

Introduction

Public Affairs Centre (PAC) engages in action research focusing on Sustainable Development Goals (SDGs) 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 Public Affairs Index is the annual assessment of the adequacy and quality of Governance in the States of India. On the basis of a Composite Index, the States are ranked on Governance performance. PAI 2021 is a non-partisan, independent and evidence-based study using only Central Government Data available in the public domain. A unique feature of the Public Affairs Index is that it eradicates subjective biases in computation of the Index i.e. the results thus generated are computer generated using the scientifically rigorous methodology of Principal Component Analysis (PCA).

Public Affairs Index 2021

PAI 2021 looks at Governance performance in the context of sustainable development defined by three Pillars – Equity, Growth and Sustainability, five Themes, 14 SDGs and 43 indicators. Apart from the Pillar-wise rankings and analysis, PAI 2021 also features an assessment of the effectiveness of implementation of five Centrally Sponsored Schemes-Mahatma Gandhi Rural Employment Guarantee Scheme (MGNREGS), National Health Mission (NHM), Integrated Child Development Services (ICDS), Samagra Siksha Abhiyan (SmSA) and Mid-Day Meal Scheme (MDMS).

Another highlight of the PAI 2021 is the COVID-19 Response Index – an analysis of the Governance response of the States to the pandemic and the degree of success achieved in mitigating its impact.

PAI 2021 was launched on Friday, October 29, 2021 in Bengaluru. This is the 6th consecutive year of the ranking of the Governance performance of the States in India. The results of PAI 2021 are as follows:

Overall PAI 2021 Index – Scores and Rankings

Large States	Rank	PAI 2021 Index Score
Kerala	1	1.618
Tamil Nadu	2	0.897
Telangana	3	0.891
Chhattisgarh	4	0.872
Gujarat	5	0.782
Punjab	6	0.643
Karnataka	7	0.121
Andhra Pradesh	8	0.077
Jharkhand	9	-0.071
Madhya Pradesh	10	-0.113
Rajasthan	11	-0.243
Maharashtra	12	-0.360

Haryana	13	-0.431
Assam	14	-0.459
West Bengal	15	-0.553
Odisha	16	-0.910
Bihar	17	-1.343
Uttar Pradesh	18	-1.418

Small States	Rank	PAI 2021 Index
Sikkim	1	0.907
Goa	2	0.748
Mizoram	3	0.659
Himachal Pradesh	4	0.318
Tripura	5	-0.009
Meghalaya	6	-0.146
Arunachal Pradesh	7	-0.258
Nagaland	8	-0.317
Delhi	9	-0.476
Uttarakhand	10	-0.643
Manipur	11	-0.783

Union Territory	Rank	PAI 2021 Index Score
Puducherry	1	1.345
Dadra & Nagar Haveli and Daman and Diu	5	-0.445
Lakshadweep	4	-0.302
Jammu & Kashmir	2	0.396
Chandigarh	3	-0.298
Andaman & N. Island	6	-0.696

Highlights of the Report:

- The Public Affairs Index Series is purely evidence based assessment of the performance of the States using only Central Government data sources. The Winners in the different categories are:
 - Large States (LS)- Winners - Kerala, Tamil Nadu and Telangana
 - Small States (SS)- Winners - Sikkim, Goa and Mizoram
 - Union Territories (UTs) - Winners- Puducherry, Jammu and Kashmir and Chandigarh
- In the overall rankings of PAI 2021 in the Large States category, Kerala continues to be at the top of the rankings. Similarly, Tamil Nadu retained its 2nd rank. At 3rd place replacing Andhra Pradesh from the PAI 2020 ranking is

- Telangana. It is interesting to note that the States of Telangana, Jharkhand and Chhattisgarh have performed better than their parent States
- States of Telangana, Chhattisgarh, Jharkhand and Gujarat have performed well in the overall index, while States of Maharashtra, Assam, Karnataka and Andhra Pradesh have slipped in rankings as compared to last year
 - Besides the top and bottom performers, Andhra Pradesh which ranked 3rd last year, ranks 8th in PAI 2021 due to severe fall in the Equity and Growth Pillar. Similarly, Karnataka which ranked 4th has fallen 3 places to 7th, (slipping from 12th to 16th in the Equity Pillar) while the score is still on the positive side providing incentive to the state to regain its development trajectory. The State of Gujarat which ranked 9th last year, ranks 5th this year. While West Bengal which ranked 12th last year, has slipped to 15th, Maharashtra that ranked 7th last year has slipped to 12th (drastic fall in the Equity Pillar from 6th to 15th), a clear indication that the state is struggling to recover from the pandemic. One of the surprise element has been the state of Jharkhand which has seen a very good improvement from 15th to 9th, while ranking 3rd in the Growth Pillar
 - While the States have seen significant impact of pandemic, the Delta Analysis shows that in terms of year-on-year growth in the Key Development Indicators, Odisha and Nagaland have performed best despite placing towards the tail end of the overall ranking
 - The Scheme index and COVID-19 Index performance is in line with the performance of the States in the overall Governance Model. The evident trend that has been observed in the COVID-19 Response Index that States with low per-capital Gross Domestic Product, have shown poor performance and have placed towards the bottom of the rankings, namely, Bihar, Uttar Pradesh and Madhya Pradesh. It is a notable observation that these States have performed well in terms of Containment Response to the pandemic this may be due to the cyclical nature of the problem of poor health infrastructure, leading to low detection of COVID-19 cases, low caseloads, and subsequently, lower death records.

Brief Summary About PAI 2021

PAI 2021 takes an integrated approach to understand how the States have performed on Governance in the past year 2020-2021, viewed in the backdrop of the disruption wrought by COVID – 19. It presents evidence-based analysis to understand why some States have performed well and others less so, and what factors account for their performance.

It also draws attention to a few flagships centrally sponsored schemes and points to gaps in scheme implementation that States need to address to do better.

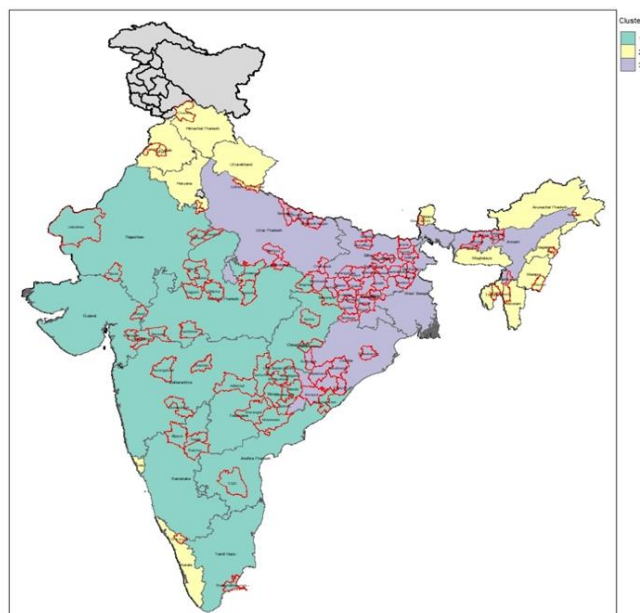
Some of the key findings from PAI 2021 are:

1. The Cluster Analysis

The data analysed and the findings grouped the States of India into three clusters as shown below:

- i. **The 1st Cluster** includes the Large States-Kerala, Haryana, Punjab and all the Small States including Arunachal Pradesh, Delhi, Goa, Himachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura and Uttarakhand. This cluster appears to be driven by the Growth Pillar. The aforementioned States have performed well in terms of Structural transformation from the Agriculture sector to the Non-farm sector. It is also seen that these States have shown better performance in terms of Health and Education outcomes driving their performance
- ii. **The 2nd Cluster** includes nine Large States - Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu and Telangana. This cluster is driven by its performance in the Sustainability Pillar. The States show an improved performance in terms of community participation towards managing the solid waste generated, higher percentage of households using clean cooking fuel aiding in maintaining low PM10 levels
- iii. **The 3rd Cluster** consists of Assam, Bihar, Jharkhand, Odisha, Uttar Pradesh and West Bengal. This Cluster is characterised by moderate performance in the Growth Pillar and poor performance in the Equity and Sustainability Pillars. These States struggle in terms of providing basic infrastructure such as sanitation, drinking water, clean cooking fuel etc., Uttar Pradesh and Bihar have also shown poor performance in terms of addressing Crimes against Women and Minorities with highest number of Dowry Deaths and Rapes cases registered (NCRB, 2019). It is interesting to note that 57 out of the 112 aspirational districts identified by NITI Aayog fall under the six States under this cluster, thereby it is safe to label this cluster as a poor performing.

Below is a Cluster Map for reference



(Composite Cluster Map)

2. Equity

- i. Gujarat tops in the Large States category, Sikkim tops in the Small States category and Puducherry tops in the UTs for the Equity Pillar
- ii. Uttar Pradesh places last in the Large States category, Arunachal Pradesh is last in Small States category and Dadra and Nagar Haveli and Daman and Diu is last in the UTs
- iii. The overall performance of the States has been largely driven by the Equity Pillar irrespective of the categories they fall into
- iv. The repercussions of the pandemic have been really high on the States who were severely hit by the 1st wave, i.e. Karnataka, Maharashtra, Tamil Nadur etc. (explained in detail in the report)

3. Growth

- i. The most volatile Pillar in terms of rankings was the Growth Pillar with surprise additions this year
- ii. Telangana tops the Large States category, Goa tops the Small States category and Puducherry tops the UTs for the Growth Pillar
- iii. Bihar places last in the Large States category, Meghalaya is last in the Small States category and Andaman and Nicobar Islands is last in terms of UTs
- iv. Jharkhand is a surprise to this ranking as it places in top three
- v. In the Large States category, the performance in the Growth Pillar contributes significantly towards the performance in the overall index
- vi. In the Small States and UTs category the Growth Pillar contributes moderately towards the performance in the overall Index
- vii. The States facing a larger impact of the pandemic have also seen their growth performance falter.

4. Sustainability

- i. Kerala tops in the Large States category, Mizoram tops in the Small States category and Puducherry tops in the UTs for the Sustainability Pillar
- ii. Uttar Pradesh places last in the Large States category, Delhi places last in the Small States category and Lakshadweep places last in the UTs
- iii. The Sustainability Pillar is a driver of performance for Large States, but moderately affects the performance of Small States and Union territories.

5. Delta Analysis

The Delta Analysis presents the results on the State performance on year-on-year improvement. The rankings are measured as the Delta value over the last 5 to 10 years of data available for 12 Key Development Indicators.

- i. Overall in the Large States category, Chhattisgarh topped while Uttar Pradesh ranked last. In the Small States category, Nagaland topped while Meghalaya ranked last.

- ii. In terms of Equity, Chhattisgarh followed by Odisha and Telangana are the top performers, while Jharkhand, Assam and Uttar Pradesh feature at the bottom for Large States
- iii. In the case of Small States, Delhi is the top performer followed by Manipur and Nagaland, while Uttarakhand, Himachal Pradesh and Goa are placed towards the bottom
- iv. In the Growth Pillar, Telangana, Kerala and West Bengal showed the highest growth in Delta, while Madhya Pradesh, Maharashtra and Gujarat featured in the bottom for Large States
- v. In the Small States category, Nagaland followed by Sikkim and Tripura have the highest growth in Delta while Himachal Pradesh, Uttarakhand and Meghalaya place at the bottom
- vi. In terms of Sustainability, in Large States Tamil Nadu, Kerala and Odisha, show the largest growth in Delta. Telangana, Assam and Andhra Pradesh find places towards the bottom of the Delta rankings. In Small States, Mizoram, Himachal Pradesh and Tripura top while Delhi, Meghalaya and Arunachal Pradesh feature at the bottom
- vii. Odisha and Nagaland have shown the best year-on-year improvement under 12 Key Development indicators.

6. Scheme Analysis

The scheme analysis, with an exception for the ICDS, has adopted a time-series based model using four years' data in the case of NHM and MDMS and five years' data in the case of MGNREGS and SmSA.

- NHM
 - In the 60:40 division States, the top three performers are Kerala, Goa and Tamil Nadu and, the bottom three performers are Uttar Pradesh, Jharkhand and Bihar.
 - In the 90:10 division States, the top three performers were Himachal Pradesh, Sikkim and Mizoram; and, the bottom three performers are Manipur, Assam and Meghalaya.
- ICDS
 - Among the 60:40 division States, Orissa, Chhattisgarh and Madhya Pradesh are the top three performers and Tamil Nadu, Telangana and Delhi appear as the bottom three performers
 - Among the 90:10 division States, the top three performers are Manipur, Arunachal Pradesh and Nagaland; and, the bottom three performers are Jammu & Kashmir, Uttarakhand and Himachal Pradesh.
- MDMS
 - Among the 60:40 division States, Goa, West Bengal and Delhi appear as the top three performers and Andhra Pradesh, Telangana and Bihar appear as the bottom three performers
 - Among the 90:10 division States, Mizoram, Himachal Pradesh and Tripura were the top three performers and Jammu & Kashmir, Nagaland and Arunachal Pradesh were the bottom three performers.
- SmSA

- West Bengal, Bihar and Tamil Nadu were the top three States amongst the 60:40 division States; while Haryana, Punjab and Rajasthan appeared as the bottom three performers
- In the case of 90:10 division States, Mizoram, Assam and Tripura were the top three performers and Nagaland, Jammu & Kashmir and Uttarakhand featured as the bottom three.
- MGNREGS
 - Among the 60:40 division States, the top three performers are Kerala, Andhra Pradesh and Orissa and the bottom three performers are Madhya Pradesh, Jharkhand and Goa
 - In the 90:10 division States, the top three performers are Mizoram, Sikkim and Nagaland and the bottom three performers are Manipur and Assam.

7. COVID-19 Response Index

The COVID-19 Response Index is an attempt to rank Indian states on their response to the pandemic ever since the first case was detected in the country till March 31, 2021. The index subsumes two thematic areas – Preparedness and Containment.

- Four out of the top 5 positions in the index are occupied by the southern states. Kerala, Tamil Nadu and Andhra Pradesh occupy the top 3 spots due to their consistent performance across both the pillars while Karnataka ranks 5th due to its moderately good performance in the theme of Preparedness
- The evident trend that has been observed in the COVID-19 Response Index is the ranking of States which have a relatively poor economic and financial status. These are States which have a low per-capita Gross State Domestic Product (GSDP), such as Bihar, Jharkhand, Uttar Pradesh, and Madhya Pradesh
- Goa which ranks 2nd in the Governance Index, it ranks last in the COVID-19 Response Index. On the contrary, Delhi is a top performer due to its strong performance in Preparedness, however, it ranks 10th among the 11 Small States due to its Containment efforts.

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