 2010, 2012                         |                           |
|      |                     |                     |      |                                                        |                          | 63   | SO <sub>2</sub> Emissions                                                                  | 20.00               | 0.40%             | Average, CAGR                  | National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment & Forest | 2010, 2012                         |                           |
|      |                     |                     |      |                                                        |                          | 64   | NO <sub>2</sub> Emissions                                                                  | 20.00               | 0.40%             | Average, CAGR                  | National Ambient Air Quality Status & Trends in India - Central Pollution Control Board - Ministry of Environment & Forest | 2010, 2012                         |                           |
|      |                     |                     |      |                                                        |                          | 65   | Deaths due to respiratory diseases                                                         | 20.00               | 0.40%             | Latest data point              | Report on Medical Certification of Cause of Death 2015-Ministry of Home Affairs                                            | 2015                               |                           |
|      |                     |                     |      |                                                        |                          | 66   | No. of Environmental Violations in the State                                               | 20.00               | 0.40%             | Latest data point              | National Crime Record Bureau                                                                                               | 2016                               |                           |
|      |                     |                     | B    | Forest Cover                                           | 15                       | 67   | Increase/Decrease in Forest Cover                                                          | 33.33               | 0.50%             | CAGR                           | India State of Forest Report - Forest Survey of India                                                                      | 2013, 2015, 2017                   |                           |
|      |                     |                     |      |                                                        |                          | 68   | Total Forest Cover as percentage of State                                                  | 33.33               | 0.50%             | Latest data point              | India State of Forest Report - Forest Survey of India                                                                      | 2017                               |                           |
|      |                     |                     |      |                                                        |                          | 69   | Afforestation efforts - programmes and allocation                                          | 33.33               | 0.50%             | Latest data point              | Statistics Related to Climate Change - India 2015-MOSPI                                                                    | 2014-15                            |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     | C    | Renewable Energy                                       | 10                       | 70   | Renewable energy as a % of total energy generated                                          | 100.00              | 1.00%             | Latest data point              | Central Electricity Authority                                                                                              | 2017                               |                           |
|      |                     |                     | D    | Waste Management                                       | 15                       | 71   | Per capita waste generation                                                                | 33.33               | 0.50%             | Latest data point              | Loh Sabha unstarred question No.4481_To be answered on 14.12.2016                                                          | 2016                               |                           |
|      |                     |                     |      |                                                        |                          | 72   | % of Solid waste processed                                                                 | 33.33               | 0.50%             | Latest data point              | Loh Sabha unstarred question No.4481_To be answered on 14.12.2016                                                          | 2016                               |                           |
|      |                     |                     | E    | Sustainable Agriculture                                | 20                       | 73   | Number of operational Sewerage Treatment Plants (STPs) out of the total STPs               | 33.33               | 0.50%             | Latest data point              | Annual Report 2014-15_Central Pollution Control Board - Ministry of Environment, Forest and Climate Change                 | 2014-15                            |                           |
|      |                     |                     |      |                                                        |                          | 74   | Average annual intensity of fertilizer use over the total land area over the last 4 years. | 25.00               | 0.50%             | Growth Rate                    | Indian Fertilizer Scenario 2015_Ministry of Chemicals and Fertilizers                                                      | 2011-12, 2012-13, 2013-14, 2014-15 |                           |
|      |                     |                     |      |                                                        |                          | 75   | Use of Biofertilizers                                                                      | 25.00               | 0.50%             | Latest data point              | Indian Fertilizer Scenario 2015_Ministry of Chemicals and Fertilizers                                                      | 2014-15                            |                           |
|      |                     |                     |      |                                                        |                          | 76   | Wasteland as a % of total cultivated land                                                  | 25.00               | 0.50%             | Latest data point              | Land Use Statistics- Directorate of Economics and Statistics, Dept of Agriculture & Co- operation, Ministry of Agriculture | 2013-14                            |                           |
|      |                     |                     |      |                                                        |                          | 77   | Area under organic farming                                                                 | 25.00               | 0.50%             | Latest data point              | Agricultural and Processed Food Products Export Development Authority_Ministry of Commerce & Industries                    | 2016-17                            |                           |
|      |                     |                     | F    | Water Resource Management                              | 10                       | 78   | Groundwater extraction [%]                                                                 | 50.00               | 0.50%             | Latest data point              | Ministry of Water Resources                                                                                                | 2013                               |                           |
|      |                     |                     |      |                                                        |                          | 79   | Watershed Management                                                                       | 50.00               | 0.50%             | Latest data point              | Department of Land Resources_Ministry of Rural Development                                                                 | 2018                               |                           |
|      |                     |                     | G    | Institutional Framework for Environmental Conservation | 10                       | 80   | Preparation of SAPCCs (State Action Plan for Climate Change)                               | 50.00               | 0.50%             | Latest data point              | Ministry of Environment, Forest and Climate Change                                                                         | 2017                               |                           |
|      |                     |                     |      |                                                        |                          | 81   | Energy Conservation Building Code (ECBC) norms implemented                                 | 50.00               | 0.50%             | Latest data point              | Information as available in the public domain                                                                              | 2017                               |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |
|      |                     |                     |      |                                                        |                          |      |                                                                                            |                     |                   |                                |                                                                                                                            |                                    |                           |

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

PUBLIC AFFAIRS INDEX



| SI1# | Theme                           | Theme Weightage [%] | SI2# | Focus Subjects                                | Focus Subjects Weightage | SI3# | Indicators                                                                                                   | Indicator Weightage | Overall Weightage | Methodology used        | Source                                                                        | Years                     | PAI study [ theme icons] |
|------|---------------------------------|---------------------|------|-----------------------------------------------|--------------------------|------|--------------------------------------------------------------------------------------------------------------|---------------------|-------------------|-------------------------|-------------------------------------------------------------------------------|---------------------------|--------------------------|
| VIII | Transparency and Accountability | 10                  | A    | Transparency                                  | 25                       | 82   | State Information Commissions: Website, Annual Reports, Status of Applications (received, pending, disposed) | 50.00               | 1.25%             | Latest data point       | Respective State Websites                                                     | 2017                      |                          |
|      |                                 |                     |      |                                               |                          | 83   | No. of Services provided under e-Governance plan                                                             | 50.00               | 1.25%             | Latest data point       | National E-governance website                                                 | 2017                      |                          |
|      |                                 |                     | B    | Public Accountability                         | 75                       | 84   | Lok Ayukt: Constituted, Individual Websites and Chairpersons' appointment                                    | 14.29               | 1.07%             | Latest data point       | Respective State Websites                                                     | 2017                      |                          |
|      |                                 |                     |      |                                               |                          | 85   | No. of ACB (Anti Corruption Bureau) cases disposed as a % of total cases registered                          | 14.29               | 1.07%             | CAGR. Latest data point | National Crime Records Bureau                                                 | 2014, 2015, 2016          |                          |
|      |                                 |                     |      |                                               |                          | 86   | Social Audit under MNREGA: % of GPs covered                                                                  | 14.29               | 1.07%             | Latest data point       | Social Audit Report, Ministry of Rural Development                            | 2016-17                   |                          |
|      |                                 |                     |      |                                               |                          | 87   | Formation of Social Audit Units (SAU), Appointment of a Director and Rules notified                          | 14.29               | 1.07%             | Latest data point       | Ministry of Rural Development - Gol                                           | 2017                      |                          |
|      |                                 |                     |      |                                               |                          | 88   | Panchayat Devolution Index Score                                                                             | 14.29               | 1.07%             | Latest data point       | Report on devolution - Ministry of Panchayati Raj                             | 2015-16                   |                          |
|      |                                 |                     |      |                                               |                          | 89   | State wise number of NGOs                                                                                    | 14.29               | 1.07%             | Latest data point       | NITI Aayog                                                                    | 2017                      |                          |
|      |                                 |                     |      |                                               |                          | 90   | Criminal Records of MLAs                                                                                     | 14.29               | 1.07%             | Latest data point       | MyNeta                                                                        | 2017                      |                          |
| IX   | Fiscal Management               | 10                  | A    | FRBM Indicators                               | 50                       | 91   | Revenue Surplus / Deficit (% of GSDP)                                                                        | 33.33               | 1.67%             | Average, Growth Rate    | A study of Budgets - Reserve Bank of India                                    | 2014-15, 2015-16, 2016-17 |                          |
|      |                                 |                     |      |                                               |                          | 92   | Fiscal Surplus / Deficit (% of GSDP)                                                                         | 33.33               | 1.67%             | Average, Growth Rate    | A study of Budgets - Reserve Bank of India                                    | 2014-15, 2015-16, 2016-17 |                          |
|      |                                 |                     |      |                                               |                          | 93   | Debt Burden (% of GSDP)                                                                                      | 33.33               | 1.67%             | Average, CAGR           | A study of Budgets - Reserve Bank of India                                    | 2015, 2016, 2017          |                          |
|      |                                 |                     | B    | Resource Generation & Development Expenditure | 50                       | 94   | Per Capita Development Expenditure                                                                           | 33.33               | 1.67%             | Average, CAGR           | A study of Budgets - Reserve Bank of India                                    | 2014-15, 2015-16, 2016-17 |                          |
|      |                                 |                     |      |                                               |                          | 95   | States own tax revenue growth                                                                                | 33.33               | 1.67%             | CAGR                    | A study of Budgets - Reserve Bank of India                                    | 2014-15, 2015-16, 2016-17 |                          |
|      |                                 |                     |      |                                               |                          | 96   | Tax GDP Ratio                                                                                                | 33.33               | 1.67%             | Latest data point       | A study of Budgets - Reserve Bank of India                                    | 2015-16                   |                          |
| X    | Economic Freedom                | 10                  | A    | Economic Freedom                              | 100                      | 97   | No. of Industrial Entrepreneurs Memoranda filed                                                              | 25.00               | 2.50%             | Average                 | Department of Industrial Policy & Promotion - Ministry of Commerce & Industry | 2014, 2015, 2016          |                          |
|      |                                 |                     |      |                                               |                          | 98   | Implementation of Business Reform Action Plan (BRAP)                                                         | 25.00               | 2.50%             | Latest data point       | Department of Industrial Policy & Promotion Report on Ease of Doing Business  | 2017                      |                          |
|      |                                 |                     |      |                                               |                          | 99   | Households availing banking services                                                                         | 25.00               | 2.50%             | Latest data point       | Census 2011                                                                   | 2011                      |                          |
|      |                                 |                     |      |                                               |                          | 100  | Value of MSMEs (Micro, Small and Medium Enterprises) and assets (% of GSDP)                                  | 25.00               | 2.50%             | Latest data point       | Ministry of Micro, Small & Medium Enterprises                                 | 2014-15                   |                          |

|           |                    |         |  |
|-----------|--------------------|---------|--|
| PAI score | Aggregated Ranking | 100.00% |  |
|-----------|--------------------|---------|--|



## CHILDREN OF INDIA ANNEXURE : LIST OF THEMES, INDICATORS AND WEIGHTAGES



## PUBLIC AFFAIRS INDEX

| SI1# | Theme                                   | Theme Weightage (%) | SI2# | Indicator                                                                                                                                  | Indicator Weightage | Overall Weightage | Methodology Used  | Source                                                                                                       | Years       |
|------|-----------------------------------------|---------------------|------|--------------------------------------------------------------------------------------------------------------------------------------------|---------------------|-------------------|-------------------|--------------------------------------------------------------------------------------------------------------|-------------|
| I    | Early Childhood Development             | 20                  | 1    | Children under 5 years of age who are stunted (%)                                                                                          | 10                  | 2.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 2    | Children under 5 years of age who are wasted (%)                                                                                           | 10                  | 2.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 3    | Children under 5 years of age who are severely wasted (%)                                                                                  | 10                  | 2.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 4    | Children under 5 years of age who are underweight (%)                                                                                      | 10                  | 2.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 5    | Infant Mortality Rate (per 1000 live births)                                                                                               | 20                  | 4.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 6    | Under 5 Mortality Rate (per 1000 live births)                                                                                              | 20                  | 4.00%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 7    | Children included in the Supplementary Nutrition Programme (%)                                                                             | 20                  | 4.00%             | Latest Data Point | Ministry of Women and Child Development, Gol                                                                 | 2014        |
|      |                                         |                     | 8    | Education Development Index for elementary education                                                                                       | 20                  | 4.00%             | Latest Data Point | U-DISE, Elementary Education Flash Statistics, MHRD, Gol                                                     | 2014-15     |
|      |                                         |                     | 9    | Average drop-out rate for secondary education (%)                                                                                          | 15                  | 3.00%             | Latest Data Point | U-DISE, Secondary Education Flash Statistics, MHRD, Gol                                                      | 2014-15     |
| II   | Education                               | 20                  | 10   | Children with special needs enrolled in secondary education (%)                                                                            | 15                  | 3.00%             | Latest Data Point | U-DISE, Secondary Education Flash Statistics, MHRD, Gol                                                      | 2015-16     |
|      |                                         |                     | 11   | Gross Enrollment Ratio for secondary education (%)                                                                                         | 15                  | 3.00%             | Latest Data Point | U-DISE, Secondary Education Flash Statistics, MHRD, Gol                                                      | 2015-16     |
|      |                                         |                     | 12   | Gross Enrollment Ratio for higher secondary education (%)                                                                                  | 15                  | 3.00%             | Latest Data Point | U-DISE, Secondary Education Flash Statistics, MHRD, Gol                                                      | 2015-16     |
|      |                                         |                     | 13   | Index of learning outcomes of children (as per ASER 2016)                                                                                  | 20                  | 4.00%             | Latest Data Point | ASER Report                                                                                                  | 2016        |
|      |                                         |                     | 14   | Women aged 15-19 years who are pregnant or are mothers (%)                                                                                 | 33.33               | 6.67%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     |      |                                                                                                                                            |                     |                   |                   |                                                                                                              |             |
| III  | Adolescence                             | 20                  | 15   | Girls included in the nutrition programme of Rajiv Gandhi Scheme for empowerment of adolescent girls (RGSEAG)- Sabla (%)                   | 33.33               | 6.67%             | Latest Data Point | Rajiv Gandhi Scheme for Empowerment of Adolescent Girls- Sabla, Ministry of Women and Child Development, Gol | 2014-15     |
|      |                                         |                     | 16   | Girls included in the Iron and Folic Acid tablets programme of Rajiv Gandhi Scheme for empowerment of adolescent girls (RGSEAG)- Sabla (%) | 33.33               | 6.67%             | Latest Data Point | Rajiv Gandhi Scheme for Empowerment of Adolescent Girls-Sabla, Ministry of Women and Child Development, Gol  | 2014-15     |
|      |                                         |                     | 17   | Sex ratio at birth                                                                                                                         | 16.67               | 3.33%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 18   | Women aged 20-24 years who were married before age 18 years (%)                                                                            | 16.67               | 3.33%             | Latest Data Point | National Family Health Survey 4                                                                              | 2015-16     |
|      |                                         |                     | 19   | Rate of crimes against children under Indian Penal Code(IPC)                                                                               | 16.67               | 3.33%             | Latest Data Point | Crime in India, National Crime Records Bureau                                                                | 2016        |
|      |                                         |                     |      |                                                                                                                                            |                     |                   |                   |                                                                                                              |             |
| IV   | Protection                              | 20                  | 20   | Rate of crimes against children under Protection of Children from Sexual Offence Act (POCSO)                                               | 16.67               | 3.33%             | Latest Data Point | Crime in India, National Crime Records Bureau                                                                | 2016        |
|      |                                         |                     | 21   | Rate of crimes against children under Juvenile Justice(Care and Protection) Act                                                            | 16.67               | 3.33%             | Latest Data Point | Crime in India, National Crime Records Bureau                                                                | 2016        |
|      |                                         |                     | 22   | Children engaged in child labour (%)                                                                                                       | 16.67               | 3.33%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | Census 2011 |
|      |                                         |                     | 23   | Districts with Child Protection Units (%)                                                                                                  | 10                  | 2.00%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | 2015        |
|      |                                         |                     | 24   | Districts with Child Welfare Committees (%)                                                                                                | 10                  | 2.00%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | 2015        |
|      |                                         |                     | 25   | Districts with Juvenile Justice Boards (%)                                                                                                 | 10                  | 2.00%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | 2015        |
|      |                                         |                     | 26   | Districts with Special Courts for children (%)                                                                                             | 10                  | 2.00%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | 2015        |
|      |                                         |                     |      |                                                                                                                                            |                     |                   |                   |                                                                                                              |             |
|      |                                         |                     |      |                                                                                                                                            |                     |                   |                   |                                                                                                              |             |
| V    | Institutional Structures and Governance | 20                  | 27   | Districts with Childline Centres (%)                                                                                                       | 10                  | 2.00%             | Latest Data Point | National Commission for Protection of Child Rights, Gol                                                      | 2015        |
|      |                                         |                     | 28   | Police disposal of crimes against children cases-pendency (%)                                                                              | 15                  | 3.00%             | Latest Data Point | Crime in India,National Crime Records Bureau                                                                 | 2016        |
|      |                                         |                     | 29   | Court disposal of crimes against children-pendency (%)                                                                                     | 15                  | 3.00%             | Latest Data Point | Crime in India, National Crime Records Bureau                                                                | 2016        |
|      |                                         |                     | 30   | Registration of births (%)                                                                                                                 | 10                  | 2.00%             | Latest Data Point | Vital Statistics of India Based on Civil Registration System                                                 | 2015        |
|      |                                         |                     | 31   | Registration of infant deaths (%)                                                                                                          | 10                  | 2.00%             | Latest Data Point | Vital Statistics of India Based on Civil Registration System                                                 | 2015        |
|      |                                         |                     |      |                                                                                                                                            |                     |                   |                   |                                                                                                              |             |

ANNEXURE : PAI : NOTES / ADJUSTMENTS

Public Affairs Index 2018 : Notes / Adjustments in Data

| Indicator                                                                                                                            | Adjustments Done                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Road Density per 1000 population                                                                                                     | Road density was computed by dividing the Total Road Length (2015) by the Total Projected Population (2015).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Slum Population as a % of total Urban population                                                                                     | Data for Manipur was not available. Hence, an average of all the North-Eastern states was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| National Achievement Survey (NAS) Score of class X                                                                                   | Data is not available for the following states: Bihar, Chhattisgarh, Jharkhand, Manipur and Uttar Pradesh. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Gross Enrolment Ratio (GER) for SC (Elementary)                                                                                      | Data is not available for the states of Arunachal Pradesh, Meghalaya, Mizoram and Nagaland. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Gross Enrolment Ratio (GER) for ST (Elementary)                                                                                      | Data is not available for the states of Delhi, Haryana and Punjab. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Life Expectancy                                                                                                                      | Data for Goa was not available. So no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Percentage of titles distributed over number of claims received under the Scheduled Tribes and Other Traditional Forest Dwellers Act | States like Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, have not distributed any titles so far as on 31/10/2016 as per the Ministry of Tribal Affairs. Hence, they are marked zero. States like Delhi, Haryana, Punjab are not mentioned anywhere in the list. Hence, the value of national average has been assigned.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Average days of wage provided per household (NREGA)                                                                                  | Delhi is an urban area and therefore data is not available for NREGA. Hence, the national average has been assigned.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Average days of employment provided per household (NREGA)                                                                            | Delhi is an urban area and therefore data is not available for NREGA. Hence, the national average has been assigned.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| State-wise Number of Persons Provided Placements under Pradhan Mantri Kaushal Vikas Yojana (PMKVY) in India                          | Data is not available for Arunachal Pradesh and Mizoram. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| % of Malnourished children                                                                                                           | To calculate % of malnourished children, we have considered % of children who are stunted, wasted, severely wasted and underweight and have given equal weightage to compute the overall level of malnourishment.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Pendency in High Courts                                                                                                              | In cases where two or more states share High Courts, common data has been used for the states concerned.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Vacancy in High Courts                                                                                                               | In cases where two or more states share High Courts, common data has been used for the states concerned.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Suspended Particulate Matter                                                                                                         | Data for Arunachal Pradesh, Manipur, Sikkim and Tripura was not available. So, an average of the other north eastern states was assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| SO2 Emissions                                                                                                                        | Data for Arunachal Pradesh, Manipur, Sikkim and Tripura was not available. So, an average of the other north eastern states was assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| NO2 Emissions                                                                                                                        | Data for Arunachal Pradesh, Manipur, Sikkim and Tripura was not available. So, an average of the other north eastern states was assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Number of operational Sewerage Treatment Plants (STPs) out of the total STPs                                                         | Data for Arunachal Pradesh, Chhattisgarh, Manipur, Mizoram, Meghalaya and Nagaland was not available. Hence, no values were assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Use of Biofertilizers                                                                                                                | Data for Jammu & Kashmir, Manipur, Meghalaya and Telangana was not available. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Groundwater extraction (%)                                                                                                           | Data for Sikkim was not available. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Watershed management                                                                                                                 | Data for Delhi and Goa was not available. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Social Audit under NREGA                                                                                                             | Data for Delhi was not available. Hence, no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Panchayat Devolution Index                                                                                                           | Data for Delhi, Meghalaya, Mizoram and Nagaland was not available. Hence, no values were assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Criminal records of MLAs                                                                                                             | Data for serious criminal cases were considered.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Revenue Surplus / Deficit (% of GSDP)                                                                                                | The RBI data is a mix of surpluses (-) and deficits (+). Therefore, in order to convert the data in a common platform, we have used the following formula for the purpose of scoring the states: (Value- Maximum)/(Minimum- Maximum)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Fiscal Surplus / Deficit (% of GSDP)                                                                                                 | The RBI data is a mix of surpluses (-) and deficits (+). Therefore, in order to convert the data in a common platform, we have used the following formula for the purpose of scoring the states: (Value- Maximum)/(Minimum- Maximum)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Gross State Domestic Product (GSDP)                                                                                                  | We have considered GSDP at constant prices with a base of 2011-12. GSDP data for the year 2014-15 and 2015-16 has been taken from RBI; whereas for 2016-17, the data has been taken from CSO. In case of West Bengal, the GSDP data has been taken from the state portal. For States like Assam, Goa, Jammu & Kashmir, the latest GSDP data, i.e. 2016-17 was not available, hence previous year's data, i.e. 2015-16 was repeated. North-eastern states like Manipur, Mizoram, Nagaland and Tripura, the GSDP data for both the years, i.e. 2015-16 and 2016-17 was not available, hence the previous year's data of 2014-15 was repeated. For Punjab and Rajasthan, the GSDP data for 2015-16 was not available; hence, the data for 2014-15 was used to represent the missing data point. The GSDP data was used to normalise the following indicators: Revenue Surplus / Deficit (% of GSDP), Fiscal Surplus / Deficit (% of GSDP), Debt Burden (% of GSDP) and Per Capita Development Expenditure. |

\*Note: 14th March was the last date of data collection.



ANNEXURE : CHILDREN OF INDIA : NOTES / ADJUSTMENTS

Children of India: Notes/Adjustments in Data

| Indicator                                                                                                                         | Adjustments Done                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| ASER Learning Levels                                                                                                              | Data for Delhi and Goa was not available. Thus, the country's average was assigned to them.                                                                                                                                                                                                                                                                                                                                                                                                               |
| Gross Enrollment Ratio for Higher Secondary Education (%)                                                                         | Data for Odisha was not available. So no value was assigned to it.                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Girls included in the nutrition programme of Rajiv Gandhi Scheme for empowerment of adolescent girls- Sabla (%)                   | Latest data for Gujarat, Jharkhand, Telangana was not available. So previous year's data was assigned to Gujarat and Jharkhand. Telangana did not have previous year's, so data of Andhra Pradesh was assigned to it.                                                                                                                                                                                                                                                                                     |
| Girls included in the Iron and Folic Acid tablets programme of Rajiv Gandhi Scheme for empowerment of adolescent girls- Sabla (%) | Latest data for Assam, Gujarat, Jharkhand, Maharashtra, Telangana and Uttarakhand was not available. So previous year's data was assigned to Gujarat and Jharkhand. Assam, Maharashtra, Telangana and Uttarakhand did not have data for the previous year. Thus, the country's average was assigned to them.                                                                                                                                                                                              |
| Registration of infant deaths                                                                                                     | The Civil Registration System(CRS) published absolute figures for infant deaths registered in each state. To standardise the figures, the estimated number of infant deaths were calculated based on Infant Mortality Rate (as given by NFHS 4 for 2015) and estimated births (as given by CRS for 2015). The percentage of infant death registration was calculated taking the absolute figures for infant deaths(published by the CRS) as the numerator and estimated infant deaths as the denominator. |
| Districts with Child Welfare Committees                                                                                           | Data of only a few districts in Uttarakhand was available on the website of State Commission for Protection of Child Rights. Hence, it was assumed that the other districts do not have a Child Welfare Committee.                                                                                                                                                                                                                                                                                        |
| Districts with Juvenile Justice Board (JJB)                                                                                       | Data was not available for Uttarakhand but it was mentioned on the website ecourts.gov.in that each district in Uttarakhand has a JJB. Hence, it was considered that Uttarakhand has the required number of JJBs.                                                                                                                                                                                                                                                                                         |

\*Note: April 25, 2018 was the last date of data collection.

## PAI 2018 MEDIA COVERAGE

### 1. Media coverage on PAI

PAI 2017 was well received by the regional and national media. The launch of the 2017 edition was reported across diverse mediums including television and online. Here is a brief glimpse of the diverse media coverage that PAI received.



## PAI 2018 MEDIA COVERAGE





A Life and its Lessons: Memoirs Samuel Paul

Founder of PAC, Dr. Samuel Paul 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 his long and illustrious career.

[https://www.amazon.in/Samuel-Paul-life-its-lessons/dp/B071XW885Z/ref=sr\\_1\\_1?s=books&ie=UTF8&qid=1530255522&sr=1-1&keywords=samuel+paul%3A+a+life+and+its+lessons](https://www.amazon.in/Samuel-Paul-life-its-lessons/dp/B071XW885Z/ref=sr_1_1?s=books&ie=UTF8&qid=1530255522&sr=1-1&keywords=samuel+paul%3A+a+life+and+its+lessons)



In the Rear View Mirror-Reflections of Chief Secretaries Editor: Dr. CK Mathew

In this collection of essays written by top bureaucrats of the states of India, the Chief Secretaries who have held the reins of administration in their capable hands, we see a fascinating variety of experiences, good and bad, which have all helped shape not only their individual personalities but also the destinies of the states that they have administered.

[https://www.amazon.in/Rear-View-Mirror-17-authors/product-reviews/8188816949/ref=dpx\\_acr\\_txt?showViewpoints=1](https://www.amazon.in/Rear-View-Mirror-17-authors/product-reviews/8188816949/ref=dpx_acr_txt?showViewpoints=1)



Fighting Corruption: The Way Forward Dr. Samuel Paul

This book calls on numerous eminent scholars to examine the phenomenon of corruption from multiple perspectives and proposes an agenda of reform that has the potential to achieve corruption control.

[https://www.amazon.in/Fighting-Corruption-Forward-Samuel-Paul/dp/9332700117/ref=sr\\_1\\_2?ie=UTF8&qid=1530267176&sr=8-2&keywords=fighting+corruption](https://www.amazon.in/Fighting-Corruption-Forward-Samuel-Paul/dp/9332700117/ref=sr_1_2?ie=UTF8&qid=1530267176&sr=8-2&keywords=fighting+corruption)



The Public Affairs Index (PAI), is a log frame to measure the quality of governance in the states of India and rank them on a basis of a standardized data based framework.

[https://www.amazon.in/Public-Affairs-Index-2017-Mathew/dp/8188816930/ref=sr\\_1\\_fkmr2\\_1?ie=UTF8&qid=1530267253&sr=8-1-fkmr2&keywords=public+affairs+index+2016](https://www.amazon.in/Public-Affairs-Index-2017-Mathew/dp/8188816930/ref=sr_1_fkmr2_1?ie=UTF8&qid=1530267253&sr=8-1-fkmr2&keywords=public+affairs+index+2016)



An Assessment of the Services of Bangalore Water Supply and Sewerage Board (BWSSB)

An Assessment Of BWSSB's Services' was a study based on user feedback generated through a scientific random survey of users and service providers.

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# Public Affairs Index (PAI)

Ever since its inception in 1994, the Public Affairs Centre (PAC), Bangalore has been intimately involved in matters related to good governance and citizen engagement. It has distinguished itself amongst civil society organisations by developing and deploying social accountability tools such as citizen report card, community score card, climate change score card etc. PAC's commitment to participatory governance, citizen action and sustainability has by now been established.

The Public Affairs Index (PAI) is a relatively new product of PAC and was released in March 2016 for the first time. It immediately achieved a rare significance by the scientific nature of the evidence-based study which scored and ranked the states of India on the basis of the levels and quality of their governance. Adopting a methodology that has been appreciated and accepted by development economists and statisticians, the study involved a close look at ten thematic areas of governance, further layered into twenty-five focus subjects and sixty-eight indicators.

In the second annual report in this on-going series of the Public Affairs Index, the PAI 2017 took the study a step further: the number of indicators increased to eighty-two, so as to widen the nuances of the areas of governance under study. A special chapter on Inequality gave the report an added significance that attracted critical attention.

Now in its third year, the PAI 2018 takes a more detailed look at the broad themes of governance with thirty focus subjects and a full hundred indicators. Adding a new element to the study PAI 2018 looks at how the states are managing its resources according to the four capitals model of Stiglitz. The special focus this year is on the Children of India: a new index to capture the pathos of their existence, examining the piquant circumstances of their lives in matters related to their protection, crimes committed against them, the institutional framework for their safeguards and so on.

It is PAC's contention that such a detailed and intensive examination of governance, which is also easily approachable by any informed citizen, perhaps does not exist in the annals of governance in the country. The expectation is that PAI 2018 will occupy a position of eminence amongst national level studies of comparative governance in the states of India. Public Affairs Centre is proud to author this report with its high levels of data analysis, free from dogma and biases. PAC is confident that it shall attract the attention of political leaders, policy makers, developmental economists, and of course, concerned citizens.

INR 1200/-



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