

**The Language of the Government  
A study of websites of Indian States**

**By**  
**Mangesh Karandikar**  
**Head, Department of Communication and Journalism,**  
**University of Mumbai**  
**[mangesh.karandikar@gmail.com](mailto:mangesh.karandikar@gmail.com)**  
**+91229869281084**

**ABSTRACT:**

*With several languages and dialects being spoken in India, it is important that the official media of the state governments communicate with the people in a language that they understand. While the printed official content is usually available in the official language of the state, no government can ignore the fast rising population of neo-literate netizens who expect the content to be available on the official websites in the official language. Along with language, design is another feature of the website which is often ignored. Design plays an important part in how the netizen views or browses through the website. This research examines chiefly the language and the design features of government websites in India using an integrated quantitative approach.*

**Introduction**

The internet is arguably the most convergent medium today. The applications developed for the internet facilitate communication through text, audio, video, online discussion forums, blogs, guest books, community sites, web casting, banner advertisements and also enable commercial transactions. In a democracy, it is important that the Government interacts with the public which has chosen it to govern them. Internet provides an opportunity to the Government to communicate with the common man without incurring the exorbitant costs of the traditional media like newspapers, television and the radio. With internet penetration increasing at the rate of about 16 percent every year, the large user base of netizens can not be ignored by any Government, hence making Government websites an important communication tool.

### **A Review of Literature**

The rapid technical advances in communication technologies have revamped the way Governments communicate with the public. The websites have now become the conduit of information between the governments and the general public. True, the digital divide amongst the populace is a hindrance, but no government body can now ignore the estimated 40 crore netizens in India.

Ideally new uses of technology should enable governments to rethink how they provide services to citizens. Metro cities, states, municipalities are increasingly using their websites for e-governance and also to improve services.<sup>1</sup> This adds a new dimension to the relationship between the government and the governed.

The Internet is a very important tool which can enable creation of knowledge-based economy as evident in India which has a very large population of internet savvy technical support youngsters working in BPOs and KPOs generating a tremendous amount of revenue.(Latifah, 1999).<sup>2</sup>

Apart from generating wealth in general, the pressure generated by the Internet and the global information technology drives governments to increase accountability and transparency. The Internet has provided access to the public to documents which in the past had to be procured through a long process. Also, there was a resistance to transparency and also to giving away information, even when it was non-classified. The parameters set by government bodies for designing state owned websites have also increased the chances of the public being able to interact with the government especially for information. The presence of facility to ask questions, the presence of link to 'RTI Rules' on the government owned websites have forced the civil servants to be more transparent.<sup>3</sup> Perhaps one of the most considered questions in discussions of the political potential of the Internet is its ability to provide an alternative institution of civil society in nations that lack a tradition of an accessible public sphere.<sup>4</sup>

Studies have identified the specific functions of the Net. In terms of the provision of information, websites function to provide information and act as information clearing houses (Ayres, 1999).

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<sup>1</sup> Christine Bellamy, "Chapter 9 Moving to E-Government," *Public Management & Governance*, ed. Tony Bovaird and Elke Löffler (New York: Routledge, 2003) 123, *Questia*, Web, 21 Nov. 2009.

<sup>2</sup> K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., *Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 2, *Questia*, Web, 24 Nov. 2009.

<sup>3</sup> K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., *Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 2, *Questia*, Web, 24 Nov. 2009.

<sup>4</sup> K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., *Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 12, *Questia*, Web, 24 Nov. 2009.

The capacity of the Net to serve as a technology for organization and mobilization is demonstrated by the presence of online protests and online drives (Hurwitz, 1999). Online forums function as a space for discussion and re-education of citizens about participation in public affairs (Klein, 1999). Summarizing the capabilities of the Net, Tambini (1999) specifies four functions: information provision, measure preferences (through e-surveys, expression of opinions in forums), deliberation (through online forums), and will formation (via online protests, online drives).<sup>5</sup> It has also been found that where economic growth is languishing, Internet growth also lags. Where economic development is vigorous, as in much of Asia, then the Internet becomes a significant manifestation of growth, and in turn a major driver of it.<sup>6</sup> In September, India had 35.8 million Internet users (excluding visits from net cafes and handhelds), up 17% year-on-year, according to web metrics firm comScore. India's growth rate is the third highest in the Asia Pacific region, China and Japan surpassing the country both in absolute number of users and in growth rates.<sup>7</sup>

Technology will improve governments' ability to provide services to its citizens. However, technology is not a solution and the success of e-governance will probably depend on creating and implementing strategies that will address the 'digital divide'. An element which could be of crucial importance in addressing the digital divide is language. In India, especially, with several languages and dialects it is of utmost importance that the government websites are available in Indian languages to allow the public to participate and be informed, thus making them partners in overall development of the country.

### **Language of the website**

Robin Jeffrey examined the developments that characterized the Indian-language press for thirty years (1976-1996) against the background of Indian politics after the Emergency and found that the circulation of newspapers increased five fold and that the winners of this newspaper revolution were the vernacular newspapers.<sup>8</sup> The boom of Indian-language newspapers transformed readers into consumers at the same time as it met their increased desire for information and political participation.<sup>9</sup> Three factors were responsible for the newspaper

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<sup>5</sup> K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., *Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 11, *Questia*, Web, 24 Nov. 2009.

<sup>6</sup> Tim Beal, K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., *Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 11, *Questia*, Web, 24 Nov. 2009.

<sup>7</sup> <http://contentsutra.com/article/419-internet-users-in-india-grow-17-y-o-y-to-35.8-million-growth-rate-lower/>

<sup>8</sup> India's Newspaper Revolution: Capitalism, Politics, and the Indian-Language Press 1977-1999, Robin Jeffery

<sup>9</sup> Richard Ohmann, *Selling Culture: Magazines, Markets, and Class at the Turn of the Century*, London: Verso, 1996

revolution – literacy, purchasing power and political awareness. This clearly emphasizes the importance of publishing content in vernacular language on the internet. Since government websites are a channel for communication between the ruler and the ruled, ideally all government websites should have their pages made in at least one vernacular language.

Researches have suggested that there is a linkage between internet usage and the language of the websites. There is evidence that suggests that internet penetration increases when the content on the websites is available in the language which is more widely used in a particular region. In Asia, Singapore's high English competency helps its access to the international Internet while the Chinese economies have the advantage of a large common language area. Thailand, on the other hand, has neither of these advantages and this may be a reason for its low Internet rate.<sup>10</sup>

The language of the Internet has been a very important factor not in terms of penetration of the internet but also in the way it is used. The growth of Internet in a region is also affected by local physical infrastructure, political, social, and cultural constraints. Successful practitioners will be those who are aware of local differences and conditions and adjust their operations, where justified, for best fit. The traditional language of the Internet has been and will probably remain English, especially for companies with markets that cross linguistic boundaries. However, in many places, particularly in Asia what is needed is vernacular Internet.

A few years ago emails and websites, were virtually exclusively in English. In India now, they are increasingly in Indian languages. First the development of dynamic fonts by some of the companies enabled the web designers to create website in vernacular languages. Now with increasing use of Unicode, it has become cheaper and convenient to create vernacular language websites. Unicode has not only brought down the costs in creating vernacular websites, but also made it simpler because of the transliteration facility that comes along with it. This has also enabled most of the e-mail programs to facilitate typing in vernacular languages. This has possibly been the reason for continuous surge in the number of Internet users in our country.

### **The Importance of Design**

“Page design is the most immediately visible part of web design” (Nielsen, 1999, p. 17). The layout of the web page, the organization of links and different sections on the web page and

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<sup>10</sup> *Tim Beal, K. C. Ho, Randolph Kluver, and Kenneth C. C. Yang, eds., Asia.Com: Asia Encounters the Internet* (New York: RoutledgeCurzon, 2003) 11, *Questia*, Web, 24 Nov. 2009.

optimal use of graphics have equal importance in deciding the users' perception about a website (Mullet,1995), (Sears, Jacko, and Dubach, 2000), (Diaper and Waelend, 2000). Avi Parush et al, conclude in their study that visual layout of the web page could determine the performance and usability of the website.<sup>11</sup> The associative, selective and ordering capabilities of graphic features make them important in a website design; better the design and placement of the graphic elements, better is the ability of the user to grasp the content with more clarity. (Baker & Wickens, 1995; Haber & Wilkenson, 1982).<sup>12</sup> Another study conducted by Jacob Nielsen<sup>13</sup> using eyetracking heatmaps reveals a more thorough understanding of how users 'read' a website. The study shows that users often read web pages in an F-shaped pattern: two horizontal stripes followed by a vertical stripe. Users first read in a horizontal movement, usually across the upper part of the content area. This initial element forms the F's top bar. Next, users move down the page a bit and then read across in a second horizontal movement that typically covers a shorter area than the previous movement. This additional element forms the F's lower bar. Finally, users scan the content's left side in a vertical movement. Sometimes this is a fairly slow and systematic scan that appears as a solid stripe on an eyetracking heatmap. Other times users move faster, creating a spottier heatmap. This last element forms the F's stem.

Thus, it is important to have a good design to attract the user to the website and also to increase the time the user spends in browsing through. In this study, a special emphasis will be given to the 'F' reading pattern of websites of political parties in India.

### **Method of Study**

This researcher had studied websites of political parties in India during which through literature, several features to study them were decided upon. However, for this study, the most important document found was that generated by the National Informatics Centre, Department of Information Technology, Ministry of Communications and Information Technology, Government of India.<sup>14</sup> This document contains recommended guidelines for development and management of government websites and Portals in India. The primary objective of these guidelines is to ensure that Indian Government websites, belonging to any constituent of the Government, at any level, are citizen centric and visitor friendly. This study has used this document to study the State

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11 The Impact of Visual Layout Factors on Performance in Web Pages: A Cross-Language Study Avi Parush, Carleton University, Ottawa, Canada, Yonit Shwarts and Avy Shtub, Technion – Israel Institute of Technology, Haifa, Israel, and M. Jeya Chandra, Pennsylvania State University, State College, Pennsylvania

12 Chris Forsythe, Eric Grose, and Julie Ratner, eds., Human Factors and Web Development (Mahwah, NJ: Lawrence Erlbaum Associates, 1998) 226, Questia, 4 May 2009 <<http://www.questia.com/PM.qst?a=o&d=78587767>>.

13 [http://www.useit.com/alertbox/reading\\_pattern.html](http://www.useit.com/alertbox/reading_pattern.html) accessed on May 30, 2009

14 <http://web.guidelines.gov.in/guidelines/index.php?X>

Government websites. Initially websites of all the states were selected. However, for analysis, some data had discrepancies, hence was not considered. Also, some of the parameters mentioned in the documents were not measurable/testable, hence were not considered. The parameters tested accordingly are termed as 'Functional Features'. Along with the functional features, all sites were tested to see if they were available in local/state language and also if they adhere to the 'F' Pattern of design as explained previously in this document.

Following parameters from the NIC document were tested:

**Functional Features**

**1 Government of India Identifiers**

- Emblem/Logo
- Ownership information
- Title of home page

**2 Building Confidence**

- Copyright policy
- Source of all documents mentioned

**3 Scope of Content**

**Primary Content**

- About Us
- Schemes mentioned
- Information on services
- Circulars & Notifications
- Tenders & Recruitments
- News & Press Releases
- Contact Us

**Secondary Content**

- Presence of discussion forums
- No broken links

**Tertiary Content**

- Feedback section
- Help
- Complete information downloadable material including documents.
- Website is free from offensive/discriminatory language.

**4 Quality of Content**

- Home page and every important entry page of website displays the last updated /reviewed date.
- Clear and simple language has been used throughout the website.
- The language is free from spelling and grammatical errors.
- All information, which is of direct importance to the citizen, is accessible from the Homepage.

**5 Design**

- Visual/textual identity elements highlighting the Government's ownership of the website are prominently placed on the page.
- A consistent page layout has been maintained throughout the website.
- National identity symbols like Flag, National Emblem etc., are in a proper ratio and colour.
- All pages on the website have a link to the home page.
- The positioning and terminology used for navigation items and navigation scheme is consistent across the website.
- Search Box
- Site map

**Design:** For studying design, the researcher has concentrated on the F-shaped reading pattern as mentioned above. For this, the researcher has captured a screenshot of the home page of every website and overlaid an F shape on top of it, just below the mast head of the website. Apart from the F pattern, the researcher has noted the presence or absence of graphics and animated elements and their placement on the home page.

To analyse the data gathered, indices were calculated for each aforementioned category to compare the different website components in a clear and uniform way. Therefore, the number of website features found was divided by the total number of website elements available in that class, thus resulting in an index quotient for each category between 0 (all elements absent) and 1 (all elements present). Wherever a feature was found not to be functioning, it has been marked as not available.

### **Sampling**

This study has used this document to study the State Government websites. Initially websites of all the states were selected. However, for analysis, some data had discrepancies, hence was not considered. A total of 21 state government websites were studied.

### **Limitations**

1. Due to paucity of time discrepancies detected could not be retested.
2. A more detailed data collection could not be made.

### **Research questions**

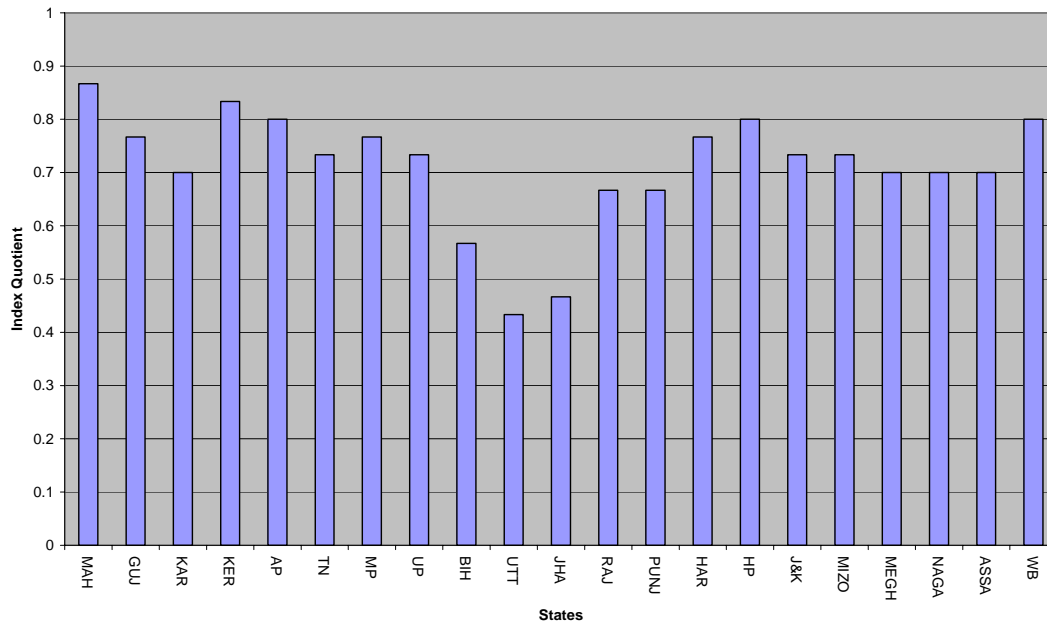
Do the websites of Indian governments confirm to the F Pattern of viewing a website?

Do the websites of Indian Governments follow the guidelines set by the Ministry of Communications and Information?



**Observations:**

Table 1: Index quotient for website functions



**Functional Features**

Observations indicate that most of the government websites do follow most of the norms set by the National Informatics Centre. In fact many of the sites have been designed by the NIC. However, there are some features are rather conspicuous by their absence. Most of the sites do not indicate the date on which they have been updated. Most of them also do not have a ‘Help’ section and also ‘Search’ section/link. Some sites like Uttarakhand and Bihar fare very poorly in terms of number of features present. Many sites do not have discussion forums, however, most of them have a feedback section/link. The states of Maharashtra, Kerala and West Bengal have the maximum number of features present.

**Design features:**

Almost all the websites do not follow the standard F-Shaped pattern that is used by the commercial or political sites. There seems to be typical design trend, probably because of the norms laid down by the NIC, which compels the designers to place most of the links around a central section which usually has a graphic and a few important links that highlight the schemes, tourism spots or important, current information about the state. Instead of the F-Shaped pattern of website design, hence, the web designers of government websites follow a U-Shaped pattern. The

only glaring exception was that of Jammu and Kashmir which is different with a large central graphic and links placed in an unusual order.

**Language:**

From the literature, it is clear that language is probably the most important feature that can draw and hold the attention of the visitor. However, very surprisingly, though it has been mentioned in the norms of NIC, many websites do not have content in an Indian language. This is a major lacuna and will to be rectified by those states. This researcher was surprised to find that the websites of the states of Kerala and Gujarat did not have a vernacular section, at least not clearly mentioned. Jharkhand is a new state. However, the website of the state of Bihar did not have a link to a Hindi website which is extremely surprising. In fact only six of the twenty-one state websites analysed had a vernacular version.

**Conclusions:**

The peculiar U-Shaped pattern of the government websites indicate that these websites do at least try to follow the norms set by the Information Ministry. However, a good government website would include all the functional features along with an Indian language version. For ease of use and for attracting and holding the viewers on to the website, along with enabling the users to participate and be partners in good governance, features like search, feedback, discussion forums, perhaps even a chat room, should be present. From the observations, it is evident that though specified clearly by the National Informatics Centre, many states do not follow the norms. Most of the states have not developed a vernacular version of their websites. This is a major lacuna and would prevent active participation of the public. This seems to indicate that most of the state governments use their websites only to inform the public, but do not encourage their active participation in good e-governance. This study also seems to indicate that where the websites have the lowest score, the economic growth is also low or vice-versa. The government has reached the public, but at least through the websites, democracy probably has not.

**Scope for further research:**

A more exhaustive study could reveal more interesting aspects on how the governments look at the internet as a medium of communication and participation. More detailed observations and analysis is possible by including all the parameters in the NIC document. A further research could also be done by interacting with the NIC and the web designers of the state government web designers.

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Appendix I

	Parameters/States	MAH	GUJ	KAR	KER	AP	TN	MP	UP	BIH	UTT	JHA	RAJ	PUNJ	HAR	HP	J&K	MIZO	MEGH	NAGA	ASSA	WB
1	<b>Government of India Identifiers</b>																					
	Emblem/Logo	1	1	1	1	1	1	1	1	1	0	0	1	1	1	1	1	1	1	1	1	1
	Ownership info	1	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1	1
	Title of home page	1	1	1	1	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1
2	<b>Building Confidence</b>																					
	Copyright policy	1	1	0	1	1	1	1	1	0	0	0	0	0	1	1	1	1	1	1	1	1
3	<b>Scope of Content</b>																					
	<b>Primary Content</b>																					
	About Us	1	1	1	1	1	1	1	0	0	1	1	0	1	0	0	1	1	1	1	1	1
	Schemes	1	1	1	1	1	0	1	1	0	0	0	1	1	1	1	1	1	0	0	1	1
	Info on services	1	1	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1
	Circulars & Notifications	1	1	1	1	0	0	1	0	1	0	0	0	1	1	1	1	1	1	1	1	1
	Tenders & Recruitments	1	1	1	1	1	1	1	1	1	0	1	0	1	1	1	1	1	1	1	1	1
	News & Press Releases	1	1	1	1	0	1	1	0	1	1	0	0	1	1	1	1	1	0	0	1	1
	Contact Us	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	0	1	1	1	1
	<b>Secondary Content</b>																					
	Discussion forums	1	0	0	0	1	0	0	0	1	0	0	0	0	0	1	0	0	B	0	0	1
	No broken links	1	1	0	1	0	0	1	0	0	0	0	1	1	0	0	1	B	B	0	B	B
	<b>Tertiary Content</b>																					
	Feedback section	1	1	0	1	1	1	1	0	1	0	0	1	0	0	0	0	1	1	1	0	1
	Help	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	1	0	1
	Downloadable material including documents.	1	0	1	1	1	1	1	1	1	0	0	1	0	1	1	0	0	1	1	0	1
	No offensive /discriminatory language.	1	1	1	1	1	1		1	1	1	1	1	1	1	1	1	0	0	1	1	1
4	<b>Quality of Content</b>																					
	Last update info	0	0	0	0	1	0	0	0	0	0	0	1	0	1	1	0	0	0	1	0	0
	Clear and simple language	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	free from spelling and grammatical errors.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	B
	All information, importance to the citizen, accessible from Homepage.	1	1	1	1	1	1	1	1	0	1	1	0	0	1	1	1	1	1	1	0	1
5	<b>Design</b>																					
	Government's ownership prominently placed on the page.	1	1	1	1	1	1	1	1	1	0	0	1	1	1	1	1	1	1	1	1	1
	A consistent page layout	1	1	1	1	1	1	1	1	0	1	0	1	1	1	1	0	1	1	1	1	1
	National identity symbols	0	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1	0
	Link to the home page.	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Navigation scheme is consistent across the website.	1	1	1	1	1	1	B	1	1	1	1	1	1	1	1	1	B	1	1	1	1
	Search Box	1	1	0	1	1	1	1	1	0	0	0	1	0	1	1	1	1	0	0	1	1
	Site map	0	0	0	1	0	1	1	1	1	0	1	1	1	1	1	1	1	1	0	1	1
	Language	1	0	1	0	1	1	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0
	F Pattern	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0
	Index Quotient	0.9	0.8	0.7	0.8	0.8	0.7	0.8	0.7	0.6	0.4	0.5	0.7	0.67	0.8	0.8	0.7	0.7	0.7	0.7	0.7	0.8

