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# Foreword

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The Jindal School of Government and Public Policy (JSGP) of O.P. Jindal Global University (JGU) was established with the objective of creating India's first public policy school devoted to interdisciplinary study of public policy in all its aspects. The vision of JGU is to promote world-class education in India by establishing and building international standards in higher education. The university is committed to pluralism of ideas and has developed into a multidisciplinary institution of higher learning with five schools teaching law, business, international affairs, public policy, and liberal arts and humanities. These schools have a symbiotic relationship with each other that informs the teaching, research and institution-building at JGU.

The heart of the taught masters degree programme on public policy at JSGP is the amalgamation of qualitative and quantitative methods for preparing public policy professionals; study of economics, sociology and anthropology, which is critical to the understanding of economic, social and cultural development; and appreciation of the importance of law, ethics and governance, which are relevant for ensuring the transparency and accountability of institutions that are responsible for public policymaking. JSGP also conducts a range of training programmes on public policy and capacity building initiatives for civil servants and, in particular, for IAS officers, and other officials from the Government of India as well as the state governments.

JSGP's vision is to become a leading institution that contributes to a rigorous understanding of policymaking and its implementation in all aspects. Unfortunately, policymaking in India suffers from a lack of adequate attention to evidence in the policy formulation process. The expertise that is currently available within the government and the limited opportunities of requisitioning expertise from outside the government has resulted in a rather indifferent and, at times, a cavalier approach to policymaking. Public policy affects and impacts the lives of millions of Indians. There is so much good that a sound policy can achieve, just as there is substantial harm that a bad policy can cause. Policymaking is a serious exercise and cannot be left with people who may not fully appreciate the need for developing expertise and rigour in the process. There is also a lack of public participation in the policymaking process in the form of public debates that discuss issues in a threadbare manner with informed knowledge and understanding.

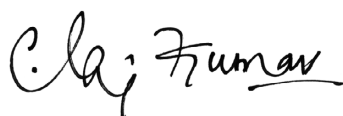
It is in this context that JSGP has embarked on an ambitious journey to develop an independent platform for free thinking and analysis of the factors that are influencing policymaking in India and examining policy effectiveness. This exercise has never been undertaken in India, or elsewhere, in the form and substance by which it is being done through this initiative. Indian universities are rarely engaged in intellectually rigorous, empirically grounded and methodologically sound analysis of public policy. The space that the JSGP has sought to occupy through this effort is a critically important space, where independent analysis of policymaking and its outcomes will provide valuable guidance to the policymakers

across the states and union territories in India. I firmly believe that the publication of *India Public Policy Report (IPPR)* is a landmark step towards greater understanding of the impact of policymaking in India. The *IPPR* provides a unique framework that will give deep and pervasive insights about the dialectic of policymaking in the country.

The theme of the *IPPR* 2014 is 'poverty, hunger and malnutrition'. There cannot be a more serious development issue that matters to India. Though grounded in the work undertaken by the United Nations Development Programme (UNDP) in developing and documenting a human development approach in its annual global reports since 1990, the *IPPR* goes well beyond in creating a more direct focus on policies that further human wellbeing in its various facets. The focus of human development continues to be the greater recognition of wellbeing of each individual, while assessing development in a holistic manner. The fact that UNDP's Human Development Index depends upon the progress achieved by countries in the three dimensions of health, education and income, underscores the importance of economic and social rights in the development paradigm. The *IPPR* builds on the human development focus on these wellbeing dimensions. It provides a unique analysis of the diverse policies in the functioning of states using various quantitative indicators and in that process ranks the performance of the states on four different indices, reflecting four important aspects of human wellbeing. These are: Livelihood Opportunity Index, Rule of Law Index, Physical Infrastructure Development Index and Social Opportunity Index. I sincerely hope that the *IPPR* becomes a standard public policy reference tool for policymakers across the country. It is going to be a valuable reading for academics, policymakers – both legislators in the state and in the national parliament – bureaucrats, civil society, think tanks and others in India and beyond who are interested in understanding the issues relating to the policy effectiveness in India.

I would like to acknowledge the extraordinary contribution of the principal author and the *IPPR* Chief Editor, Professor Rajeev Malhotra in demonstrating his intellectual rigorousness, academic leadership and courage of conviction in conceiving and publishing this important report. Professor Malhotra brings a diverse and long experience of working on policy matters to this initiative. He has been an outstanding faculty member at JSGP and undertaken this responsibility with a relatively small group of individuals working closely with him in this pioneering effort. I would like to appreciate the remarkable efforts of Dr Partha Saha, Assistant Professor, and Ms Geetika Rathee, Senior Research Fellow, at the JSGP in helping in the publication of the *IPPR*. I would like to place on record the stellar contribution of all the experts who wrote background papers that contributed to the analysis presented in the *IPPR*. I would like to thank the faculty members of JSGP, including its Founding Dean, Professor R. Sudarshan, and Professor Y.S.R. Murthy, Registrar of JGU, for their encouragement and support to the project. Lastly, I would like to thank the Founding Chancellor of JGU, Mr Naveen Jindal for his vision and support to the establishment of JGU and JSGP and his commitment to academic freedom and institutional autonomy that supports independent research resulting in publications such as the *IPPR*.

I wish the JSGP and the *IPPR* great success as this is a remarkable beginning in the annals of Indian history in understanding policy effectiveness and the recognition of evidence-based policymaking in the formulation of sound public policy.



Professor (Dr) C. Raj Kumar  
Founding Vice Chancellor  
O.P. Jindal Global University

21 February 2014

# Preface and Acknowledgements

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This publication is an outcome of my long engagement with the policymaking process in India and the desire to contribute in making that more effective in its results and methodology. As a development economist and a civil servant, I have had the good fortune of working closely with some of the most eminent economists and policymakers over the past 25 years. There has been more than one occasion when I was unexpectedly catapulted into a situation that offered me a ring-side view of the policymaking process at the highest level. The first occasion was when I was working at the Planning Commission between 1998 and 2002, during the NDA regime, and the second occasion arose between 2008 and 2012, when I was at the Ministry of Finance during the UPA-II. I soaked in the exceptional exposure that these two occasions presented. The fact that I was the youngest one around in those situations involving the political leadership, the experts and the top civil servants, who occasionally indulged me and gave me opportunities to work on issues and at a level that I otherwise would have never had at that juncture in my professional career, is something that I will cherish forever. I was also fortunate to have an exposure at the international level in between these two occasions when, for over five years, I worked on a project that sought to bring the human rights and the development policy discourse closer at the United Nations Office of the High Commissioner for Human Rights in Geneva.

Besides the excitement and the hard work that these experiences entailed, there were times when I felt weighed down by the enormity of the task at hand, given the available expertise. I saw national policies being made on the basis of the good intent of a handful, who happened to be there to take decisions, or on the basis of thumb rules as there was no time to examine the relevant evidence, or that the required evidence just did not exist. Sometimes, I felt that the larger vision to guide policy action was not sufficiently articulated. There were also occasions when I felt that the quality of the public debates in the country, within the larger institutional context and in the public domain, particularly media, were totally inadequate to provide a considered response to the multitude of India's problems and its evolving needs. It made me think of the several steps that have to be taken to strengthen the overall framework and the quality of public policymaking in the country. The motivation for launching the *India Public Policy Report (IPPR)* comes from the need to address some of these concerns.

The objective of the *IPPR* is to help create an independent platform for bringing together state-of-the-art policy research on topical issues of policy relevance for India. While recognising the normative basis of public interventions, this report focuses on strengthening a culture of evidence-based policymaking anchored in rigorous research. It demonstrates and seeks to further evolve a methodology using objective data for periodic assessment and analysis of public policy options, choices exercised and performance at state level, with a view to improving policy outcomes and their developmental impact. It also seeks to highlight best practices and institutional capacity constraints from around the country in translating policies into desired social outcomes. It is expected that this report will contribute to deepen the use of a multidisciplinary approach to policymaking in the country.

The work on this report, which was completed in about 15 months at the Centre for Development and Finance, Jindal School of Government and Public Policy (JSGP), would not have been possible but for the tireless efforts of Partha Saha, Assistant Professor and Research Coordinator, *IPPR*, and Geetika Rathee, Senior Research Fellow. They diligently worked on parts of this report and helped in putting together the database, the graphs and the figures that underpin the analysis presented. They share the credit for this report equally.

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I hope that this publication provides a good read and the feedback encourages us to take it forward in the coming years.



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# Abbreviations

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AAY	Antyodaya Anna Yojana	Man	Manipur
AN	Andaman and Nicobar Islands	MDMS	Mid-day Meal Scheme
AP	Andhra Pradesh	Meg	Meghalaya
ArP	Arunachal Pradesh	Miz	Mizoram
Asm	Assam	MP	Madhya Pradesh
Bih	Bihar	MPCE	Monthly Per Capita Consumption Expenditure
BPL	Below Poverty Line	MSP	Minimum Support Price
CCT	Conditional Cash Transfer	Nag	Nagaland
Chn	Chandigarh	NFHS	National Family and Health Survey
Cht	Chhattisgarh	NFSA	National Food Security Act
DD	Daman and Diu	NHDR	National Human Development Report
Del	Delhi	NRHM	National Rural Health Mission
DNH	Dadra and Nagar Haveli	NSDP	Net State Domestic Product
FAO	Food and Agriculture Organisation	NSS	National Sample Survey
FCI	Food Corporation of India	NSSO	National Sample Survey Organization
FPS	Fair Price Shop	Odi	Odisha
GDP	Gross Domestic Product	PDS	Public Distribution System
Goa	Goa	PEI	Policy Effectiveness Index
Guj	Gujarat	PIDI	Physical Infrastructure Development Index
Har	Haryana	PPP	Public-Private Partnership
HCR	Head Count Ratio	Pud	Puducherry
HDI	Human Development Index	Pun	Punjab
HDR	Human Development Report	Raj	Rajasthan
HP	Himachal Pradesh	RDA	Recommended Dietary Allowances
ICDS	Integrated Child Development Services	RoLI	Rule of Law Index
IFPRI	International Food Policy Research Institute	SC	Scheduled Caste
IMR	Infant Mortality Rate	Sik	Sikkim
IPC	Indian Penal Code	SLL	Special and Local Laws
IPPR	India Public Policy Report	SOI	Social Opportunity Index
JGU	Jindal Global University	ST	Scheduled Tribe
Jhk	Jharkhand	TN	Tamil Nadu
JK	Jammu and Kashmir	Tri	Tripura
JSGP	Jindal School of Government and Public Policy	UNDP	United Nations Development Programme
Kar	Karnataka	UNICEF	United Nations Children's Fund
Ker	Kerala	UP	Uttar Pradesh
Lkh	Lakshadweep	Utk	Uttarakhand
LOI	Livelihood Opportunity Index	WB	West Bengal
Mah	Maharashtra	WHO	World Health Organization