



# Indian Institute of Public Administration (IIPA)

Puducherry Regional Branch

No.3, IV Floor, PWD Building, Le Eveche Street, Puducherry-605 001.  
www.iipa.org.in, www.iipapuducherry.in, Email:iipapuducherry@gmail.com  
Ph: 0413-2222354, Fax: 0413-2222354, 2337090, Mob:09345009639.



Ref : IIPA PRB/IIPAND/DGGI/2023

Date: 26.06.2023

To  
Director General  
IIPA, New Delhi.

Sir,

Sub: Submission of Study Report of DGGI and PPT of Puducherry District, Puducherry.U.T.Reg:-

Ref: Your office No.:Admn./m/5(6/3)2023 Dated 12.01.2023, 14.03.2023.

Our Letter Ref: IIPA PRB/IIPAND/DTG/2022-23, Dated 14.12.2022

\*\*\*\*\*

Thank you very much for giving the opportunity for preparing DGGI study Report for Puducherry District, Puducherry. U.T. The formulation of DGGI is a pioneering and novel effort of the IIPA by which Puducherry has attained the distinction of being the Union Territory in India. In Puducherry, the data on 10 Sectors 89 indicators was collected to assess the comparative performance of Puducherry district. It was a process of comparing through a data driven platform, the quality of governance in district though they are economically, socially, and culturally diverse and different.

Continue...



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I trust that the formulation of DGGI on empirical data and evidence based approach for measuring performance, will assist the government in addressing specific gaps through a dynamic process of assigning of weights and ranking to foster healthy competition among district. It will immensely add value to decision making, allocation of resources and design of policies and programmes of the government. By making the DGGI an annual feature and a move towards sustainable data collection protocol, it is hoped that the base line data developed will assist in bridging the performance gaps while keeping the real-time check on the credibility, quality and outreach of governance to the citizenry.

DGGI shall be used as an innovative tool for measuring performance of districts and also niche sectors. This shall help the UT in perspective planning, the developmental gaps thus shall be identified and funding anomalies can be corrected.



Dr. R. R. Dhanapall,  
Chairman,  
IIPA-Puducherry Regional Branch,  
Puducherry.



## **Project on Documenting District Level Governance in Puducherry, U.T., India Institution, Structure & Systems**

**Project Coordinators**

**Dr. R.R. Dhanapal, & Prof. Raji Sugumar  
Indian Institute of Public Administration (IIPA)  
Pudcherry Regional Branch**



2023

Project

On

**Documenting District Level  
Governance in Puducherry, U.T., India**

**Design, Develop and Implement District Good  
Governance for the U.T. of Puducherry  
Institution, Structure & Systems**



# BACKGROUND

## GOOD GOVERNANCE WILL BE!

- **Characteristics that inculcate**
- **Efficiency & Effectiveness,  
Accountability**
- **Public participation**
- **Absence of corruption**
- **Governance structure & processes.**





**OUR GUIDING LIGHT**





புதுச்சேரி  
PUDUCHERRY

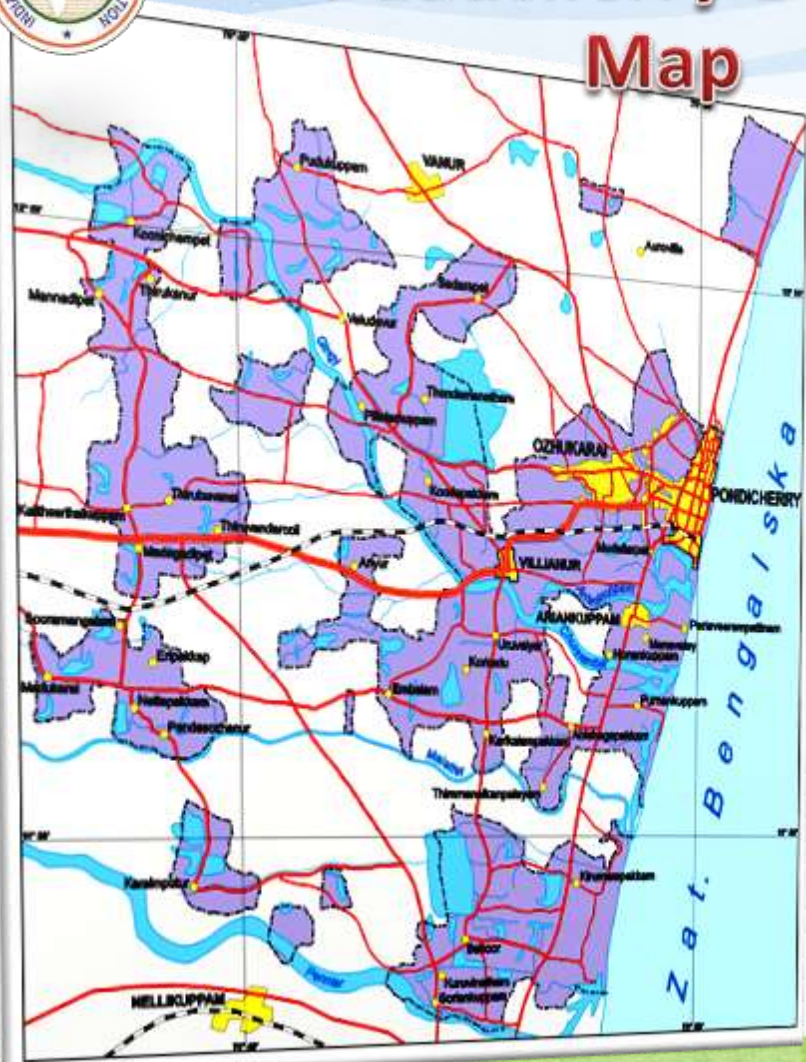
# FRAMEWORK DIST. GOOD GOVERNANCE INDEX FOR PUDUCHERRY





# Puducherry District

## Map



### Complete List of Area in Pondicherry

1	Abishegappakam	11	Karikalambakkam	21	Manamedu	31	Nellithoppe	41	Sedarapet	51	Thiruvandarkoil
2	Ariyankuppam	12	Kariyamanikam	22	Manapeth	32	Nettapakkam	42	Seliamedu	52	Thondamanatham
3	Ariyur	13	Kattenikuppam	23	Mangalam	33	Ozhugarai	43	Sellipet	53	Tirukkanur
4	Bahoor	14	Kijour	24	Mannadipattu	34	Pillayarkuppam	44	Sorapattu	54	Vadhanur
5	Calapet	15	Korkadu	25	Mottoupalayam	35	Pondicherry	45	Sri Aurobindo Ashram	55	Veerampattinam
6	Coudapakkam	16	Kottakuppam	26	Mouroungapakkam	36	Pondicherry University	46	Suthukeni	56	Venkata Nagar
7	Courivinatham	17	Kuilapalayam	27	Moutrepaleam	37	Pooranankuppam	47	Thattanchavady	57	Vimacoundinpaleam
8	Dhanvantry Nagar	18	Lawspet	28	Mudaliarpet	38	Puranasingupalayam	48	Thengaithittu	58	Yanam
9	Embalam	19	Maducore	29	Muthialpet	39	Reddiyarpalayam	49	Thimmanaickenpalayam		
10	Karayamputhur	20	Madugadipet	30	Nallavadu	40	Saram(py)	50	Thirubuvanai		





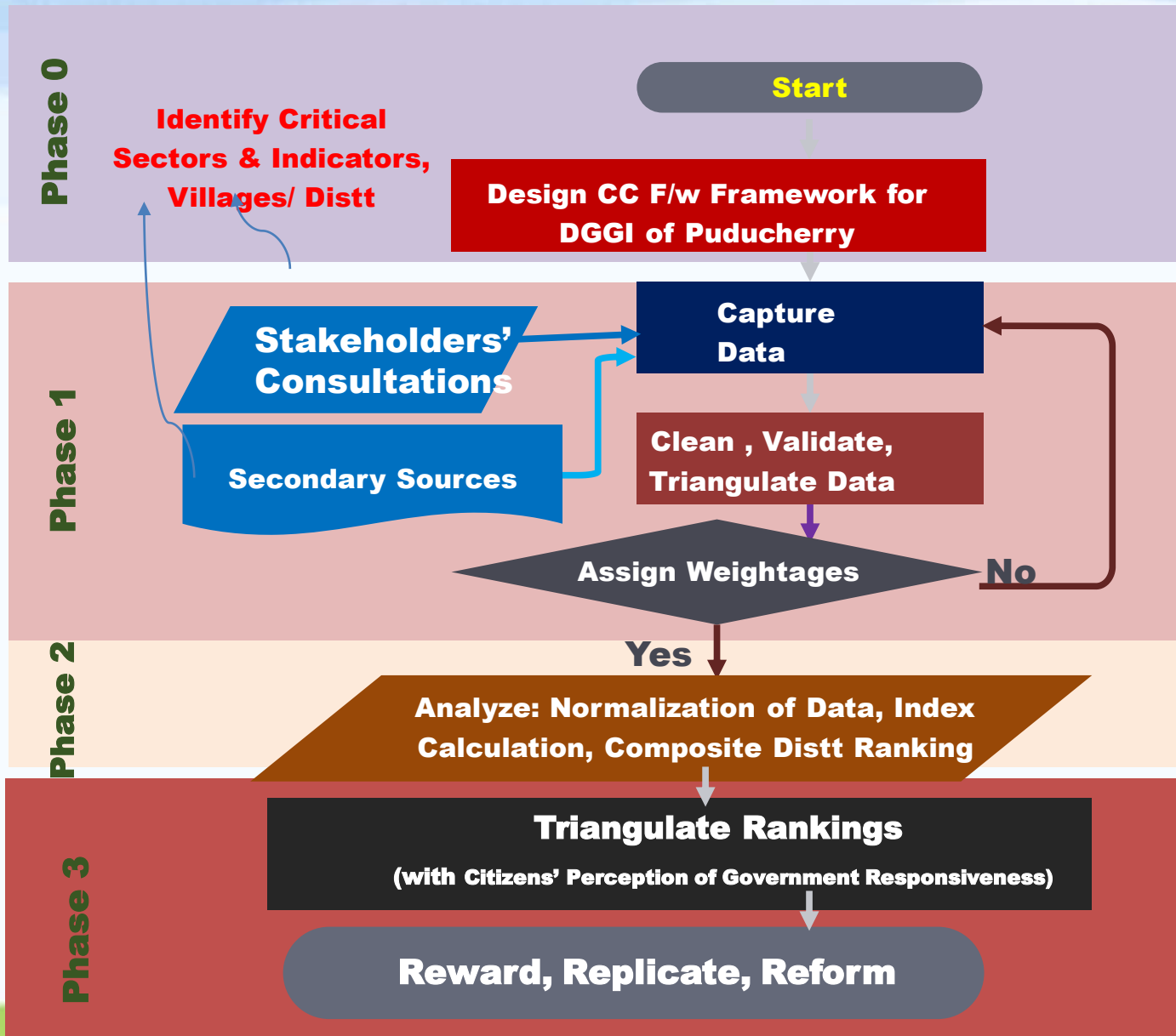
## Administrative Divisions of Puducherry

Taluks	Municipalities	Communes	Census Towns
Bahour	None	Bahour Nettapakkam	None
Uzhavarkarai	Uzhavarkarai	None	None
Puducherry	Puducherry	Ariyankuppam	Ariyankuppam Manavelly
Villianur	None	Mannadipet Villianur	Villianur

## Demography

Demographic	LabelValue
Area	294 Sq Km
No. of Revenue Divisions	4
No. of Taluks/Sub-Taluks	6
No. of Revenue Firkas	13
No. of Revenue Villages	72
No. of Gram Panchayats	71
No. of Municipalities	4
No. of Commune Panchayats	5
No. of Census Villages	62

# Project Methodology





# PROPOSED SECTORS FOR INDICATORS



**1.** Agriculture & Allied

**2.** Commerce & Industry

**3.** Human Resource Development

**4.** Public Health

**5.** Public Infrastructure & Utilities

**6.** Social Welfare & Development

**7.** Economic Governance

**8.** Judiciary & Public Safety

**9.** Environment

**10.** Citizen Centric Governance





# SELECTING INDICATORS : GUIDING FORCE OF GG & A SMART APPROACH



**Simple**

(Easy to Capture, Validate, Not too many)



**Measurable**

(Primarily Quantitative)



**Available**

(Used in GGI or Closely Represent/prox y GGI Indicator)



**Reliable**

(Published data by State Government)

**Replicable**



**Timely**

(Updated Values at the Time of Collection & available to be captured in Recursive)

PUDUCHERRY

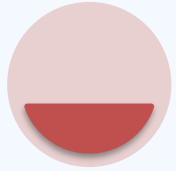


# GG Sectors & No. of Indicators

Sector	No. of Indicators
	2020-2021
Agriculture & Allied	8
Commerce & Industry	14
Human Resource Development	11
Public Health	5
Public Infrastructure & Utilities	14
Social Welfare & Development	4
Economic Governance	14
Judiciary & Public Safety	8
Environment	8
Citizen Centric Governance	3
<b>Total</b>	<b>89</b>

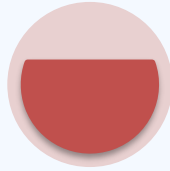


# AGRICULTURE & RELATED SECTORS



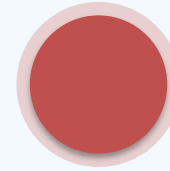
## Agri-Infra Support

- Mandis Linked to e-
- Mandis (e-NAM)



## Financial Support

- Crop Insurance
- Coverage
- (Agricultural Credit Disbursed)



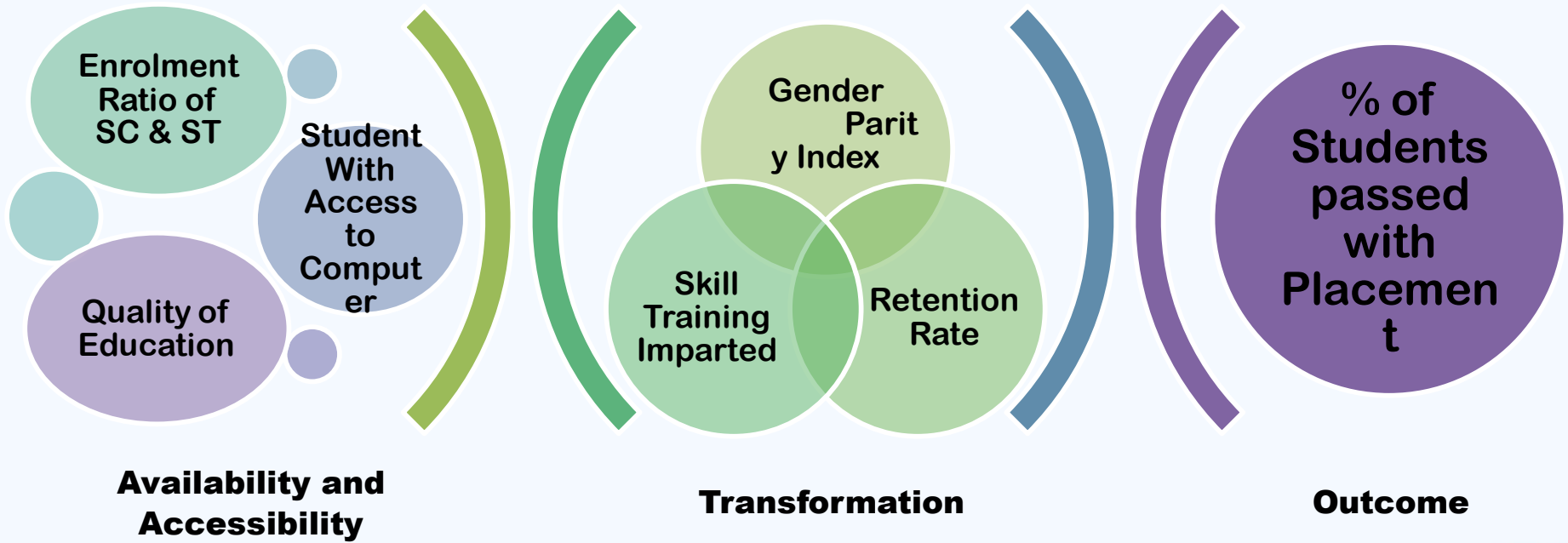
## Growth in Production

- Milk / Milk Products
- Food Grain Production
- Egg & Poultry
- Meat (Fisheries)
- Horticulture





# Human Resource Development Sector



# Normalization Formula

$$X_{\text{normalized}} = \frac{(X - X_{\text{minimum}})}{(X_{\text{maximum}} - X_{\text{minimum}})}$$



- $X_{\text{normalized}}$  is the standardized unit of district  $i$
- $X_i$  is the unstandardized unit of indicator value for district  $i$
- $X_{\text{max}}$  is the maximum value of the indicator value over all the districts
- $X_{\text{min}}$  is the minimum value of the indicator value over all the districts

Indicators which has least value is better, numerator of formula will be changed to  $X_{\text{max}} - X$



# COMPOSITE RANKING OF THE DISTRICTS



**Equal Weights Across Sectors**



**Stakeholder Consultations for Weights of Indicators Within Each Sector**



**Rewards & Suggestive Action Plan**



**Ranking of the Districts**





# Expectations

1. To finalise DGGI indicators for Puducherry
2. Finalize the Weightage of each Indicators
3. Nodal Officer of all Data related Coordination and other issues
4. Submit Published Data on above Indicators - both in soft copy and hardcopy with signatures of District Collector on all the data sheets
5. Verify Data and Submit the data sources
6. Two Success Stories (case studies) in Each Sector (Two Stories from Each Division of Puducherry)
7. Nodal Officer for Divisional Case Studies and Data collection and processing in each division
8. Provide all Relevant published Material and Video recorded In-depth of Key Functionaries involved in process/Citizen/stakeholders Feedback.



# Project Outcome

1. Citizen-Centric (CC) **conceptual framework** (f/w) of Puducherry DGGI indicators
2. Success stories of **District Good Governance**
3. **Status of DGGI Progress**
4. List the leaders, potential leaders, aspiring leaders and laggard Districts
5. Identify and **Reward the local best practices**
6. **Local best practices** Models which can be **replicated** in other districts
7. Suggestive **capacity building strategies**
8. Promoting **evidence-based policy making** and transformation of public service delivery in the state of Puducherry



# Project Team

- Project Directors- **Dr. R.R. Dhanapal, & Prof. Raji Sugumar**
- Research Officer – **D. Jeyavijayan**
- Research Assistant – Dr. M. Charumathi
- Technical advisor – Prof. P. Ashaa
- Technical support – Dr. R. Ramakrishnan
- **Team Co-ordinators:**

**Dr. R.R. Dhanapal, & Prof. Raji Sugumar**

([iipapuducherry@gmail.com](mailto:iipapuducherry@gmail.com), [rrdhanapad@gmail.com](mailto:rrdhanapad@gmail.com) - 9345009639)

## DISCLAIMER

- **IIPA Puducherry Regional Branch will not be responsible for any erroneous data**



# 1. Agriculture and Allied



	<b>Item</b>	<b>2019-2020</b>	<b>2020-2021</b>
<b>Growth of Production</b>	<b>Net area sown</b>	<b>9,757 Ha.</b>	<b>9,624 Ha.</b>
	<b>Gross area irrigated</b>	<b>17,488 Ha.</b>	<b>16,999 Ha.</b>
	<b>Rice Production</b>	<b>46,086 Metric Tonnes</b>	<b>40,651 Metric Tonnes</b>
	<b>Other Food grains Production</b>	<b>538 Metric Tonnes</b>	<b>432 Metric Tonnes</b>
	<b>Sugarcane Production</b>	<b>1,83,120 Metric Tonnes</b>	<b>1,60,080 Metric Tonnes</b>
	<b>Fish Production</b>	<b>Marine</b>	<b>15968.00 Metric Tonnes</b>
<b>Inland</b>		<b>4041.00 Metric Tonnes</b>	<b>1504.30 Metric Tonnes</b>





# 1. Agriculture and Allied



	Item	2019-2020
Animal Husbandry	Milk Production	35952 MTs.
	Egg Production	7369271 in. lakh No.
	Meat Production ( Livestock+Poultry)	9757.182 In Tonnes
	Poultry Production	9757.182 In Tonnes

Livestock Population							
Category	Cattle	Buffalo	Sheep	Goat	Pig	Others	Poultry
2019	71,984	2,395	2445	73630	880	34	235999
2012	59896	2109	1601	54950	1010	48	208721



# 1. Agriculture and Allied



Item	Year	Units
Percentage of agriculture Mandis enrolled in e-market	FY 2017-18	25.00 (in percentage)
Area Insured under all Insurance Schemes	2020	34.44 %
Primary Agricultural Credit Societies (As on 31-03-19)		48 No.
Percentage of Kisan Credit Card (KCC) Issued-2019		132.0(crore and Number in lakh)
Percentage of Soil Health Card (SHC) Distributed		19594-Cycle I 7074-Cycle II
Pradhan Mantri Fasal Bima Yojana - Crop insurance scheme (As on 31st July 2020)		4767 (in lakh)
Animals Vaccination given	185154- (2019-2020)	53761-2020-2021)



# 2. Commerce & Industry



## Labour Departments

- Confidential and Cabinet Department
- Home Department
- Appointments Department
- General Administration Department
- Education Department
- Local Administration Department
- Labour Department
- Medical and Public Health Department
- Legislative and Judicial Department
- Planning and Development Department
- Finance Department
- Revenue Department

## Offices are Functioning Under The Control of The Labour Department

- Puducherry Region Office of the Commissioner of Labour, Puducherry
- Office of the Labour Officer (Conciliation), Puducherry
- Office of the Labour Officer (Enforcement), Puducherry
- Office of the Labour Officer (Welfare Schemes), Puducherry
- Employment Exchange, Puducherry
- Special Employment Exchange for Physically Handicapped, Puducherry
- Government I.T.I. (Men), Puducherry
- Government I.T.I. (Women), Puducherry
- Government I.T.I., Nettapakkam, Puducherry
- Office of the Technical Officer (ATS), Puducherry

## Labour Department and its Branches

- Employment Exchange
- Industrial Disputes
- All matters relating to Labour and Labour Laws
- Resettlement of Labour
- Employees State Insurance
- Recruitment to the posts and Training , probation, posting, transfer etc., of officers and staff of  
the department other than those within the purview of the Appointment Department



# 2. Commerce & Industry



## Production and Employment of Manufacturing Industries

Items	Unit	2019-2020	2020-21
Number of Units	Nos.	9,396	9449
Total Employment Nos. 107581	Nos.	107581	108157
Total Investment	Rs. In Lakh	299351	302152
Total Production Capacity	Rs. In Lakh	NA	na

## Number of Small, Medium and Large Scale Industries and Workers

	2019-2020		2020-2021	
	No. of Industries	No. of Workers	No. of Industries	No. of Workers
Small Scale Industries	9,128	77,077	9,181	77,653
Medium Scale Industries	191	11,993	191	11,993
Large Scale Industries	77	18,511	77	18,511





## 2. Commerce & Industry



Item	Year	Units	
Production of Handloom Cloth under Co-operative fold	2019-2020	102 ( in ' 000 Mts)	
Joint Stock Companies at work - All Companies	2019-2020 (cumulative)	No. of Companies	Authorised Capital (Rs. In Lakhs)
		1362	391798.88
<b>Registration and placement effected by Employment Exchange</b>			
Items	2019-2020	2020-2021	
Total Number on live register	188367	207778	
Number of fresh registration	19,982	19,363	
Number of vacancies notified	1,313	693	
Percentage of vacancies notified to fresh registration	6.57%	3.57%	
Number of placement effected	31	22	



## 2. Commerce & Industry



<b>Item</b>	<b>Year</b>	<b>Units(No.)</b>
Persons provided employment as a percentage of persons who demanded employment under MGNREGA	2019	84.45
Percentage of Industries complying with waste water treatment as per CPCB norms	2019	87.66
Ease of Doing business score	2019	15.65
Percentage of unemployment rate	2019	10.30
Labour force participate rate	2019	42.20
Development of Handicrafts	2020-21	287 persons
	<b>2018-19</b>	<b>2019-20</b>
<b>Item</b>		
Total No. of MSMEs registered	2693	3512
States Startup Ranking Results 2021	2018 Beginners	2021 Aspiring Leader (Category B)



# 3. Human Resource Development



<b>Population-2011 Census</b>	
<b>Item</b>	<b>Units -Person (%)</b>
Population	950289-(76.1)
Urban	657209-(69.2)
Rural	293080-(30.8)
Male	468258-(49.3)
Female	482031-(50.7)
Age 0-6 population	99838-(10.5)
Decadal growth	29.2 %
<b>SC population-2011 Census</b>	
SC population	152406 -(16.0)
Urban	66782- (43.8)
Rural	85624 -(56.2)
Male	74129-(48.6)
Female ,	78277-(51.4)



# 3. Human Resource Development



## Population by Religion-2011 Census

Item	Units -Person (%)
Hindus	855294 -(90.0)
Muslims	32674-(3.4)
Christians	58328-(6.1)
Sikhs	245
Buddhist	366
Jains	1328
Others	147
Not stated	1907

## Literacy Rate

Persons	85.4 %
Male	91.2 %
Female	79.9

School	No. of Institutions	No. of Students (All classes)	Teacher pupil Ratio
Primary School-2020-21	177	19917	1:18
Middle School-2020-21	53	9711	1:14
High School-2020-21	43	45118	1:11
Higher Secondary (including Junior college) - 2020-21	147	125229	1:15
No. of Colleges -2020-21	Govt-38 and Private-107	-	-





# 3. Human Resource Development



<b>Higher Education Index-2019-20</b>	<b>UT of Puducherry</b>
Population in the age group of 18-23	1,60,906
Gross Enrolment Ratio (GER) (No. of students enrolled/ Population in the age 18-23)	46.4
Gender Parity Index (GPI) (No. of female enrolled/No. of Male enrolled)	1.24
Teacher : Students Ratio	1 : 11
College Population Index (CPI) (No. of Colleges per lakh Population in the age group of 18-23)	46
Average Enrolment per College	569
Total Enrollment	68279
Proportion of trained teacher, by education level (primary, upper primary, elementary, secondary and higher secondary education)-2019-2018	99.14 %
Proportion of schools with separate toilet facility for girls-20017-18	101.41%



# 4. Public Health



Item	Year	Units
Birth Rate	SRS 2019	13.3
Death Rate	SRS 2019	6.8
Infant mortality rate (per 1000 live births)	31st July 2020	9
Under 5 mortality rate (per 1000 live births)	31st July 2020	17
Percentage of Institutional Delivery	2008-09	47332
Home Deliveries	2008-09	57
Proportion of Anganwadis with own buildings	2021-22	661
Percentage of households with any usual member covered by any health scheme or health insurance	2019	32.80
Proportion of the population (out of total eligible population) receiving social protection benefits under Maternity Benefit	2019	21.4
National Programme of Immunization For Pregnant Women	2019-2020	Td (1)-13206
		Td (2)-12287
		Td (B)-1525
Registered Scan Centre	2019-20	Govt- 8
		Private-87



# 4. Public Health



## Govt. of Puducherry Institutions-2021-22

Item		Units(No.)
Hospitals		5
CHCs		2
PHC (Urban)		12
PHC (Rural)		15
Sub-Centre (Urban)		17
Sub-Centre (Rural)		35
Medical College and Hospital		2
Dental College and Hospital		1
Chest Clinic		1
Physical Medicine & Rehabilitation Centre		1
Community Health Centres		2
Primary Health Centres		27
Sub-centres		56
ESI Dispensaries		11
Item	2019	2020
Deaths due to various causes	12923	NA
Deaths by different age groups	13255	NA



# 5. Public infrastructure & Utilities



PUBLIC UTILITIES			
Banks	1	Colleges/Universities	12
Electricity	1	Hospitals	1
Municipalities	2	NGOs	1
Postal	12	Schools	1

Item	Year	Units
Number of homeless households per 10,000 households	2019	2.20
Percentage of households having improved source of drinking water (Percentage of population having safe and adequate drinking water in Rural areas)	2019	99.40
Percentage of households with Individual Household Toilets	2019	100(Rural ) 59.02(Urban)
Percentage of schools with separate toilet facilities for girls	2019	100



# 5. Public infrastructure & Utilities



<b>Households-2011 Census</b>	
<b>Item</b>	<b>Units(No.)</b>
<b>Total No. of Households</b>	<b>230703</b>
<b>No. of Households without Latrine facility</b>	<b>72744</b>
<b>Permanent (HH)</b>	<b>183147</b>
<b>Semi-permanent (HH)</b>	<b>19253</b>
<b>Temporary (HH)</b>	<b>26853</b>
<b>Normal (HH)</b>	<b>230765</b>
<b>Institutional (HH)</b>	<b>304</b>
<b>Houseless (HH)</b>	<b>444</b>





# 6. Social Welfare & Development



Item	Year	Units
Average Days of Employment provided per household under MGNREGA	13-12-2022	
Atal Pension Yojana: No. of Beneficiaries per 1 lakh population	2019-20	22,854 (Women) 6 (Transgender)
Aadhaar Saturation Report ((Estimated population-2022)	As on 31-03-22	1650921 Nos.
DRDM – Rajiv Gandhi Social Security Scheme for poor families	26/11/2022	336 nos.
L.P.G. Domestic customers in the Union Territory	No. of Customers as on 31.03.2021 (active)	3,00,323

Ration Cards -As on 31-03-22	
Cards	Units-No.
APL (Yellow card)	1,23,506
BPL cards	1,41,273
All Ration cards	2,64,779



# 6. Social Welfare & Development



Item	Year	Units-%
Percentage of population living below National Poverty line	2019	9.69
Proportion of women account holders under PMJDY		0.56
Proportion of seats held by women in Panchayat Raj institutions		46.14
Percentage of Scheduled Caste Sub-Plan Fund utilized		88.28
Houses completed under Pradhan Awas Yojana (PMAY) as % of net demand assessment for houses		21.96
Installed Sewage treatment capacity as a proportion of sewage generated in urban areas		0.50
Percentage of ground water withdrawal against availability		74.33
Number of Differently Abled persons by Type during	2020-2021	15685
Number of Differently Abled persons by Age Group	2020-2021	15685



# 7. Economic Governance/Financial Inclusion

## State Income-2021-22(AE)

Item	Units (in crore)
Gross State Domestic product (at Current prices)	38285.03
Net State Domestic product (at Current prices)	34829.72
Per Capita Income	2,16,495

## Banking - As on 31-03-22

Item	Units(in crore)
No. of Scheduled Commercial Banks, PSCB, PCCLDB & RRBs/Branches	198
Deposits	18698.91
Credit	14045.92
Population per Bank	4799 Persons

Item	Year	Units (in crore)
Number of banking outlets per 1 lakh population	2021	14.50
Percentage of Households with a bank account	2021	100



# 8. Judiciary and Public Safety



Item	2019	2020
Number of Police stations	54	54
Number of Out- Posts	8	8
Total strength of Police Force (Nos)	3455	3455

Item	2019	2020
Number of Accidents on Roads	1392	941
Number of persons killed	93	87
Number of persons injured	1721	1093
Number of vehicles involved	2295	1597



# 8. Judiciary and Public Safety



<b>Items</b>	<b>2022</b>	<b>2021</b>
<b>Number of Murders</b>	<b>29</b>	<b>19</b>
<b>Dacoity</b>	<b>3</b>	<b>4</b>
<b>Robbery</b>	<b>15</b>	<b>14</b>
<b>Housebreaking</b>	<b>34</b>	<b>47</b>
<b>Motor vehicle Theft</b>	<b>155</b>	<b>90</b>
<b>Rioting</b>	<b>19</b>	<b>18</b>
<b>Kidnapping and abduction</b>	<b>17</b>	<b>31</b>
<b>Rape</b>	<b>9</b>	<b>2</b>
<b>Others/IPC Crimes</b>	<b>5</b>	<b>5</b>
<b>Miscellaneous</b>	<b>2088</b>	<b>1036</b>





# 9. Environment



## Details of Solid Waste Generation in Municipalities

<b>S.No.</b>	<b>Name of the Municipality</b>	<b>Total Population as per census 2011</b>	<b>Total Quantity of waste generation in TPD</b>
<b>1</b>	<b>Puducherry</b>	<b>2,44,700</b>	<b>170</b>
<b>2</b>	<b>Oulgaret</b>	<b>3,00,104</b>	<b>170</b>
<b>Details of Solid Waste Generation in Commune Panchayats</b>			<b>138.5</b>
<b>Plastic waste generation</b>			<b>20</b>
<b>Hazardous waste generation</b>			<b>34044</b>
<b>Percentage of total land area covered under forest</b>			<b>10.95</b>



# 9. Environment



<b>Details of Solid Waste Generation in Municipalities</b>				
	<b>2019-2020</b>		<b>2020-2021</b>	
	<b>Area (In hectares)</b>	<b>% to Total</b>	<b>Area (In hectares)</b>	<b>% to Total</b>
<b>Forests</b>	<b>393</b>	<b>0.81</b>	<b>393</b>	<b>0.81</b>
<b>Length of tidal influenced inland water bodies like rivers and creeks</b>	<b>61.54 kms</b>			
	<b>Items</b>		<b>December-2019</b>	
	<b>HTL Length along coastline in Kms.</b>		<b>22.23</b>	
	<b>HTL Length along Rivers / Creeks in Kms.</b>		<b>61.54</b>	
	<b>Mangroves (CRZ - IA)</b>		<b>0.23</b>	
	<b>50m Buffer from Mangroves (CRZ - IA)</b>		<b>0.74</b>	
	<b>No. of Industries Rain Water Harvesting Structures were Constructed</b>		<b>649 nos.</b>	
<b>Hazardous Waste Generation</b>			<b>No. of Industries</b>	<b>Total (TPA)</b>
			<b>120</b>	<b>38037</b>



# 10. Citizen Centric Governance



Item	Units
Status of Grievance Redressal	
Percentage of Govt. Services Provided to Citizens Online to total services as per Guarantee Act	12
The number of CSCs proposed	35