



# THIRD REPORT OF GARC

## JUNE, 2025

GUJARAT ADMINISTRATIVE  
REFORMS COMMISSION (GARC)

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**ABOUT GUJARAT ADMINISTRATIVE REFORMS COMMISSION (GARC):**

Administrative Reforms in India have focused on transparency, efficiency, accountability and decolonization of the administrative structure and processes. As we mark 75 years since the adoption of the Constitution, we take pride in the constitutional framework and administrative systems that guide our nation. The robust administrative frameworks ensured the effective implementation of constitutional values and the delivery of public services. As we rapidly progress towards fulfilling the aim of Viksit Bharat @2047, the Government of Gujarat will leave no stone unturned to contribute to this goal.

Gujarat has been a role model of good governance and a forerunner in implementing key central government schemes. It has also pioneered many tech-enabled service delivery platforms and grievance redressal services like the SWAGAT Platform. In this Amrit Kaal and the leap towards a developed nation, Gujarat is dedicated to enhancing its state capacity to match the growing demands of modern society in response to the increasing demands placed on government departments and an ever-evolving governance landscape.

The formation of the Gujarat Administrative Reforms Commission (GARC) was announced in the Budget (2025-26) of the Government of Gujarat, on 20<sup>th</sup> February, 2025. Consequent upon this, within a week, the Government of Gujarat constituted the Gujarat Administrative Reforms Commission vide Government Resolution dated February 25, 2025, which includes the composition of the Commission, Terms of Reference, and the duration. The Gujarat Administrative Reforms Commission (GARC) has been established to implement comprehensive administrative reforms. This initiative aims to enhance the state's structural framework, work methodologies, and operational processes. It will fundamentally strengthen the state's administrative system's efficiency, effectiveness, and responsiveness to future needs.

The GARC aims to work closely with all stakeholders and derive insights for administrative reforms using a bottom-up approach through a series of Focus Group Discussions (FGDs). The FGDs will be conducted with all stakeholders, experts and field practitioners from General Administration, Health, Education, and Revenue Departments, among others. Instead of focusing on department-wise recommendations, the GARC aims to initiate easy-to-implement 'general' reforms to build the culture of 'doing better' before pivoting to fundamental systemic issues.

The Gujarat Administrative Reforms Commission will adopt a whole-of-government approach and will deliberate on and provide recommendations regarding the following matters.:

- i. Administrative and Governance Structure
- ii. Rationalization of Manpower and Human Resources
- iii. Financial Management and Resource Optimization
- iv. Decentralization and Local Governance
- v. Technology and Innovations
- vi. Monitoring and Evaluation Structure



**INTRODUCTION:**

Administrative reforms are fundamental to responsive and progressive governance, especially for a dynamic state like Gujarat, which prioritizes citizen prosperity and efficient public service delivery. In an era characterized by rapid digital transformation and evolving citizen expectations, the mechanisms of public administration must continuously adapt, innovate, and simplify. This report undertakes a critical examination of Gujarat's administrative landscape, identifying key areas where strategic interventions can significantly enhance efficiency, transparency, and overall citizen satisfaction.

The core theme of this report revolves around leveraging digital infrastructure and systemic improvements to foster a truly citizen-centric government. Our recommendations primarily focus on optimizing public interactions and service accessibility. This includes the Convergence of Scholarship Schemes (recommendation 3.1) to simplify application processes, the establishment of a Citizen-Centric Portal with Consolidated Government Resolutions by Topics (recommendation 3.3) for enhanced policy awareness and transparency, and a significant improvement in service delivery through automated status updates via SMS/WhatsApp and enabled postal services for government certificates/documents (recommendation 3.5). Integrating Digilocker verification/code (recommendation 3.7) in all government applications will facilitate easy and secure retrieval of official documents, significantly reducing bureaucratic hurdles for citizens. Furthermore, a GIS-based Asset Inventory of all Government Assets and Services in Talukas and Villages (recommendation 3.4) is proposed to enhance social audits of government projects, making resource allocation more transparent and accountable to the public. We also recommend Enhanced User-Experience while using Public Transport (recommendation 3.6), which directly improves daily commuting for citizens. Comprehensive training of government employees and citizens will enable wider adoption of digital tools to avail and provide services efficiently.

While the primary focus remains on the citizen experience, the report also addresses internal administrative efficiencies that indirectly benefit the public. This includes implementing Automatic Pension Disbursal to Retired Employees (recommendation 3.2), complete Digitization of Service Books (recommendation 3.8) with legacy data, and an e-Civil List with Automated Provisional Seniority List (recommendation 3.9). Recommendations also cover conducting regular Employee Satisfaction Surveys (recommendation 3.10). These employee-centric initiatives are crucial for fostering a motivated civil service, essential for sustained high-quality citizen service delivery. Collectively, these reforms aim to create a more agile, transparent, and digitally empowered administration, directly enhancing the lives of Gujarat's citizens.

The reforms aim to reduce pain points in transacting with the government and nudges all the department to offer a seamless experience for the citizens. While doing so the government shall strive to enable people from all walks of life to adopt the digital services and bridge the digital divide.



**REFORM 1: CONVERGENCE OF SCHOLARSHIPS SCHEMES**

Educational scholarships serve as critical instruments for promoting social equity, reducing dropout rates, and ensuring inclusive access to quality education across socio-economic strata. As a welfare state, Gujarat has a constitutional obligation to provide affordable education and scholarships to meritorious students and children from backward sections of society. While Gujarat provides numerous scholarship schemes through multiple departments, the current scholarship ecosystem suffers from systemic fragmentation that undermines its effectiveness and creates barriers for intended beneficiaries. Multiple schemes offering similar benefits to similar groups (e.g., pre-matric scholarships by SJED, TDD, and Education Dept.) lead to duplication. This departmental silo approach has created a complex web of eligibility criteria (caste, income, gender, merit, and domicile), application processes, documentation requirements, and disbursement mechanisms that often overlap, contradict, or leave gaps in coverage. The lack of unified portal/ window leaves students and families grappling to navigate multiple portals (Digital Gujarat, Chat-bots, GSSY Portal, departmental sites), leading to reduced scheme uptake and exclusion of deserving candidates. For instance, many eligible students, particularly from rural and marginalized communities, fail to access available scholarships due to information gaps and procedural complexity. The system also suffers from high administrative burden owing to limited automation and real-time cross-verification, leading to potential "double dipping" and fraud. This also causes increased processing time, higher administrative costs, and potential for errors or inconsistencies in beneficiary selection and payment disbursement. Additionally, the absence of unified data analytics (acquired from a single portal) prevents comprehensive impact assessment of scholarship schemes and evidence-based policy refinement.

The proliferation of scholarship schemes across multiple departments results in administrative complexity, beneficiary confusion, and suboptimal resource utilization, requiring an intervention that maximizes the uptake of scholarship schemes in Gujarat. Hence, this reform proposes a comprehensive rationalization and integration of the myriad scholarship schemes currently operated by various departments within the Government of Gujarat, such as the Education Department, Social Justice & Empowerment Department (SJED), and Tribal Development Department (TDD). The central idea is to transition from a fragmented, multi-portal system to a unified, transparent, and technology-enabled scholarship platform that enhances accessibility, reduces administrative burden, and optimizes resource allocation. This transformation, termed **"One Student - One ID - One Portal"**, will involve consolidating schemes into logical clusters based on beneficiary groups (e.g., Pre-Matric, Post-Matric, Higher Education, Special Incentives, Non-Education Support) through Government Process Re-engineering. At its core, the reform will utilize the existing 18-digit unique Child Tracking System (CTS) ID as the central and permanent identifier for all scholarship-related processes, automatically fetching student data and determining eligibility. This streamlined approach aims to simplify application processes, enhance transparency, prevent duplication, and ensure that all deserving students receive appropriate support efficiently.



Implementation of the "**One Student - One ID - One Portal**" framework will deliver significant improvements across multiple dimensions: (i) Enhanced user experience (for beneficiaries) through simplified application processes, reduced documentation burden, faster processing times, and improved transparency in selection and disbursement, (ii) Administrative efficiency gains through elimination of duplicate processes, reduced manual intervention (like manual verifications), streamlined inter-departmental coordination, and optimized resource allocation, (iii) Policy effectiveness improvements via comprehensive data analytics, better targeting of beneficiary groups, reduced leakages and duplications, and evidence-based scheme refinement capabilities.

#### PRECEDENTS FROM OTHER STATES/COUNTRIES:

While a fully converged, single-portal scholarship system leveraging a central student ID is an ambitious goal, various states and countries have implemented elements of this reform. While a single "One Student - One Portal" system as envisioned is unique, the success of underlying digital identity and DBT frameworks provides a strong precedent for its technical feasibility and benefits in transparency and efficiency.

#### INDIAN BEST PRACTICES:

**Telangana** launched the "TS ePass" system in 2014, consolidating 14 scholarship schemes across various departments into a single portal- facilitating online applications and disbursement of scholarships to eligible SC, ST, BC, EBC & Disable Welfare Students. The system processed (facilitated and disbursed) over 90 lakh student applications in the past 4 academic years. In 2024-25, Rs. 929 Crore was disbursed to 7.20 Lakh pre-metric and post-metric beneficiaries.

**Odisha** implemented "Odisha Scholarship Portal" integrating 21 scholarship schemes of 6 major department. Key achievements include reduction in administrative costs, elimination of duplicate beneficiaries through Aadhaar-based verification, and high beneficiary satisfaction rate through unified grievance redressal.

**Maharashtra's** "Mahadbt Portal" consolidated \_ schemes across departments, serving 1.2 crore students annually. An amount of ₹ 7,227.58 crore was disbursed as scholarships by 10 departments of GoM during 2018-19 to 2019-20 through the online DBT system.

**Kerala's** "E-Grantz" system unified several pre-matric and post-matric scholarship schemes with biometric authentication and AI-powered document verification. Results include faster application processing, increase in scheme uptake among tribal students, and comprehensive tracking of educational outcomes.



## INTERNATIONAL BEST PRACTICES

Countries with advanced digital identity systems, such as **Estonia** or **Singapore**, utilize centralized digital profiles that allow for streamlined access to various government benefits, including educational support, by minimizing repetitive data submission. **Estonia's** blockchain-based digital identity system supports credential verification and AI for needs assessment of different user groups like students. **Canada's** "StudentAid" system consolidates federal and provincial programs (ex. StudentAid BC) with income-based assessment algorithms. These initiatives contribute to reduction in processing time, automatic renewal for continuing students, higher student satisfaction and improved completion rates.

## IMPLEMENTATION GUIDELINES:

1. **Government Process Re-engineering (GPR) for Scheme Clustering:** Form high-level inter-departmental working groups under the guidance of the Chief Secretary to undertake a comprehensive GPR exercise. This must involve mapping all existing scholarship schemes from the Education, SJED, and Tribal Development departments to identify overlaps, redundant criteria, and opportunities for consolidation into the proposed clusters (Pre-Matric, Post-Matric, Higher Education Support, Special Incentive Programs, Non-Education Support).

2. **Student Enrolment and CTS ID Generation as Foundation:** The reform hinges on ensuring every student are accurately enrolled in the **Child Tracking System (CTS)** through their respective school. Upon enrolment, each student must be assigned their unique 18-digit CTS ID, which will serve as their permanent identifier across all education-related government systems and scholarship processes.

3. **Data Pull from CTS into GUSP:** The **Gujarat Unified Scholarship Portal (GUSP)** must be designed to automatically fetch student demographic, academic, caste, Aadhaar, income, disability, and bank details directly from the CTS database. This crucial step eliminates manual entry of student details on GUSP and ensures data consistency by using CTS as the single source of truth.

4. **Develop Gujarat Unified Scholarship Portal (GUSP):** Design and develop the GUSP as a single-window platform for all scholarship applications, replacing disparate departmental portals. This portal could be built to automatically fetch student data using the existing **Child Tracking System (CTS) ID** as the central identifier.

5. **Enhance and Centralize CTS Data:** Ensure the CTS database is continuously updated and serves as the single source of truth for all student demographic, academic, caste, income, Aadhaar, disability, and bank details. Implement robust mechanisms for real-time synchronization between CTS and GUSP, ensuring that GUSP remains a read-only view for student data, requiring any corrections to be made in CTS first.



**6. Develop Robust Eligibility Engine:** Build an advanced eligibility engine within GUSP that automatically maps students to all applicable scholarship schemes based on criteria fetched from CTS (e.g., caste, income, gender, disability, academic performance, attendance).

**7. Streamline Application and Verification Workflow:** Design a workflow where teachers/principals only need to verify pre-filled student data from CTS on GUSP and confirm scholarship proposals, rather than performing manual data entry. Ensure seamless integration with NPCI for Aadhaar-bank linking verification and PFMS for final verification and Direct Benefit Transfer (DBT).

**8. Training and Awareness:** Conduct extensive training programs for school administrators, teachers, and district-level nodal officers on the new GUSP system, emphasizing the streamlined process and the role of CTS. Launch a statewide public awareness campaign, utilizing various media, to inform students and parents about the "One Student - One ID - One Portal" approach and how to access all schemes through GUSP.

**9. Error Tracking and Monitoring Dashboards:** Implement real-time dashboards and error alerts within GUSP to identify incomplete or incorrect data, especially concerning Aadhaar and bank details, allowing for prompt correction. Establish centralized dashboards for administrators at school, block, district, and state levels to monitor application status, disbursement, and identify bottlenecks.

**Recommendation 3.1:** Based on the "One Student – One ID – One Portal" framework, the government may develop a unified, transparent, and technology-enabled scholarship platform (Gujarat Unified Scholarship Portal) for effective convergence of all scholarship schemes offered across departments.

**REFORM 2: AUTOMATIC PENSION DISBURSAL TO RETIRED EMPLOYEES**

The current system for pension disbursement to retired government employees in Gujarat is grappling with several procedural challenges, leading to significant delays and immense hardship for retirees. Recent government directives have set clear timelines for pension processing, requiring departments to maintain updated lists of employees scheduled for retirement within 15 months, its adoption rate remains low. Procedural complexity involving multiple forms and approvals creates administrative bottlenecks; information asymmetry leaves retirees uncertain about application progress; understaffed pension processing units struggle with application volumes; lack of coordination between employing departments, pension offices, and disbursing banks leads to processing delays; and documentation requirements for physical submissions slow the process significantly. The existing system can be often opaque, lacking real-time tracking, and relying heavily on manual verification, making it prone to errors and inefficiencies. This not only burdens the retirees but also strains administrative resources that could be better utilized elsewhere.

Many individuals, especially those from remote areas or the elderly, face difficulties navigating complex bureaucratic processes, repeatedly submitting documents, and making multiple visits to various government offices. These delays impact their financial stability, causing distress during a phase of life where they are vulnerable and dependent on timely income. Recent data indicates that pension application processing delays remain a significant concern, with employees required to furnish necessary clarifications before specific deadlines to facilitate processing. The psychological impact of these delays cannot be understated – employees who dedicated their careers to public service find themselves pleading for benefits that are rightfully theirs. Hence, a fundamental shift to an automatic disbursement system is crucial to uphold the dignity of retired public servants, ensure their financial security, and reflect the government's commitment to employee welfare.

This reform proposes the implementation of a fully automated system for the disbursement of pensions to all retired Gujarat government employees. The core idea is to transition from a manual, paper-intensive, and often delayed process to a seamless, digital workflow that triggers pension payments automatically upon an employee's superannuation or date of retirement. This would include establishment of integrated digital infrastructure that automatically calculates, processes, and credits pension amounts to eligible retired employees based on predetermined parameters and verified service records. This reform would enable automatic generation of pension payment orders, digital verification of service records, and direct credit of pension amounts into retirees' bank accounts without the need for manual intervention, repeated submissions of documents, or physical presence.

The automatic disbursement of pension represents more than an administrative reform – it embodies the government's commitment to honoring the social contract with its employees. Automatic pension disbursement represents a paradigm shift from the current manual, application-driven pension processing system to a technology-enabled, proactive mechanism that ensures seamless transfer of retirement benefits without repeated interventions from retirees. This reform upholds



the dignity of 5 lakh<sup>1</sup> pensioners who served the state, and leads to broader administrative modernization, setting new standards of service delivery across government departments.

#### PRECEDENTS FROM OTHER STATES/COUNTRIES:

These precedents demonstrate that automatic pension disbursement is not only feasible but essential for efficient, transparent, and citizen-centric governance, significantly reducing administrative burden and enhancing retiree welfare.

#### INDIAN BEST PRACTICES:

**Government of India's** Bhavishya Portal represents a significant leap toward automated pension processing for Central Government employees. In April 2025, 83% of Pension Payment Orders (PPOs)<sup>2</sup> in superannuation cases were issued on time, demonstrating substantial improvement in processing efficiency. The portal now operates across 99 ministries and 1,034 offices, with significant decrease in grievance pendency. The system became mandatory for all Central pension processing from November 2024, marking a decisive shift toward digital automation and establishing a foundation for fully automated pension disbursement.

**Kerala's** State IT Mission transformed pension processing by reducing average processing time, automated service record integration and elimination of manual verification steps; their proactive approach generated pension papers automatically for eligible retirees, decreased post-retirement office visits and decreased pension-related grievances.

**Tamil Nadu's** Integrated Financial and Human Resource Management System (IFHRMS) – a comprehensive employee database - tracks complete service records from recruitment to retirement of government employees. The system automatically generates pension documentation 6 months before retirement, achieving on-time pension processing.

#### INTERNATIONAL BEST PRACTICES:

The **United Kingdom's** automated pension system processes payments for 12.95 million state pensioners in Great Britain (in 2024/25). The system automatically enrolls eligible citizens, eliminating application requirements, reducing administrative costs and enhancing significant efficiency. The Department of Works & Pensions – UK's largest government department – also deployed Robotics Process Automation (RPA) initiatives in 2017-18 to clear backlog of 30,000 pension claims in two weeks<sup>3</sup>.

<sup>1</sup> As per PIB, 22.05.2025

<sup>2</sup> As per PIB, 20.05.2025.

<https://www.pib.gov.in/PressReleaseIframePage.aspx?PRID=2129797#:~:text=83%25%20PPOs%20in%20the%20superannuation%20cases%20are,the%20portal%20while%2010%2C200%20cases%20were%20redressed.>

<sup>3</sup>As per UiPath: <https://www.uipath.com/resources/automation-case-studies/dwp-government>



**Canada's** Old Age Security (OAS) automatically enrolls new beneficiaries annually at age 65, with zero application requirements for basic benefits. The system integrates tax records for income verification and payment accuracy. Processing costs per beneficiary decreased considerably compared to application-based systems.

**Australia's** Superannuation system manages retirement savings through automated processes. The system tracks contributions throughout working life, automatically calculates benefits, and processes retirement payments. Average processing time for Age Pension claims reduced from 84 days to 49 days (40% reduction in processing time).

#### IMPLEMENTATION GUIDELINES:

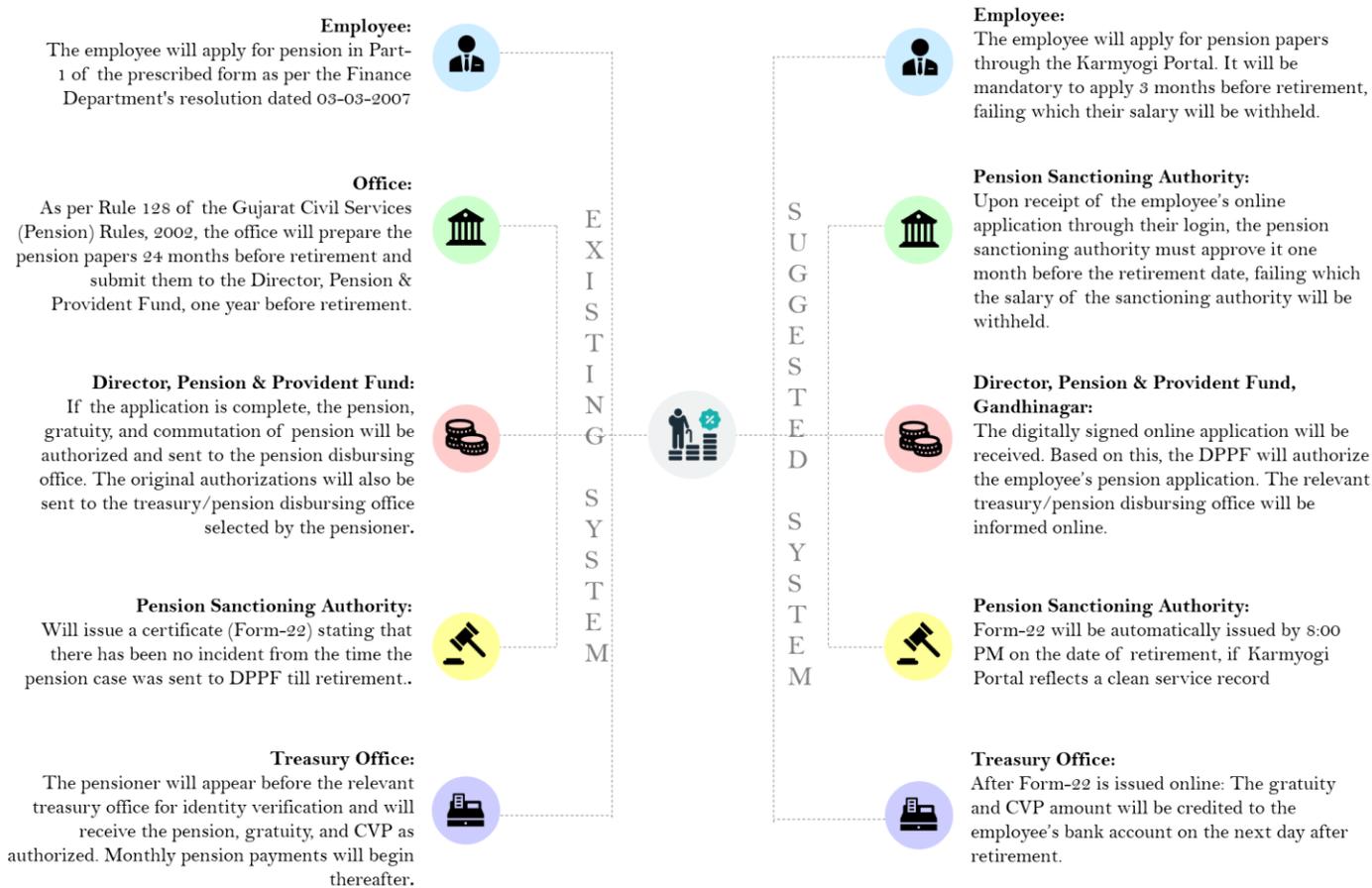
The aim is to create a predictable and efficient pension delivery mechanism that eliminates procedural bottlenecks.

- i. Pension orders should be issued online at the time of issuance of the retirement order (No Event Certificate)
- ii. Pension intimations must be triggered 3 months prior to the date of retirement
- iii. All retiring employees are to submit their required documents 3 months prior to their date of retirement
- iv. The higher authorities processing pensions to approve all documents of retiring employees a month prior to their retirement date
- v. On the date of retirement, by 6 PM, the Cadre Controlling Authority (CCA) to declare any pending inquiries against the retiring employee
  - a. If no inquiries are pending, the retiring employee's PPO along with Commuted Value of Payment to be directly disbursed into their account
  - b. If inquiries are pending, then a provisional pension sheet to be generated
- vi. Capture photos or use existing photos in the database for application
- vii. Legislative foundation requires amending pension rules to mandate automatic disbursement for all eligible retirees, establishing legal timelines with penalty provisions for delays, and creating statutory frameworks for digital pension processing.
- viii. Technological infrastructure development must deploy integrated pension management systems across departments, establish secure data sharing protocols between organizations, and implement blockchain-based record keeping for transparency and security.
- ix. Process reengineering should eliminate redundant approval layers in pension processing, standardize documentation requirements across departments, and create automated validation systems for service records.
- x. Predictive processing implementation should utilize AI-based systems for early identification of retirement-eligible employees
- xi. System integration must connect pension systems with banking networks for direct credit, integrate with income tax databases for automated calculations, and link with healthcare systems for medical benefit processing.



- xii. For biometric authentication and Life Certificates, a mechanism like the Government of India’s Jeevan Pramaan, which uses the Aadhaar platform for biometric authentication of the pensioner, is to be developed.

Below a schematic representation of the recommended pension disbursement system in the context of the existing system:



**Recommendation 3.2:** The government may enable a fully automated system for pension disbursement - including automatic generation of pension payment orders, digital verification of service records, and direct credit of pension amounts into retirees' bank account – for all retired government employees

### REFORM 3: CITIZEN-CENTRIC PORTAL WITH CONSOLIDATED GOVERNMENT RESOLUTIONS BY TOPICS FOR POLICY AWARENESS

Government Resolutions (GRs) form the backbone of administrative decision-making in India, translating policy directives into actionable guidelines for implementation across various departments and levels of government. However, the current system of GR management presents significant challenges that impede effective governance and citizen access to vital policy information.

The sheer volume and fragmented nature of existing Government Resolutions (GRs) across various departments pose a significant challenge to effective governance in Gujarat. Over decades, countless GRs have been issued in various formats, often without a centralized, standardized, and easily searchable repository. This leads to several critical issues: departmental officers struggle to quickly locate relevant GRs, leading to delays in decision-making and policy implementation; there's a risk of inconsistency or contradictory application of policies due to the lack of standardized indexing, search mechanisms and consolidations; and the historical evolution of specific policies becomes opaque as outdated or superseded GRs continue to circulate, causing confusion and potential legal complications. Furthermore, the absence of a comprehensive, indexed database complicates policy reviews, reform initiatives, and the training of new recruits who must grapple with a vast, unorganized body of directives. This fundamental lack of a well-managed knowledge base directly impacts administrative efficiency, transparency, and consistency.

Citizens and external stakeholders seeking to understand government policies face the daunting task of navigating through hundreds of departmental websites, circulars, and notifications. The current information asymmetry undermines the principles of transparent and efficient governance. Easily accessible democratic policy information is critical for enabling democratic participation, improve policy compliance, and strengthen accountability mechanisms. Recognizes that transparent governance requires not just the availability of information but its accessibility in a user-friendly format, the GARC proposes a Citizen-Centric Portal that hosts systematic consolidation of all GRs by thematic topics, enabling efficient indexing, keyword search functionality, and unified access.

To enable GR consolidations, this reform proposes constituting specialized Task Forces comprising of currently serving and retired government officers (from field officers and the Secretariat), and Technical Officers skilled in IT and digitization. These officers would possess institutional knowledge and technical expertise necessary to undertake GR consolidation. The primary objective would be to categorize, index, and digitize all GRs, creating a comprehensive, searchable, and easily retrievable database for each department. This reform aligns with the broader administrative modernization agenda, addressing the chronic problem of information silos that affect public administration. The portal would serve as a single source of reference for policy information, reducing interpretative disputes and enhancing administrative efficiency



## PRECEDENTS FROM OTHER STATES/COUNTRIES:

Many governments have undertaken large-scale digitization and consolidation of their legal and administrative directives. These precedents demonstrate the feasibility and critical importance of creating a centralized, digitally accessible, and well-indexed repository of government directives for efficient and transparent administration.

## INDIAN BEST PRACTICES

The **Government of India's Department of Personnel & Training (DoPT)** operates a comprehensive digital repository of Office Memoranda (O.M.s) and Circulars that serves as a direct precedent for GR consolidation. As the central coordinating agency for personnel matters across the Indian government, DoPT maintains systematically organized documentation covering recruitment, training, career development, and staff welfare policies. The department's online database allows keyword searches and chronological access to thousands of policy documents, demonstrating the feasibility of maintaining searchable archives of government instructions. The system enables both government employees and citizens to access current and historical policy directives through topic-based categorization and advanced search functionality, significantly reducing administrative queries and policy interpretation disputes.

The **Goods and Services Tax (GST) portal** consolidates complex regulatory information from multiple tax authorities into a unified system. The portal demonstrates effective consolidation of regulatory guidelines, circulars, and notifications. The system's ability to provide real-time updates and maintain version control for tax regulations offers valuable lessons for GR consolidation.

The **Government of Maharashtra** has established a comprehensive digital governance framework that includes dedicated portals for accessing government orders, circulars, and policy documents across various departments. The state's integrated approach enables citizens and government employees to access regulatory information through departmental websites with search capabilities and document archiving systems. Maharashtra's digital infrastructure supports multiple stakeholder access through its unified government portal system, demonstrating scalable implementation of consolidated information delivery at the state level.

The **Government of Karnataka** operates one of India's most advanced digital governance systems, including systematic digitization and online availability of government orders and circulars. Through its integrated portal architecture, Karnataka provides public access to policy documents across departments with sophisticated search functionality and topic-based organization. The state's approach to digital document management includes version control, multilingual access, and mobile-responsive design, serving as a model for comprehensive GR consolidation and citizen-centric information delivery.



## INTERNATIONAL BEST PRACTICES

The **United States' Federal Register and Code of Federal Regulations (CFR) system** represents the world's most comprehensive model for regulatory information consolidation and public access. The CFR is a codification of the general and permanent rules published in the Federal Register by executive departments and agencies of the Federal Government, organized into 50 titles covering broad regulatory areas. The Federal Register 2.0 serves as the daily publication for rules, proposed rules, and notices of Federal agencies, while the enhanced eCFR provides real-time updates and advanced search capabilities. The system maintains full text coverage from 1936 through present, processing millions of regulatory documents and serving millions annual users. The integrated approach enables citizens, businesses, and government officials to access current regulations through sophisticated search tools, topic-based navigation, and cross-reference capabilities.

The **United Kingdom's legislation.gov.uk portal** represents a gold standard in legislative information management and public access. Managed by The National Archives on behalf of HM Government, the portal serves as the official home of UK legislation, containing all primary legislation in force since 1267 and all secondary legislation. The database provides both "as enacted" and revised versions of legislation in a single accessible platform, with advanced search capabilities enabling users to locate specific provisions, track legislative changes, and access cross-referenced materials. The system, formerly known as the UK Statute Law Database, was established in the early 2000s and has become an essential resource for legal professionals, government officials, and citizens. The portal's sophisticated search functionality includes keyword searches, chronological access, and topic-based navigation, demonstrating the technical feasibility and public value of comprehensive legislative information consolidation.

## IMPLEMENTATION GUIDELINES:

- i. Create standardized template for issuing and indexing GRs across all departments, including defining categories, sub-categories, consistent formatting, QR codes for verification, eSignature feature, Keyword/ Metadata Tagging, and citation methods.
- ii. All GRs after 6 months to be issued through eSarkar in the standardized template only
- iii. GR Topic Identification & Prioritization: each department to identify and categorize the major topics for GRs to ensure a logical indexing structure. Examples of major GR topics for key departments include:
  - a. **Social Justice and Empowerment Department (SJED):** Schemes for SC/ST/OBC welfare, scholarships, disability benefits, senior citizen schemes, establishment of welfare institutions.
  - b. **Finance Department:** Budget allocation, expenditure rules, financial accounting procedures, service conditions and allowances, pension rules, taxation policies, procurement norms.
  - c. **Food & Civil Supplies Department:** Public Distribution System (PDS) norms, ration card management, food grain procurement and distribution, essential commodities regulation, consumer protection.



- d. **Roads & Buildings (R&B) Department:** Road construction and maintenance guidelines, building codes, infrastructure project approvals, tender procedures, land acquisition for infrastructure.
  - e. **General Administration Department (GAD):** Service rules (appointments, promotions, transfers, leaves), conduct rules, administrative reforms, protocol, RTI matters, training policies, inter-departmental coordination.
  - f. **Industries & Mines Department:** Industrial policies, investment promotion schemes, land allocation for industries, mining leases, mineral resource management, MSME policies.
  - g. **Revenue Department:** Land records management, land conversion, property taxation, revenue collection, land acquisition, tenancy laws, disaster relief norms related to land.
- iv. **Constitute Task Forces:** Department may create a task force of retired officials, and domain experts or as they deem fit. The taskforce to be given clear mandate and the time period for finishing the task. For initial sorting and data entry of historical GRs, short-term Research Associates could also be engaged. Each Task Force to put forth an approximate estimate of man-hours required for GR consolidation. Each Task Force member to be engaged with competitive remuneration (Rs. 3,000-5,000 per day). Remunerations for Government officers in the Task Force to be at par with their last drawn salary.
- v. **A dedicated central IT team** with expertise in database management, content management systems, and search technologies could be constituted. This team could set up the necessary digital systems, including comprehensive indexing and advanced keyword search functionalities, coordinating closely with each departmental Task Force's Technical Officer. This team may also simultaneously work to develop the unified GR Portal.
- vi. **User Interface & Search Functionality:** With LLM integration, the IT team may design an intuitive and powerful user interface with advanced search functionalities, including keyword search, date range filters, department-specific filters, and cross-referencing capabilities.
- vii. All consolidated GRs, and new GRs formed using the standardized format should be integrated on the unified GR portal where citizens and employees can access relevant information in single click and search. All department websites containing their subject-matter GRs must include links to this unified portal.
- viii. All historical GRs to also be uploaded on the unified GR portal to ensure accurate documentation of historical evolution of the identified topics
- ix. The consolidated GRs for each topic to be review and updating every 2 years.
- x. The consolidated GRs would supersede all previous GRs on that topic.

**Recommendation 3.3:** The government may (a) constitute specialized Task Forces for consolidating Government Resolutions (GRs) of all major topics in every department, and (b) simultaneously develop a comprehensive portal that hosts all consolidated GRs with easy-to-navigate features like indexing, and keyword search.



**REFORM 4: GIS-BASED ASSET INVENTORY OF ALL GOVERNMENT ASSETS AND SERVICES IN TALUKAS AND VILLAGES**

Gujarat's rural governance faces several challenges in asset tracking and service delivery monitoring. With over 18,000 villages across 225 talukas<sup>4</sup>, the state manages thousands of development projects annually, including infrastructure development, welfare schemes, agricultural programs, and social services. Traditional record-keeping methods have resulted in fragmented information systems, making it difficult to assess the true impact of government investments and identify gaps in service delivery. Gujarat currently operates multiple departmental systems for asset management, including separate databases for rural development, agriculture, education, health, and infrastructure. The state has initiated steps toward digital mapping under the Digital India framework, with the National Center for Geo-informatics creating the "Bharat Maps" platform that includes 23 layers of administrative boundaries<sup>5</sup> and transport infrastructure. Several sector-specific asset mapping initiatives like Utility Mapping by the State Electricity Board show uptake of GIS-based asset mapping. However, these systems lack comprehensive integration at the village and taluka levels.

Effective rural development in Gujarat is hindered by the lack of integrated and easily accessible data on government assets. The absence of a unified tracking mechanism has led to several critical issues: duplication of grants and projects, inefficient resource allocation, fragmented strategic planning, lack of real-time monitoring, and limited citizen awareness about government programs in their area. Furthermore, the absence of transparency regarding the physical presence and implementation status of funded projects undermines public trust and hinders effective oversight. Citizens often remain unaware of their entitlements or the status of ongoing projects, while administrators struggle with coordinating between departments and ensuring optimal utilization of resources. This opacity also impedes the identification of genuine infrastructure gaps, leading to slower progress in delivering essential services equitably across rural areas.

Recent studies indicate that effective asset management can improve service delivery efficiency by up to 40% and reduce maintenance costs by 25%. The lack of integrated asset inventory approximately costs the state an estimated ₹200-300 crores annually in inefficient resource allocation and redundant investments. With Gujarat's rural development budget exceeding ~₹14,000 crores annually<sup>6</sup>, implementing a comprehensive GIS-based inventory system could potentially save 10-15% of this expenditure through better planning and reduced duplication.

Against this backdrop, the GARC advocates for the creation and sustained maintenance of a comprehensive, Geographic Information System (GIS)-based inventory of all government assets and services located within Gujarat's talukas and villages. This digital inventory would involve mapping every government-funded infrastructure – such as schools, healthcare facilities, water supply systems, public buildings, roads, and community centers – with precise geographical

<sup>4</sup> As per Gujarat Social Infrastructure Development Society (GSIDS), Government of Gujarat (2016)

<sup>5</sup> As per Bharat Maps: <https://bharatmaps.gov.in/bharatmaps/>

<sup>6</sup> As per CMO Gujarat: <https://cmogujarat.gov.in/en/gujarat-budget-2025-2026#>



coordinates. Each asset entry would be enriched with detailed attributes including its type, unique identification number, construction date, funding source, cost, current physical condition, maintenance history, and the specific public services it delivers. The system would be designed as a dynamic, interactive digital map, integrating data from various government departments into a single, unified platform. This robust digitization aims to provide a centralized, easily accessible, and visually intuitive repository of critical information, allowing for real-time tracking and comprehensive oversight of public infrastructure across rural Gujarat.

This reform represents a transformative approach to governance transparency and accountability in Gujarat's rural landscape. The system aims to establish a single-source platform where citizens can visualize, track, and audit all government interventions in their localities through interactive maps and spatial data analysis.

#### PRECEDENTS FROM OTHER STATES/ COUNTRIES:

Many regions globally and within India have successfully implemented GIS-based asset management systems to improve governance and service delivery.

#### INDIAN BEST PRACTICES<sup>7</sup>

**Andhra Pradesh** has developed a sophisticated GIS-based planning and monitoring system for its Gram Panchayats, integrated with the Andhra Pradesh Space Applications Center (APSAC). This system provides comprehensive geospatial information for all 13,326 Gram Panchayats<sup>8</sup>, enabling real-time monitoring of development projects and efficient resource allocation. The system has improved participatory planning processes and enhanced transparency in local governance, with majority development projects being monitored through GIS platforms.

**Karnataka's** Panchayat Raj Information System (KPRIS) represents another exemplary model, integrating GIS capabilities with comprehensive governance functions across 5953 Gram Panchayats. KPRIS has enabled real-time tracking of development works, comprehensive asset inventories, fund utilization and service delivery.

**Tamil Nadu's** Village Asset Mapping initiative covers 12,525 villages and has created a comprehensive database of rural infrastructure, including roads, water bodies, schools, and healthcare facilities. The system has enabled better planning of the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) works, resulting in better work completion rates and reduced implementation time.

<sup>7</sup> Data on number of villages is derived from Ministry of Panchayati Raj & Ministry of Rural Development: [https://gdpd.nic.in/sarpanchWithDetailsReport.html?OWASP\\_CSRFTOKEN=44I8-WBG9-9APD-FYPJ-IL06-1AFF-26G7-GMN9](https://gdpd.nic.in/sarpanchWithDetailsReport.html?OWASP_CSRFTOKEN=44I8-WBG9-9APD-FYPJ-IL06-1AFF-26G7-GMN9)



## INTERNATIONAL BEST PRACTICES

**Estonia's** comprehensive digital governance model, including its Land Board's GIS-based asset management system, covers 100% of the country's territory and processes majority of government transactions digitally. The system reduced administrative costs and improved service delivery satisfaction rates considerably. Estonia's model demonstrates how comprehensive asset mapping can support broader e-governance objectives.

**Denmark's** rural development asset mapping covers 98% of agricultural land and rural infrastructure, processing thousands of annual transactions. The system has reduced rural development program processing time and improved subsidy accuracy considerably. The transparent public portal has increased citizen satisfaction with government services.

**South Korea's** Land Administration System (KLIS) covers 100% of the country's territory with integrated cadastral and asset management capabilities. The system processes millions of transactions annually and has reduced processing time for land-related services considerably, and increased citizen satisfaction.

## IMPLEMENTATION GUIDELINES:

This reform envisions creating a comprehensive digital mapping system that catalogs every government project, grant, aid, and service provided to talukas and villages on a unified Geographic Information System (GIS) portal accessible to the public. This would ensure judicious fund utilization, enhance transparency, and enable precise, needs-based planning for rural upliftment. The GARC recommends:

- i. Engage competent professional agencies to conduct an “As-Is” survey of GIS asset mapping across all departments, and identify gaps (across relevant portals, projects and their inventories) that persist in digital asset integration
- ii. Based on the findings from the “As-Is” survey, the government may engage competent professional agencies to develop a rigorous, standardized protocol for data collection of rural development projects- precise GPS coordinates, high-resolution photographs, and detailed attributes (type, unique ID, construction date, cost, funding source, funding codes/ numbers, current condition, maintenance history, and services provided)
- iii. All new development and infrastructure projects in Talukas and Villages to be approved only after their e-asset data (as per template) is generated
  - a. Prepare tutorials to ensure staff can effectively use GIS platform for data entry, retrieval, advanced analysis, and basic mapping functions
- iv. Leveraging expertise of professional agencies, the government may engage them to:
  - a. Provide foundational geo-tagging of all existing projects



- b. Identify and integrate data from various existing government portals and dashboards (ex. Gati Shakti Gujarat Portal, RO-Diary, iOjN 4 Planning Portal, Bandhkam Sarita Portal, Bhuvan, etc.) that currently contain fragmented project and asset information
  - c. Develop digital architecture of Gujarat's GIS-based e-Asset Inventory
  - d. Design a highly intuitive, user-friendly interface for public access (web portal or mobile applications), that enable citizens to conveniently view asset locations, verify project details, track grant utilization, and importantly, provide feedback or report any discrepancies
- v. Once all existing (including legacy) projects are on-boarded on Gujarat's GIS-based e-Asset Inventory, a robust ground-truthing mechanism to be established.
- a. Train and empower social welfare workers, Anganwadi workers, health workers, and other field-level government employees for ground-truthing as they possess deep local knowledge and community trust
  - b. Provide them with user-friendly mobile applications for data verification, updates, and direct reporting of new or missing assets.
  - c. Incorporate their feedback, and refine the e-Asset Inventory
- vi. Apart from the e-Asset Inventory being in the public domain, the government, with the help of agencies, may devise mechanisms for social audits; like sending updates on completed projects to representatives of the village/ Taluka on WhatsApp
- vii. A pilot Taluka to be selected for implementing this reform

**Recommendation 3.4:** The government, in collaboration with competent professional agencies, may develop a robust and comprehensive, Geographic Information System (GIS)-based inventory of all government assets and services located within Gujarat's talukas and villages.

**REFORM 5: OPTIMIZE SERVICE DELIVERY BY IMPLEMENTING AUTOMATED STATUS NOTIFICATIONS (VIA SMS/WHATSAPP) AND FACILITATING THE POSTAL DISSEMINATION OF GOVERNMENT CERTIFICATES AND DOCUMENTS.**

Gujarat's administrative machinery processes millions of citizen service requests annually, including birth certificates, caste certificates, income certificates, domicile certificates, and various clearances across 33 districts and 252 talukas. Citizens often experience agitation due to the opaque and lengthy procedural complexities associated with accessing government services. The current system suffers from significant information asymmetry, where citizens remain unaware of their application status, leading to anxiety, repeated inquiries, and unnecessary visits to government offices. Studies indicate that citizens make an average of 3-4 visits per application, with 40% of visits being solely for status inquiries. Without transparency in processing timelines, citizens also become vulnerable to intermediaries who exploit information gaps for monetary gain. This absence of transparency fosters an unpleasant perception of the government, eroding trust and highlighting procedural inefficiencies.

Traditional service delivery mechanisms create substantial inefficiencies in resource utilization. This not only burdens citizens but also contributes to crowded government offices, diverting administrative resources that could be focused on core service processing. Studies show that government offices spend approximately 30% of their staff time responding to status inquiries that could be automated. Furthermore, the mandatory requirement of physically collecting certificates and documents from government offices imposes significant time and travel costs for citizens, especially for rural populations or vulnerable groups who often travel more than 25 kilometers to reach district offices. The lack of systematic document delivery mechanisms results in many citizens waiting weeks for certificates due to inefficient dispatch systems. Streamlining these aspects is critical to improving citizen satisfaction, fostering a positive perception of government responsiveness, and ensuring that public services are truly citizen-centric and accessible.

Gujarat currently operates multiple departmental portals including the Gujarat State Portal for citizen services, but these systems lack integrated communication mechanisms. While some departments have implemented basic SMS services, coverage remains fragmented and inconsistent. The state processes approximately millions of certificate applications annually, but only few receive automated status updates, leaving majority applicants out of the communication loop. Existing document delivery relies primarily on manual collection from offices, with limited use of postal services. The state's rural population, comprising 57% of Gujarat citizens, faces particular challenges in accessing completed documents due to distance and transportation constraints. Current communication infrastructure includes basic SMS gateways operated by individual departments, but lacks standardization and comprehensive coverage.

Hence, to significantly enhance citizen experience in accessing government services, the GARC recommends implementing a two-pronged approach: automated status updates and enabled postal delivery for official documents. This reform represents a paradigm shift in citizen-government interaction, leveraging automated communication channels



and postal integration to create a seamless, transparent, and efficient service ecosystem. The first aspect involves establishing a robust digital system that automatically sends real-time notifications (via SMS and/or WhatsApp) to citizens at every critical stage of their service request, from application submission to final approval and dispatch. This proactive communication mirrors the transparency found in e-commerce services, providing clarity and reducing anxiety. The second aspect involves integrating secure and reliable postal or courier services for the delivery of government certificates and documents directly to the citizen's address. This eliminates the need for physical visits to government offices for collection, saving time, reducing logistical burdens, and making government services more accessible, especially for those in remote areas or with mobility challenges.

#### PRECEDENTS FROM OTHER STATES/COUNTRIES:

Many governments have successfully adopted similar strategies to enhance service delivery.

#### INDIAN BEST PRACTICES

**Andhra Pradesh** has emerged as a pioneer in automated service delivery with its comprehensive WhatsApp Governance initiative launched in January 2025. The system offers 100+ services through WhatsApp number 9552300009, integrating 36 departments including revenue and municipal services. Citizens can access various government services through a simple WhatsApp interface, receiving real-time status updates and completed certificates directly through the platform.

**Tamil Nadu's** Citizen Service Portal has implemented comprehensive SMS and email notification systems across 200+ services. The system sends automated updates at 5 key stages: application receipt, document verification, processing initiation, approval, and dispatch. The state has achieved high notification delivery rates and reduced citizen inquiries considerably. Integration with Tamil Nadu State Transport Corporation enables seamless delivery of driving licenses and vehicle registration certificates to rural areas.

**Karnataka's** Sakala initiative processes over 600 services with automated status updates through multiple channels including SMS, email, and mobile app notifications. The system has achieved on-time service delivery and reduced average processing time. Karnataka's integration with India Post for document delivery covers most of the state's geographical area, with rural delivery completing within a few days.

**Telangana's** T-App Folio provides comprehensive service delivery through mobile applications with integrated notification systems. The platform has millions of registered users and processes applications with real-time tracking capabilities.



## INTERNATIONAL BEST PRACTICES

**Dubai's** smart government initiative has implemented comprehensive WhatsApp-based service delivery for over 2,000 services. The system processes thousands of monthly interactions with automated status updates in multiple languages. Integration with Emirates Post ensures successful delivery of government documents within 24 hours across the emirate.

**Singapore's** SingPass digital identity system provides automated notifications for all government interactions, processing over 300 million annual transactions. The system sends real-time updates through multiple channels and has achieved high citizen satisfaction for communication effectiveness. Singapore Post's integration with 1700+ government services ensure same-day delivery for emergency documents and next-day delivery for standard certificates.

**South Korea's** Government24 platform provides unified access to thousands of government services with automated notifications through SMS, email, and KakaoTalk messaging. The system processes over a million annual requests with successful notification delivery. Korea Post's integration ensures efficient document delivery with high next-day delivery rates for government certificates.

**Estonia's** comprehensive e-governance model includes automated status updates for all 600+ government services through their X-Road platform. Citizens receive notifications through multiple channels including SMS, email, and mobile app notifications. Document delivery is fully integrated with Estonia Post, ensuring 24-hour delivery for urgent documents and standard 3-day delivery for regular certificates.

**Canada's** Service Canada portal integrates automated notifications for 300+ federal services through multiple channels. The system provides status updates in both English and French, achieving high citizen satisfaction for communication quality. Canada Post's partnership ensures reliable document delivery with tracking capabilities across the country's vast geography.

**Denmark's** Digital Post system mandates all government communication through secure digital channels, with SMS notifications for urgent updates. Integration with PostNord ensures efficient physical document delivery when required, with high next-day delivery rates.

## IMPLEMENTATION GUIDELINES:

- i. The government, in collaboration with competent professional agencies, may prioritize key services (high-demand, high-volume citizen services) for a detailed understanding of process re-engineering required to enable this reform. This includes:
  - a. Assessing current outreach of application system and document disbursal





- b. Clearly identifying every major step an application goes through like ‘application initiated’, ‘application submitted’, ‘documents verified’, ‘application under process’, ‘awaiting approval’, ‘application successfully completed’, etc.
  - c. At each step, determine when an automated SMS/WhatsApp message could be sent to the citizen, as this forms the backbone of the "status update" system
- ii. The government may also consult with departments to connect their existing application processing systems with a central notification gateway, i.e. their systems, once updated, can automatically trigger messages as an application moves through its stages
  - iii. The government may partner with reliable courier services (like India Post), for secure and tracked delivery of physical documents
  - iv. Ensure citizens have access to an ‘Opt-In’ for the “status update” on their applications, and a tracking ID for delivery of their physical documents
  - v. Send final certificate/ NOC through WhatsApp or SMS with QR Code
  - vi. The government may also develop a simple feedback mechanism (e.g., a one-question survey link in the final message) to gather citizen satisfaction data. This feedback would enable continuous improvement in the service delivery process.

**Recommendation 3.5:** The government may: (a) in collaboration with competent professional agencies, may conduct a Government Process Re-engineering (GPR) of high-volume citizen services to enable automated and frequent “Application Status Update” system via SMS/ WhatsApp, and (b) partner with reliable courier services, for secure and tracked delivery of physical documents.



## REFORM 6: ENHANCED USER-EXPERIENCE WHILE USING PUBLIC TRANSPORT

The Enhanced User Experience reform for public transport in Gujarat represents a comprehensive digital transformation initiative aimed at modernizing the state's extensive public transportation network. GSRTC operates a massive fleet of 8,322 buses across 125 depots, conducting 41,446 daily trips and serving 25.18 lakh passengers daily, making it one of India's largest state transport corporations. Despite this impressive scale, the current system faces significant challenges that hinder optimal user experience and operational efficiency. While GSRTC ranks first in the country for online ticket bookings with around 75,000 daily reservations, this represents only advance bookings, leaving immediate travel needs dependent on cash transactions, leading to inconvenient delays. The absence of real-time information systems means passengers cannot accurately predict bus arrival times or occupancy levels, leading to extended waiting periods and overcrowding. While, traditional bus deployment (lack of advanced analytics to predict passenger loads) often leads to inconsistent service, long wait times during peak hours, or underutilized buses during off-peak times, indicating a need for more intelligent scheduling. Furthermore, Gujarat's multi-modal transport network—including GSRTC buses, Ahmedabad and Surat metros, BRTS systems, and various city bus services—operates with separate ticketing systems, requiring passengers to maintain multiple payment methods and accounts. The feedback mechanism also currently relies on traditional complaint systems with limited accessibility and delayed responses. Modern commuters expect immediate, transparent, and technology-enabled service delivery, creating a significant gap between user expectations and current service provision. Despite covering 99.34% of villages and 99% of Gujarat's population, the system's user experience lags behind contemporary digital standards.

Hence, the GARC recommends a reform encompasses four critical components: (a) enabling UPI-based payment systems for seamless ticket purchases, (b) real-time information displays for bus schedules and occupancy, (c) integrated fare systems (Single Pass) across all public transport modes (GSRTC, Metros, BRTs, city buses), and (d) QR code-based passenger feedback mechanisms for continuous service improvement. This holistic approach addresses longstanding issues such as cash dependency, lack of real-time information, fragmented payment systems, and limited feedback channels. The reform's urgency is underscored by Gujarat's rapid urbanization and increasing mobility demands. With daily ridership exceeding 25 lakh passengers, even marginal improvements in user experience can generate substantial collective benefits.

### PRECEDENTS FROM OTHER STATES/ COUNTRIES:

#### INDIAN BEST PRACTICES:

India has witnessed remarkable success stories in public transport digitization, offering valuable lessons.

The **Bangalore Metropolitan Transport Corporation (BMTC)** pioneered UPI-based ticketing systems, demonstrating significant operational improvements. BMTC implemented UPI-based ticketing systems, resulting in



reduced boarding times, improved cash flow management, and enhanced passenger satisfaction. The system processes over 200,000 daily UPI transactions, reducing cash handling and decreasing average boarding time.

**Delhi's** integration of metro and bus services through the common mobility card showcases successful fare integration. The Delhi Metro Rail Corporation (DMRC) and Delhi Transport Corporation (DTC) unified payment systems serves daily passengers across multiple transport modes. This integration reduced transaction costs and improved passenger convenience scores. The system's success led to its replication in Mumbai, where the integrated transport network now processes millions of daily transactions.

**Chennai's** MTC buses exemplify effective real-time information systems, providing GPS-based tracking and occupancy data through mobile applications. Passenger complaints regarding schedule adherence decreased, while on-time performance improved drastically. The real-time information system has initial capex cost but generates additional revenue through increased ridership over few years.

**Pune's** PMPML introduced comprehensive QR code-based feedback systems, enabling passengers to report issues instantly and track resolution status. The system processes monthly feedback submissions with an average response time of 4 hours for critical issues. Operational efficiency gains increased through predictive maintenance and route optimization.

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#### INTERNATIONAL BEST PRACTICES:

**Singapore's** Land Transport Authority (LTA) represents global best practices in integrated public transport systems. Their comprehensive digitization includes contactless payments, real-time information, and predictive analytics. Contactless payments increase boarding process speed and efficiency as passengers simply tap their card or device rather than fumbling for change or waiting in line.

**London's** Transport for London (TfL) operates one of the world's most sophisticated integrated transport payment systems, processing millions of daily contactless transactions across buses, underground, and rail networks. The system's success stems from seamless fare capping, where passengers automatically receive the best possible fare regardless of their journey pattern.

**Barcelona's** TMB (Transports Metropolitans de Barcelona) demonstrates excellence in real-time passenger information and feedback systems. Their mobile application provides accurate arrival predictions with high reliability, occupancy forecasting, and integrated journey planning across multiple transport modes.

**Stockholm's** SL (Storstockholms Lokaltrafik) pioneered predictive maintenance through passenger feedback integration with IoT sensors. Their QR code-based reporting system connects passenger observations with technical



diagnostics, reducing vehicle breakdown rates and improving service reliability. The system saves millions of Euros annually through optimized maintenance scheduling and reduced emergency repairs.

## IMPLEMENTATION GUIDELINES:

### (a) UPI-Based Payment System

- i. While POS Machines at Depots Reservation Counters exist, deploy POS terminals in buses across high-demand corridors (within Months 1-3)
- ii. Integrate with existing GSRTC ticketing systems and train conductors on UPI operations
- iii. Partner with major UPI providers (PhonePe, Paytm, Google Pay) for seamless payment processing
- iv. Implement backup offline payment storage for connectivity issues
- v. Scale the initiative to all buses (>8k) with 24/7 technical support infrastructure (within Months 6-12)

### (b) Real-Time Information Display

- i. Install GPS tracking and passenger counting sensors on 1,000 high-frequency buses (within Months 2-4)
- ii. Deploy digital displays at 100 major bus stops with real-time arrival and occupancy data
- iii. Make the existing Bus Tracking & Passenger Information System user-friendly (ex. engaging mobile application) with route planning and live tracking features
- iv. Establish central monitoring system for data accuracy validation (within 6-8 months)
- v. Expand this initiative to 2,000+ stops with predictive arrival algorithms based on traffic patterns (within Months 8-14); This would enable public transport users to book tickets (in advance or on the spot) efficiently

### (c) Fare Integration System

- i. Create unified digital wallet compatible across GSRTC, Metro, BRT, and city buses (within Months 3-6)
- ii. Standardize fare calculation protocols with automatic transfer discounts and daily caps
- iii. Implement common account-based ticketing infrastructure with single registration process
- iv. Test cross-modal journey scenarios between transport operators
- v. Launch integrated fare system with customer service support in multiple languages (within Months 9-12)

### (d) QR Code Feedback Mechanism



- i. Generate unique QR codes for each bus linking to digital feedback forms (Months 1-2)
- ii. Establish direct connection between passenger reports and maintenance/operations teams
- iii. Create multilingual feedback interface accessible via smartphones
- iv. Implement automated response system with 4-hour resolution commitment for critical issues
- v. Deploy advanced analytics for predictive maintenance and service quality monitoring (within Months 6-12)

**Recommendation 3.6:** To enhance user-experience in public transport, the government may enable (a) UPI-based payment systems for seamless ticket purchases, (b) real-time information displays for bus schedules and occupancy, (c) integrated fare systems across all public transport modes, and (d) QR code-based passenger feedback mechanisms for continuous service improvement.

**REFORM 7: ENABLING DIGILOCKER VERIFICATION/ CODE IN ALL GOVERNMENT APPLICATIONS FOR EASY RETRIEVAL OF OFFICIAL DOCUMENTS**

Gujarat's administrative system processes numerous document-based applications across various departments, with citizens required to submit multiple supporting documents for each service request. Digital Gujarat alone receives over 3 lakh applications annually (as DST). Citizens often lose time and energy in the repetitive process of entering personal details and submitting physical or scanned copies of official documents across various government applications. This procedural burden is not only inconvenient but also prone to errors, requires multiple physical visits, and often leads to delays in service delivery. For instance, applying for a certificate, a permit, or even availing a social welfare scheme often necessitates re-submitting copies of Aadhaar, educational degrees, or other identification documents, even if they have been submitted to another government department previously. Citizens spend an average of 2-3 days collecting required documents for a single government service application, with rural citizens facing additional challenges due to distance from issuing authorities. The absence of integrated document verification systems also creates opportunities for fraudulent document submission, with an estimated 8-12% of submitted documents requiring additional verification due to authenticity concerns. This redundancy creates bottlenecks, increases administrative workload for verification, and delays the final disbursement of services. The current system contributes to a perception of government inefficiency and slow technology uptake. A digital, once-only submission approach is critical to truly modernize citizen-government interactions and enhance overall service delivery.

DigiLocker, a flagship initiative of the Ministry of Electronics & IT (MeitY), Government of India, leads the way by providing a secure cloud-based platform for citizens to store and access their official documents. DigiLocker issued documents are deemed to be at par with original physical documents as per Rule 9A of the Information Technology Rules, 2016. Recent studies indicate that comprehensive DigiLocker integration could reduce document processing time and decrease administrative costs. The integration could also eliminate document-related queries and complaints, significantly improving citizen satisfaction and service delivery efficiency. However, most state departments continue to rely on physical document submission and manual verification processes.

Gujarat is registered as a DigiLocker partner organization, and hosts ~1.1 crore registered users<sup>9</sup>. However, active usage remains limited due to lack of comprehensive API integration with state government services. Even in government applications through Digital Gujarat Portal, only select services like passport applications have been integrated with DigiLocker verification. This leaves majority services dependent on traditional document submission methods. Citizens often maintain both physical and digital document copies due to uncertain acceptance of DigiLocker documents across various government offices.

<sup>9</sup> As per Dataset State/UT-wise Number of Registered Users of DigiLocker as on 18-07-2024 (retrieved from data.gov.in)



Hence, leveraging wide-adoption of such national infrastructure, the GARC proposes a robust integration of DigiLocker's API framework into every government service delivery system (all applications, forms and services), allowing citizens to access their official documents instantly through unique verification codes, reducing bureaucratic delays and enhancing service efficiency. This means citizens would no longer need to manually enter details, upload scanned copies, or physically submit attested documents, thereby significantly streamlining the application process for various government services, permits, and benefits. This reform will also enable paperless governance in Gujarat by enabling seamless document retrieval and verification across all government applications.

#### PRECEDENTS FROM OTHER STATES/COUNTRIES:

The central government has led DigiLocker integration efforts with remarkable success in passport services. In 2023, Government of India integrated Passport Application Form with DigiLocker, enabling citizens to auto-populate application forms with verified documents from their DigiLocker accounts. This integration has reduced passport processing time by 40% and improved application accuracy by eliminating manual data entry errors. DigiLocker integration is already gaining traction across India.

#### INDIAN BEST PRACTICES

**Uttar Pradesh** has implemented comprehensive DigiLocker integration across 200+ government services through its UP Digital Platform. The system automatically fetches required documents from citizens' DigiLocker accounts, reducing application processing time. The state has achieved reduction in document-related queries and improvement in citizen satisfaction scores for online services.

**Tamil Nadu's** comprehensive e-governance platform integrates DigiLocker APIs across all citizen services, enabling seamless document access for over 1.8 million annual applications. The system has reduced document submission time from hours to minutes and achieved high citizen satisfaction for document-related processes. The state has also implemented innovative features like bulk document verification for family-based services.

**Karnataka's** Sakala initiative has integrated DigiLocker verification for over 150 government services, processing millions of annual applications through automated document verification. The system has achieved high successful document retrieval rates and reduced manual verification requirements considerably. Karnataka's integration includes real-time document authenticity verification and automated compliance checking.

**Telangana's** T-Hub digital platform showcases advanced DigiLocker integration with artificial intelligence-powered document verification. The system automatically identifies document requirements based on service type and fetches appropriate documents from citizens' DigiLocker accounts. This has reduced application completion time and eliminated incomplete application submissions.



**Haryana's** Antyodaya-SARAL platform demonstrates effective DigiLocker integration for rural service delivery, processing over lakhs of annual applications with automated document verification. The system includes offline capability for areas with limited internet connectivity, ensuring inclusive access to digital document services. The platform has achieved high successful document verification rates and reduced rural service delivery time.

## INTERNATIONAL BEST PRACTICES

**Estonia's** X-Road platform provides comprehensive digital document integration similar to DigiLocker, enabling citizens to access all government documents through secure digital wallets. The system processes majority government transactions digitally and has achieved complete elimination of paper-based document submission for government services. Estonia's model demonstrates the potential for comprehensive digital document ecosystem integration.

**Singapore's** SingPass digital identity system includes comprehensive document wallet functionality integrated with all government services. Citizens can access over a 1,000 document types through their digital identity, with automatic document verification and sharing capabilities.

**UAE's** digital government initiative provides comprehensive document wallet integration across all emirates and federal services. The system enables citizens to store, share, and verify documents across multiple government levels with blockchain-based security. The platform has achieved paperless transaction rates and improved citizen satisfaction through streamlined document processes.

**South Korea's** Government24 platform integrates comprehensive document management with automated verification systems. Citizens can access lifetime document history and share verified documents across 5,000+ government services. The system has achieved digital document adoption and reduced average service processing time.

## IMPLEMENTATION GUIDELINES:

- i. The government may engage competent professional agency to conduct an “As-Is”, of Gujarat’s DigiLocker uptake. The study may identify
  - a. Number of Services offered on Digital Gujarat with DigiLocker integration
  - b. High-volume services in need of immediate integration
  - c. Existing challenges in DigiLocker integration (API requirements)
- ii. Based on the findings from the study, the government may identify 2-3 high-volume departments to conduct Government Process Re-engineering for DigiLocker integration
- iii. Enable departments to receive and process documents/ data directly from DigiLocker
- iv. Ensure existing data privacy and safety protocols are upheld;



- v. Ensure citizens are aware that their data is protected and their explicit consent is always required for sharing documents from DigiLocker
- vi. Training session at Jan Seva Kendras for staff and citizens could enable wide adoption of DigiLocker

**Recommendation 3.7:** The government may engage competent professional agencies to enable robust integration of DigiLocker's API framework into every government service delivery system (all applications, forms and services), allowing citizens to easily retrieve their official documents

## REFORM 8: DIGITIZATION OF SERVICE BOOK FOR ALL EMPLOYEE IN HRMS, INCLUDING LEGACY DATA

The service book is a critical record of an employee's entire career journey, detailing their appointment, promotions, transfers, leave history, disciplinary actions, training undertaken, and eventual retirement. Traditionally maintained in physical formats, these records are vulnerable to damage, loss, and inefficient retrieval processes. The current reliance on physical service books presents significant administrative inefficiencies and challenges. Manual record-keeping is prone to errors, damage, loss, and difficult to update, leading to delays in various HR processes like promotions, pension disbursement, and training allocations. Accessing employee information for decision-making is cumbersome and time-consuming. More critically, the lack of digitized educational backgrounds and skills hinders strategic human resource planning, making it difficult to identify specialized talent for specific projects or to address skill gaps across departments. This impedes the effective implementation of modern HR frameworks like the Framework for Roles, Activities and Competencies (FRAC). Without a holistic digital view of employee profiles, personalized training programs are difficult to design, leading to generic training that may not align with individual or departmental needs, ultimately affecting overall government efficiency and service delivery.

Digitization of service books is a fundamental need for efficient HR management. Hence, the GARC recommends a comprehensive digitization of all employee service books within the Gujarat government's Human Resource Management System (HRMS), encompassing both current and legacy data. HRMS currently hosts modules for Service Books (current credentials), Leave Account, GIS Pass Book, latest bio-data, and pay-slip instantly. Legacy data integration has been the most significant challenge, as historical records spanning decades must be accurately digitized while maintaining data integrity and authenticity. But its integration ensures continuity of service records while enabling future scalability, aligning with Gujarat's vision of creating a paperless, efficient administration. Beyond standard service details, the reform specifically includes the digitization of educational backgrounds and acquired skills. Along with this, development of an individualized employee dashboard, providing a visual representation of their own skills and training, and allowing them to view available courses and competencies prevalent among colleagues within their cadre or department. This fosters a culture of continuous learning and performance improvement.

### PRECEDENTS FROM OTHER STATES/COUNTRIES:

These systems enable proactive talent management, personalized learning pathways, and efficient deployment of personnel based on skills and competencies. Such precedents underscore the significant benefits of digitization in improving administrative agility, transparency, and employee development.



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## INDIAN BEST PRACTICES:

India has witnessed remarkable success in HRMS implementation across various states, providing valuable lessons for Gujarat's service book digitization initiative.

**Madhya Pradesh's** eHRMS has successfully onboarded over one lakh employees across departments including Panchayat & Rural Development, Civil Supplies Corporation, NHM, Health Directorate, and Revenue, demonstrating the scalability of comprehensive digitization efforts.

**Odisha's** HRMS implementation stands as exemplary model, having digitized service books for state government employees. The state implemented phased verification process and reduced pension processing time considerably. Their approach included establishing dedicated data entry centers, training all data operators, and implementing a three-tier verification system ensuring data quality.

**Andhra Pradesh's** AP-HRMS (Webland) successfully integrated legacy data spanning 30 years, covering all state government employees. The state employed optical character recognition (OCR) technology for digitizing historical records and achieved high employee satisfaction rates. Their implementation reduced administrative costs and enabled real-time reporting capabilities across all departments.

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## INTERNATIONAL BEST PRACTICES

**Malaysia's** Public Service Department implemented MyHRMIS (Human Resource Management Information System) covering civil servants across federal and state governments. The system digitized service records spanning 40 years through systematic data validation protocols. The implementation reduced administrative processing time considerably and enabled real-time workforce analytics across all government departments.

**Philippines'** Civil Service Commission launched the Integrated Human Resource Information System (iHRIS) for government employees across national and local government units. The system incorporated blockchain technology for record verification and achieved high employee satisfaction through user-centric design. Legacy data spanning 25 years was successfully migrated, reducing recruitment processing time.

**Thailand's** Office of the Civil Service Commission deployed GFMIS-HR (Government Fiscal Management Information System - Human Resources) for all government employees. Their comprehensive approach included mobile accessibility, multi-language support, and integration with national identification systems. The system achieved reduction in pension processing delays, while enabling seamless inter-departmental transfers and career progression tracking.

**Indonesia's** BKN (National Civil Service Agency) implemented SIASN (State Civil Apparatus Information System) covering all civil servants nationwide. The system successfully migrated legacy data from 34 provinces with automated



validation processes. Implementation reduced administrative costs and improved transparency through employee self-service portals accessible via mobile applications.

**South Africa's** Department of Public Service and Administration implemented PERSAL (Personnel and Salary System) covering all public servants. The system digitized historical employment records dating back to 1994, achieving complete paperless operations within 36 months. Implementation resulted in reduction in payroll discrepancies and enabled real-time compliance monitoring across all government departments.

#### IMPLEMENTATION GUIDELINES:

- i. The government may review current status of service books in HRMS to understand gaps
- ii. The government may collaborate with competent professional agencies for digitizing service books
  - a. It may establish Project Management Unit, and Departmental Units containing IT specialists, HR experts, departmental representative like HRMS 'administrators', etc.
- iii. Service book digitization must be done in consultation with Cadre Controlling Authorities
- iv. A strict protocol for Service Book data entries, including templates for appointments, promotions, transfers, and leaves to be developed for consistency
- v. The Service Books may also include data on educational background, skills acquired
- vi. For Legacy Data Migration, the government in collaboration with professional agencies may:
  - a. Assess the quantum of data entry required by departments and cadres
  - b. Prioritize data entry for Class 1 & 2 officers across all departments, followed by Class 3
  - c. Establish a rigorous data validation and verification process, potentially involving employees themselves to review and confirm their digitized records, ensuring accuracy and minimizing errors
  - d. All data entry to undergo double verification – first by the employee, then by the Nodal officers for HRMS or officers with 'Administrator' rights in HRMS from their department
  - e. Incentivize employees to proactively engage in their service book digitization through dedicated drives or other incentives
- vii. The employee dashboards in HRMS may reflect insights from Service Books that enable employee to maximize capacity building opportunities



**Recommendation 3.8:** The government may engage competent professional agencies to undertake a comprehensive digitization of all employee service books within the Gujarat government's Human Resource Management System (HRMS), encompassing both current and legacy data.



## REFORM 9: E-CIVIL LIST AND AUTOMATED PROVISIONAL SENIORITY LISTS

Seniority determination in government services follows complex rules based on date of appointment, confirmation, promotion, and various other factors. The current manual or fragmented maintenance of civil lists and seniority registers in various departments often leads to significant administrative inefficiencies and disputes. The lack of a unified, real-time, and digitally accessible e-Civil List creates challenges in accurate human resource planning, cadre management, and timely decision-making regarding promotions, transfers, and postings. Manual preparation of provisional seniority lists is a laborious, time-consuming process prone to human error, frequently resulting in grievances and litigation from employees disputing their placement. This not only burdens the administrative machinery but also impacts employee morale and progression. Furthermore, without a comprehensive digital record of employee skills and accomplishments, the government struggles to identify and optimally deploy talent, design targeted training interventions, or foster a culture of continuous learning and performance. A centralized, automated system is crucial to streamline these processes, enhance transparency, reduce litigation, and optimize human resource utilization.

The GARC recommends establishing a dynamic, comprehensive e-Civil List and automated provisional seniority list generation for all state government employees. The e-Civil List will serve as a centralized, digital repository containing real-time, standardized information for approximately 4 lakh government employees, each assigned a unique employee code. This digital record will encompass critical service details, including appointment dates, comprehensive leave records, transfer histories, promotions, disciplinary actions, and retirement dates. Beyond basic service data, the reform aims to integrate educational qualifications, specialized skills, and continuous professional development activities. The automation of provisional seniority lists will provide clear, cadre-wise visualizations for all officer streams—such as IAS, Gujarat Administrative Service (GAS), Sachivalaya (Secretariat), and various field cadres. This reform will enable elimination of manual record-keeping errors, real-time updates of employee information, automated calculation of seniority based on predefined rules, transparent and dispute-free promotion processes, and enhanced administrative decision-making capabilities.

Owing to unprecedented opportunities for automation and real-time updates, the Karmyogi HRMS Portal - Gujarat Government's flagship program- provides a robust foundation for this reform. Hence, the GARC recommends integration of an additional module in Karmyogi HRMS Portal for civil list management and automated seniority calculation while maintaining existing user authentication and security protocols.

### PRECEDENTS FROM OTHER STATES/COUNTRIES:

The **Government of India's HRMS** portal provides a comprehensive digital platform for all central government employees, including service records, leave management, and seniority list generation. This has significantly reduced



paper-based processes and disputes. Several governments have successfully implemented advanced digital HR management systems that feature e-Civil Lists and automated seniority functionalities.

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#### INDIAN BEST PRACTICES:

**Uttar Pradesh** publishes their e-civil and seniority lists in the public domain. The IAS Officers' Civil List, updated January 1, 2025, includes over 5,500 officers' details on their batch, cadre, posting, and qualifications. Similarly, UP Police publishes e-lists for PPS officers, containing service history and qualifications. Departments like Excise and UPNEDA also provide online seniority lists for their cadres (e.g., Excise Inspectors, Junior Engineers).

**Andhra Pradesh's** AP-HRMS successfully automated seniority list generation for over 8 lakh employees across 34 departments. Their system reduced seniority-related disputes by 85% and enabled real-time updates of employee records. The state implemented rule-based algorithms that automatically calculate seniority based on appointment dates, confirmation status, and service continuity, achieving 99.2% accuracy in seniority determination.

**Kerala's** e-Service Book system integrated with their personnel management platform has successfully maintained dynamic civil lists for 4.5 lakh employees. The system automatically updates employee records based on transfer orders, promotion notifications, and service modifications, reducing administrative workload by 60% while improving data accuracy significantly.

**Tamil Nadu's** e-Governance initiatives include automated provisional seniority list generation that processes over 50,000 employee records monthly. Their system incorporates complex seniority rules including inter-se seniority, reservation policies, and departmental promotions, achieving 95% automation in routine seniority calculations and reducing processing time from weeks to hours.

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#### INTERNATIONAL BEST PRACTICES:

**Malaysia's** Public Service Department implements MyHRMIS with automated seniority management covering 1.6 million civil servants. The system processes complex seniority calculations including inter-cadre movements, temporary appointments, and service breaks, achieving 97% accuracy in automated seniority determination. Their mobile-first approach enables real-time access to civil lists and seniority information for both administrators and employees.

**Thailand's** GFMIS-HR system manages civil lists for 2.1 million government employees with automated provisional seniority list generation. The system incorporates artificial intelligence algorithms to predict career progression patterns and identify potential seniority conflicts before they occur, reducing administrative disputes by 75% and improving promotion processing efficiency significantly.



**Singapore's** Public Service Division operates ePM (electronic Personnel Management) system that maintains comprehensive civil service records for 145,000 employees across 16 ministries. Their system automatically generates seniority lists, manages career progression pathways, and provides real-time analytics for workforce planning, achieving 99.8% data accuracy and reducing administrative processing time by 70%.

**South Africa's** PERSAL system maintains electronic civil lists for 1.2 million public servants with automated seniority calculations. The system processes complex transformation policies, affirmative action requirements, and skills development considerations in seniority determination, achieving 92% automation in routine seniority-related decisions while maintaining compliance with employment equity regulations.

These precedents demonstrate the technical feasibility and substantial benefits of such digital transformations in modernizing public sector HR.

### IMPLEMENTATION GUIDELINES:

Service book digitization (as indicated in Reform 8) provides a foundation for implementing this reform. Hence, the GARC recommends:

- i. The government may review current HRMS modules to understand additional data requirements to automating provisional seniority lists and e-Civil Lists
- ii. Digital architecture (within HRMS) for creating a self-updating civil list that automatically reflect changes in employee status, transfers, promotions, retirements, and new appointments without manual intervention may be developed
- iii. The e-Civil Lists may contain the following employee information:
  - a. Office/ Department,
  - b. Office address
  - c. Contact details like official email addresses, phone numbers, FAX,
  - d. Cadre
  - e. Educational Background
  - f. Photograph
- iv. E-Civil Lists and Provisional Seniority Lists may be generated for all Cadres operated by the Government; examples include:
  - a. Cadres as part of Gujarat Administrative Services: GAS (Junior Scale), GAS (Senior Scale), GAS (Selection Scale), & GAS (Apex Scale)
  - b. Gujarat Secretariat Services (SO, US, DS, JS, AS)
  - c. Gujarat Education Service Class 1 and Class 2
  - d. Town Planning Officer Cadre





- e. Mamlatdar, DILR (Revenue)
- f. TDO (Panchayat)
- g. RFO, ACF (Forest)
- h. Dy. Executive, Er. & Exe. Er., Superintendent Er., Chief Er. (R&B and Irrigation)
- v. A holistic and rigorous algorithm for automated provisional seniority lists (based on appointment dates, confirmation status, inter-cadre movements, deputation periods, and service breaks according to established government rules and regulations) may be developed
- vi. Automated data validation checks for data consistency may be developed
- vii. Automated notification for seniority list updates, promotion eligibility, and administrative deadlines to relevant stakeholders may be deployed through email, SMS, and mobile app notifications
- viii. e-Civil Lists and Provisional Seniority Lists may be published in public domain

**Recommendation 3.9:** The government may establish a dynamic, comprehensive e-Civil List and automated provisional seniority list generation for all state government employees



## REFORM 10: EMPLOYEE SATISFACTION SURVEY

The efficiency and effectiveness of Gujarat's administrative machinery are directly contingent on the well-being and optimal performance of its Class I and II officers. Employee satisfaction surveys represent a critical tool for understanding workforce dynamics, particularly in government organizations where employee morale directly impacts public service delivery. Currently, the absence of a structured mechanism to gauge their satisfaction leads to unaddressed issues such as chronic heavy workloads, limited clear pathways for professional growth, and inadequate recognition. Without systematic feedback, the government's approach to administrative challenges remains largely reactive, often failing to address root causes. Furthermore, a critical oversight is the lack of empirical data on actual workload distribution, hindering equitable resource allocation and leading to potential burnout or underutilization. Crucially, in a centralized administrative structure, insights from officers on the ground regarding specific functions ripe for decentralization often remain unheard.

Traditional Employee Satisfaction Surveys often fail to capture the complexity of task distribution issues prevalent in government organizations. Employees often report general satisfaction while simultaneously experiencing significant stress from uneven workload distribution, unclear task boundaries, or inadequate resource allocation. This indicates a renewed focus on unreasonable demands and work-life balance, correlated to stress levels and work-life reflection, demonstrating the growing recognition of workload as a primary driver of employee satisfaction.

Beyond traditional satisfaction metrics, the GARC recommends a comprehensive assessment of task distribution, workload perception, satisfaction and administrative burden among Gujarat's government employees. The Employee Satisfaction Survey (ESS) would be administered for all Class I and II officers within the Gujarat government, on a periodic basis (e.g., annually). Key areas of inquiry would include job role clarity, workload management, career development opportunities, effectiveness of training programs, quality of communication channels, supervisory support, mechanisms for recognition, and overall work-life balance. The survey framework is designed to capture nuanced insights into how work is allocated, perceived, and managed across different departments and hierarchical levels. Modern survey methodologies enable sophisticated analysis of workload patterns, task distribution equity, and perceived administrative burden. By incorporating detailed questions about daily task allocation, time spent on different activities, perceived task complexity, and administrative bottlenecks, the survey provides actionable insights for organizational restructuring and process optimization.

## PRECEDENTS FROM OTHER STATES/COUNTRIES:

India's government sector has witnessed several successful implementations of comprehensive employee satisfaction surveys that incorporate workload analysis. The **Central Civil Services Authority** has established standardized frameworks for conducting employee satisfaction assessments across ministries, providing valuable benchmarks for



state-level implementations. Their methodology includes detailed workload assessment modules that measure task distribution equity and administrative efficiency.

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#### INDIAN BEST PRACTICES:

The **Department of Personnel and Training (DoPT)** conducts annual employee satisfaction surveys across central government departments, incorporating specific modules on task distribution and workload management. Their 2023 survey covered lakhs of central government employees, revealing that majority employees reported high satisfaction in terms of overall work experience, but indicated concerns about uneven task distribution and workload management.

**Karnataka's** e-Governance initiative includes comprehensive employee satisfaction assessments that specifically evaluate task distribution patterns across different departments. Their survey methodology revealed that departments with automated processes showed much higher satisfaction rates compared to those relying on manual task allocation. The state's implementation of workload analysis led to reallocation of resources and improvement in administrative efficiency.

**Tamil Nadu's** administrative reform program incorporated detailed workload assessment surveys that identified significant disparities in task distribution across departments. Their findings led to restructuring of work allocation processes, leading to reduction in overtime requirements and improvement in employee satisfaction scores related to work-life balance.

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#### INTERNATIONAL BEST PRACTICES

The **Finnish government** conducts biennial surveys for public sector employees, with specific focus on task distribution, administrative burden, and process efficiency. Their methodology includes detailed time-allocation analysis, revealing that Finnish public servants spend about 1/3 of their time on administrative tasks, leading to targeted process optimization initiatives that reduced administrative burden and improved overall satisfaction scores significantly.

**Sweden's** public sector satisfaction surveys incorporate machine learning algorithms for workload distribution analysis across public sector employees. The Swedish model revealed that departments with balanced workload distribution showed higher satisfaction rates and better performance outcomes. Their predictive analytics identify potential workload imbalances before they impact employee satisfaction.

**Brazil's** public sector reform includes comprehensive employee satisfaction surveys covering millions of public servants across federal, state, and municipal levels. Their surveys revealed that employees in digitally transformed departments reported considerably higher satisfaction rates and better work-life balance scores.

**Chile's** modernization program uses mobile technology and real-time feedback mechanisms covering millions of public sector employees. Chilean implementation showed that real-time feedback systems improved response rates drastically.



and provided more accurate workload assessment data, enabling immediate interventions for workload management issues.

**Singapore's** system incorporates Artificial Intelligence for predictive analysis of workload patterns and satisfaction trends. Among the 23 components of job satisfaction, there appears to be a universal ranking of components of job satisfaction. Singapore's AI algorithms predict satisfaction trends, enabling proactive workforce management interventions.

#### IMPLEMENTATION GUIDELINES:

- i. The government may engage competent professional agencies to design, administer and analyze the ESS
- ii. The ESS to be designed using existing Digital Survey Tools (ex. Qualtrics, Google Forms, Survey Monkey, Typeform, etc.)
- iii. The ESS length to be 15-20 minutes at most to ensure high response rates
- iv. The ESS to be administered through emails, and WhatsApp
- v. Since the ESS is intended for all Class 1 & 2 officers, sampling strategies to only include if it would be administered by cadres or by departments
- vi. The ESS must include mixed question types (Likert scales, multiple choice, ranking, open-ended) to capture comprehensive data (refer Annexure for details)
- vii. The ESS must incorporate robust workload assessment modules
- viii. Survey Design to include:
  - a. Simple, clear language avoiding jargons or complex terminologies
  - b. Reverse-coded questions to identify response bias and ensure data quality
  - c. "Not Applicable" options where relevant to avoid forced responses
  - d. Skip logic to customize questions based on previous responses
  - e. Progress indicators and section breaks to improve user experience
- ix. The ESS to be administered in multilingual options (Gujarati, Hindi, English) for accessibility
- x. Deploying advanced statistical tools, utilize findings from the ESS to inform HR management

**Recommendation 3.10:** The Government may undertake a comprehensive assessment of task distribution, workload perception, and satisfaction among Gujarat's government's Class 1 & 2 officers, via digital survey tools.



## OPERATIONALIZATION

For each recommendation, primary and secondary departments for implementation of the reform are identified:

Reform	Nodal Department	Secondary Department
3.1 – Convergence of Scholarship Schemes	Education Department	SJED, Tribal & DST
3.2 – Automatic Pension Disbursal to Retired Employees	Finance Department	GAD (Personnel) & DST
3.3 – Citizen-Centric Portal with Consolidated Government Resolutions by Topics for Policy Awareness	DST – Portal Development; GAD (ARTD) - Issue GR for Task-force formation and remuneration	All Departments
3.4 – GIS-based Asset Inventory of all Government Assets and Services in Talukas and Villages	GAD (Planning)	All Departments dealing with Infrastructure related work
3.5 – Enhanced service delivery through automated status updates (via SMS/ WhatsApp) and enabled postal services for government certificates/ documents	DST	All Departments
3.6 – Enhanced User-Experience while using Public Transport	Port and Transport Department	-
3.7 - Enabling Digilocker verification/ code in all government applications for easy retrieval of official documents	Science and Tech Department	All Department
3.8 - Digitization of Service Book for all employee in HRMS, including Legacy Data	GAD (Personnel)	All Departments
3.9 – e-Civil List and Automated Provisional Seniority Lists	GAD (Personnel)	All Departments
3.10 – Employee Satisfaction Survey	GAD (Personnel)	All Department

## ANNEXURES:

## EMPLOYEE SATISFACTION SURVEY TEMPLATE

**1. Task Distribution and Workload Assessment****Workload Volume and Distribution**

- On a scale of 1-10, how would you rate your current workload volume? (1 = Too light, 5 = Just right, 10 = Overwhelming)
- What percentage of your work week is spent on: Core job responsibilities (%), **Administrative tasks** (%), Meetings and coordination (%), **Other activities** (%)
- How often do you work beyond regular office hours? (Never / Rarely / Sometimes / Often / Always)
- How evenly is work distributed among team members in your department? (Very uneven / Somewhat uneven / Balanced / Well-distributed)

**Task Complexity and Time Management**

- How complex are the majority of your daily tasks? (Very simple / Simple / Moderate / Complex / Very complex)
- How often do you receive tasks with unclear instructions or objectives? (Never / Rarely / Sometimes / Often / Always)
- On average, how much time do you spend waiting for approvals or inputs from other departments? (Less than 1 hour / 1-3 hours / 3-6 hours / More than 6 hours per week)
- How frequently do you experience task interruptions that affect your productivity? (Never / Rarely / Sometimes / Often / Always)

**2. Administrative Burden and Process Efficiency****Bureaucratic Processes**

- How would you rate the efficiency of administrative processes in your department? (Very inefficient / Inefficient / Neutral / Efficient / Very efficient)
- How often do you encounter redundant or duplicate processes in your work? (Never / Rarely / Sometimes / Often / Always)
- What percentage of your time is spent on processes that could be automated or simplified? (0-20% / 21-40% / 41-60% / 61-80% / 81-100%)



- How satisfied are you with the current approval and decision-making processes? (Very dissatisfied / Dissatisfied / Neutral / Satisfied / Very satisfied)

#### Resource Adequacy and Support

- Do you have adequate resources (technology, tools, information) to perform your tasks effectively? (Never / Rarely / Sometimes / Often / Always)
- How would you rate the availability of technical or professional support when needed? (Very poor / Poor / Fair / Good / Excellent)
- How often do resource constraints impact your ability to complete tasks on time? (Never / Rarely / Sometimes / Often / Always)

### 3. Work Environment and Satisfaction

#### Overall Job Satisfaction

- How satisfied are you with your current job role? (Very dissatisfied / Dissatisfied / Neutral / Satisfied / Very satisfied)
- How likely are you to recommend your department as a good place to work? (Very unlikely / Unlikely / Neutral / Likely / Very likely)
- How well does your current role match your skills and interests? (Very poor match / Poor match / Fair match / Good match / Excellent match)

#### Work-Life Balance and Stress

- How often does your work schedule interfere with your personal life? (Never / Rarely / Sometimes / Often / Always)
- How would you rate your current stress level related to work? (Very low / Low / Moderate / High / Very high)
- How supported do you feel by your immediate supervisor regarding workload management? (Not at all / Slightly / Moderately / Very / Extremely)

### 4. Communication and Feedback





- How effectively does information flow within your department? (Very ineffectively / Ineffectively / Neutral / Effectively / Very effectively)
- How often do you receive feedback on your work performance? (Never / Rarely / Sometimes / Often / Always)
- How clear are the expectations and priorities communicated to you? (Very unclear / Unclear / Neutral / Clear / Very clear)

5. **Anecdotal Insights**

- What are the top 3 factors that create the most administrative burden in your daily work?
- If you could eliminate or modify one process in your department, what would it be and why?
- What suggestions do you have for improving task distribution in your team/department?
- What additional resources or support would most help you perform your job more effectively?
- Describe a typical day when you feel most productive and satisfied with your work.

**Demographic and Contextual Information**

- Department/Division: \_\_\_\_\_
- Current position/grade: \_\_\_\_\_
- Years of experience in current role: \_\_\_\_\_
- Years of total government service: \_\_\_\_\_
- Age group: (20-30 / 31-40 / 41-50 / 51-60 / Above 60)
- Gender: Male/ Female / Other
- Educational qualification: \_\_\_\_\_
- Work location type: (Urban headquarters / District office / Rural posting / Field work)



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Staff Of the Gujarat Administrative Reforms Commission

Name & designation	Role in Commission
<b>Dr. Hasmukh Adhia, IAS (Retd.)</b> Principal Advisor to Hon. Chief Minister	Chairman
<b>Shri Pankaj Joshi, IAS</b> Hon. Chief Secretary, Gujarat State	Member
<b>Shri Kamal Dayani, IAS</b> Additional Chief Secretary, General Administration Department, Government of Gujarat	Member
<b>Ms. Mona Khandhar, IAS</b> Principal Secretary, Department of Science and Technology, Government of Gujarat	Member
<b>Dr. T. Natarajan, IAS</b> Principal Secretary, Department of Finance, Government of Gujarat	Member
<b>Shri Hareet Shukla, IAS</b> Principal Secretary, ARTD/NRI, Government of Gujarat	Member Secretary

The following individuals have supported research and ideation for the commission:

Name	Designation
<b>Hitesh Patel</b>	Under Secretary, Government of Gujarat
<b>Saumya Lathia</b>	Chief Minister's Fellow
<b>Tushar Meshram</b>	Chief Minister's Fellow
<b>Kunal Apastamb</b>	Chief Minister's Fellow

This report is designed by Deep Patel (Chief Minister's Fellow), and Saumya Lathia (Chief Minister's Fellow). The GARC Logo was designed by Piyush Ranjan (National Institute of Design (NID) – Ahmedabad).





**CONTACT US:**

Sardar Patel Institute of Public  
Administration (SPIPA)

Address: Opp ISRO, Satellite Road,  
Satellite, Ahmedabad, 380 015

Website: <https://garcguj.in>

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