



SIXTH REPORT OF GARC DECEMBER, 2025

**GUJARAT ADMINISTRATIVE
REFORMS COMMISSION (GARC)**

Table of Contents

About Gujarat Administrative Reforms Commission (GARC)	2
Executive Summary	3
1 Context	4
1.1 Introduction to key recruitment agencies and their mandate	6
1.2 Overview of current recruitment process	11
1.3 Overview of current digital systems	13
2 Challenges in recruitment of regular employees in Gujarat	15
2.1 Challenges faced by recruitment agencies	18
2.2 Challenges faced by Government departments	23
2.3 Challenges faced by candidates	24
3 Recommendations	27
3.1 Reform 1a: Combination of recruitment drives and examinations across similar Class 1 cadres and Class 2 cadres by GPSC	27
Reform 1b: Common entrance test across non-technical Class 3 cadres	34
3.2 Reform 2: Clearly defined requisition process to minimize queries and optimize time taken for acceptance of requisition by agencies	36
3.3 Reform 3: Technology enabled digital document verification process with minimized manual intervention	38
3.4 Reform 4: Candidate friendly process with full visibility and transparency	40
3.5 Reform 5: End-to-end digital recruitment workflows from requisition raising to final candidate appointment	43
3.6 Reform 6: Transformation and empowerment of recruitment agencies to improve capacity and recruitment outcomes	46
3.7 Reform 7: Shift to computer based / OMR exams using third-party infrastructure	51
3.8 Reform 8: Streamlining the process of new post creation and building of 10-year recruitment calendars	54
4 Expected benefits from reforms	56
5 Conclusion	57
6 Annexures	58
7 Acknowledgements	63

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 20th 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.:

- ❖ Administrative and Governance Structure
- ❖ Rationalization of Manpower and Human Resources
- ❖ Financial Management and Resource Optimization
- ❖ Decentralization and Local Governance
- ❖ Technology and Innovations
- ❖ Monitoring and Evaluation Structure



Executive Summary

Recruitment is the foundation of a strong and capable public workforce that powers the day-to-day functioning of the state machinery. Despite repeated efforts to strengthen the recruitment process, Gujarat's government departments face persistent vacancies that strain service delivery and increase reliance on contractual staff. Today, recruitment cycles often take 1–3 years to complete. Rising applicant volumes, complex requisition processes, partial digitization, and fragmented coordination across stakeholders have slowed down hiring and created inefficiencies.

This report by GARC analyses the current recruitment landscape in Gujarat, diagnosing the existing challenges faced by various stakeholder groups, some of which are summarized below:

- ❖ Recruitment agencies conduct a disproportionately high number of exams due to fragmented requisitions and inconsistent rules, stretching their administrative capacity
- ❖ Departments face delays in vacancy approvals, lack integrated workforce planning tools, and struggle to coordinate with agencies
- ❖ Candidates endure repeated disruptions, technical glitches, rigid rules, and delays that cause uncertainty and even age them out of eligibility
- ❖ Manual document verification, weak digital linkages with certificate databases, and lack of standardization create litigation and delays

To tackle these challenges and **bring down the average recruitment cycle timeline to less than a year**, this report proposes the following reforms:

- ❖ **Combination of recruitment drives and examinations:** Combine drives across similar Class 1 cadres and Class 2 cadres, conduct common entrance test for Class 3 cadres
- ❖ **Clearly defined requisition process:** Standardize requisition windows, create a central cell to monitor recruitment rules, and digitize requisition flows
- ❖ **Tech-enabled digital document verification:** Strengthen current systems by integrating it with Aadhaar, DigiLocker, and other databases, for real-time verification
- ❖ **Candidate-friendly processes with full transparency:** Build integrated candidate dashboards powered by a unified candidate ID, and publish lists of near-merit candidates for other opportunities, thereby improving candidate experience and trust
- ❖ **End-to-end digital recruitment workflow:** Implement a single digital system covering requisition to appointment, with proactive time and service level tracking
- ❖ **Transformation and empowerment of recruitment agencies:** Empower agencies with futuristic structures and external expertise to improve outcomes. Establish a standing recruitment co-ordination committee for monthly issue resolution
- ❖ **Shift to computer based / OMR exam conduction using third-party infrastructure:** Adopt MCQ based exams, onboard third-party vendors for conducting computer-based / OMR tests and set up dedicated Exam Monitoring Units (EMUs)
- ❖ **Streamlining new post creation and 10-year recruitment calendars:** Institutionalize a binding decadal recruitment calendar linked to sanctioned posts and projected retirements, with annual review windows to adjust for departmental needs

1 Context

Recruitment is a critical pillar in sustaining the public workforce that operates the machinery of the state on a daily basis. The Government of Gujarat (GoG) relies on a steady and reliable inflow of qualified personnel to deliver essential services, implement development programs, and ensure effective governance at every level. An efficient recruitment system is therefore not only an administrative necessity but also a driver of public trust and institutional credibility. The scale of the state's workforce means that even small inefficiencies in hiring have ripple effects across departments, affecting citizen-facing service delivery and long-term planning.

Over time, however, the recruitment ecosystem in Gujarat has come under increasing strain. Rising applicant volumes, complex requisition processes, and the growing demand for faster vacancy fulfilment have uncovered persistent challenges affecting candidates, recruitment agencies, and government departments alike. These include procedural delays, limited integration of digital systems, repetitive document verification, inadequate coordination between stakeholders and more. In addition, recurring litigation, infrastructural bottlenecks for examinations, and outdated recruitment rules have further slowed the process. Addressing these challenges in a systematic manner is essential to ensure that Gujarat's recruitment system keeps pace with the needs of a modern and expanding administration.

Today, Gujarat can see widespread vacancies across cadres in several departments. The impact is most visible on the ground workforce, including teachers, health workers, police personnel, and talatis, whose presence is critical for day-to-day service delivery. Many of these posts lying vacant not only strain the existing staff but also directly affect the quality of services received by citizens. Some departments have also resorted to non-regular workforce alternatives, such as contractual or outsourced personnel, to maintain functioning and continuity of citizen service delivery.



S/L	GoG Department	% of total sanctioned positions ¹	% vacancies ²
1	Panchayat, Rural Housing & Rural Development Department	45%	0 - 30%
2	Climate Change Department	0.004%	
3	Home Department	25%	30 - 40%
4	Labour, Skill Development and Employment Department	2%	
5	General Administration Department	0.30%	
6	Energy and Petrochemicals Department	0.10%	
7	Legislative and Parliamentary Affairs Department	0.02%	
8	Health & Family Welfare Department	7%	
9	Education Department	4%	
10	Finance Department	2%	
11	Agriculture, Farmers Welfare & Co-operation Department	2%	
12	Forest & Environment Department	1%	
13	Road & Building Department	1%	
14	Port & Transport Department	0.40%	
15	Legal Department	0.10%	
16	Information & Broadcasting Department	0.10%	
17	Women & Child Development Department	0.10%	
18	Science & Technology Department	0.10%	
19	Revenue Department	4%	
20	Narmada, Water Resources, Water Supply and Kalpasar Department	2%	
21	Urban Development and Urban Housing Department	1%	>50%
22	Social Justice & Empowerment Department	1%	
23	Industries & Mines Department	1%	
24	Tribal Development Department	0.40%	
25	Sports, Youth and Cultural Activities Department	0.20%	
26	Food, Civil Supplies & Consumer Affairs Department	0.20%	

The two largest departments, Panchayat (45% of total) and Home (25% of total), comprising ~70% of the total workforce fall in the lower % vacancy bucket (<40%)

Significantly large departments with >40% vacancies include Health (7% of total), Education (4% of total) and Revenue (4% of total)

1. Calculated as: (Sanctioned regular positions tagged to department) / (Total regular positions in HRMS)
 2. Calculated as: (Vacant regular positions for department) / (Sanctioned regular positions tagged to department)
- Source: GoG HRMS, July 2025

Figure 1: Vacancy for regular staff against sanctioned positions in various departments

Gujarat's framework for regular recruitment has evolved over decades to ensure transparency, fairness, and efficiency in the selection of government employees. Institutions such as the Gujarat Public Service Commission (GPSC), the Gujarat Subordinate Services Selection Board (GSSSB), the Gujarat Panchayat Service Selection Board (GPSSB), and the Gujarat Police Recruitment Board (GPRB) have played a central role in building a recruitment ecosystem that is structured, examination-driven, and merit-based.

Gujarat's broader governance reforms and emphasis on technology adoption create a strong foundation for further transformation in the recruitment space. By streamlining workflows, adopting common assessments where feasible, and developing an end-to-end digital recruitment ecosystem, the state has the opportunity to set new benchmarks in efficiency, transparency, and candidate experience. Gujarat's existing recruitment architecture, while strong, can be further improved to minimize delays, leverage digital innovations, and ensure quicker, more efficient fulfilment of vacancies. This approach will enable recruitment agencies and departments to respond dynamically to administrative needs while maintaining the core principles of transparency and meritocracy.

Through this report, the Gujarat Administrative Reforms Commission seeks to identify key challenges in the recruitment process of regular employees and propose practical reforms to make the system more streamlined, efficient, and future-ready. The focus will be on streamlining approval workflows, strengthening digital infrastructure, enhancing interdepartmental coordination, and improving overall candidate engagement.

Consequently, this report begins with an overview of Gujarat's recruitment agencies and their mandate, followed by a detailed mapping of the current recruitment process. It then examines challenges faced at multiple levels - by candidates, recruitment agencies, and government departments, along with an overview of existing digital portals such as OJAS and IASS. Building on this analysis, the report proposes a set of reforms aimed at streamlining recruitment, including the introduction of a common entrance test, development of an end-to-end digital recruitment workflow, rationalization of the requisition process, and adoption of technology-enabled document verification. Each reform and its recommendations are supported by best practices and implementation guidelines, as applicable.

1.1 Introduction to key recruitment agencies and their mandate

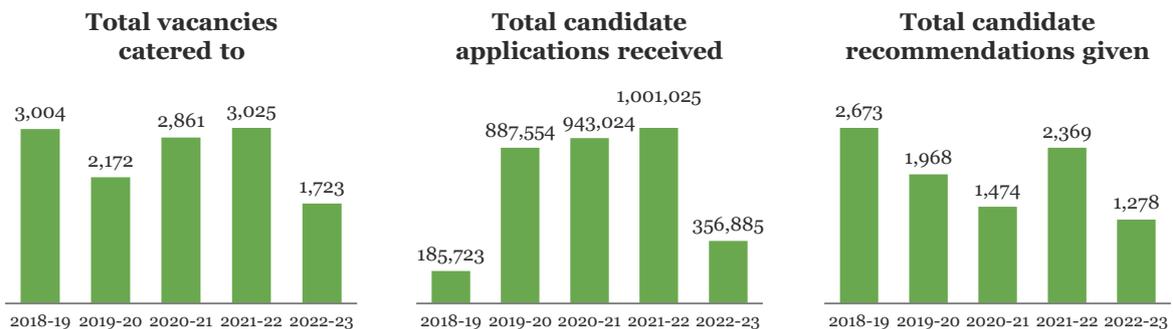
Gujarat's recruitment system is anchored by four key agencies, each with distinct mandates, statutory underpinnings, and levels of autonomy. Together, they ensure that the state's civil services, panchayat cadres, and police forces are staffed through transparent, merit-based, and competitive processes. These agencies, viz. GPSC, GSSSB, GPSSB, and GPRB, play a vital role in supporting the state's governance and service delivery by providing qualified personnel across different levels of the administrative structure.

Gujarat Public Service Commission (GPSC)

The Gujarat Public Service Commission (GPSC) is the premier recruitment body in the state, responsible for selecting candidates for Class 1 and Class 2 gazetted cadres, and in certain cases, selected Class 3 cadres. Constituted under Article 315 of the Constitution of India, GPSC functions as an autonomous constitutional authority with high independence, reporting directly to the Governor. The recruitment process typically follows a three-tier structure comprising Preliminary examinations, Mains examinations, and Personal Interviews (though some cadres are recruited via 2 stage process as well). GPSC’s autonomy and structured examination process ensure that merit and fairness are the cornerstones of higher-level administrative recruitment in Gujarat.

Recruitment mandate	Legal creation	Autonomy	Exam pattern
Recruitment of Class 1 and Class 2 (gazetted) service cadres; <i>(select class 3 roles included)</i>	Constitutional body under Article 315	High autonomy, functions independently and reports to Governor directly	Prelims, Mains and Interview stages (Three tier or two tier process as the case may be)

GPSC performance over 5 years (2018-19 to 2022-23)



Total

12,700 +

33.7 L +

9,700 +

GPSC staff strength

Sanctioned **211**

Filled **112**

Vacancy % **47%**

Source: GPSC Annual Reports

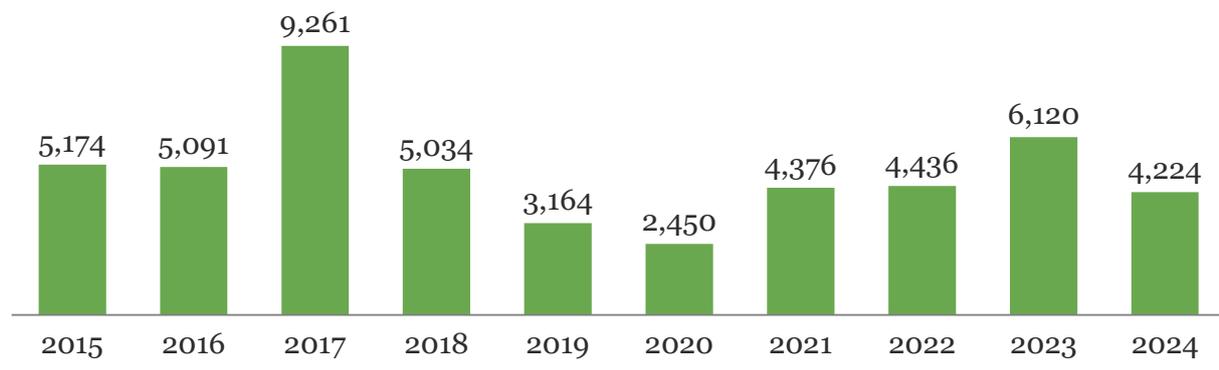
Figure 2: Snapshot of GPSC

Gujarat Subordinate Services Selection Board (GSSSB)

The Gujarat Subordinate Services Selection Board (GSSSB), also known as Gaun Seva Pasandgi Mandal, is tasked with recruiting for Class 3 (non-gazetted) cadres which are not under the ambit of GPSC. Established as an executive body, the GSSSB operates with moderate autonomy under the General Administration Department (GAD). Its examinations are predominantly based on optical mark recognition (OMR) or computer-based recruitment tests (CBRT), which may be multi-staged. In certain cadres, descriptive papers and physical efficiency tests are also conducted, though interviews are not part of the process. GSSSB plays a crucial role in ensuring adequate staffing for frontline and support roles within state administration.

Recruitment mandate	Legal creation	Autonomy	Exam pattern
Recruitment of Class 3 (non-gazetted) cadres across departments	Executive body, as HOD under General Administration Department	Moderate autonomy, operates under GAD	Largely OMR/CBRT based written tests (may be multi staged), descriptive/ physical tests, no interview

Candidates recommended by GSSSB over last 10 years (2015 to 2024)



Total 49,000 +

GSSSB staff strength

Sanctioned **74** Filled **41** Vacancy % **45%**

Source: Information provided to GARC by GSSSB

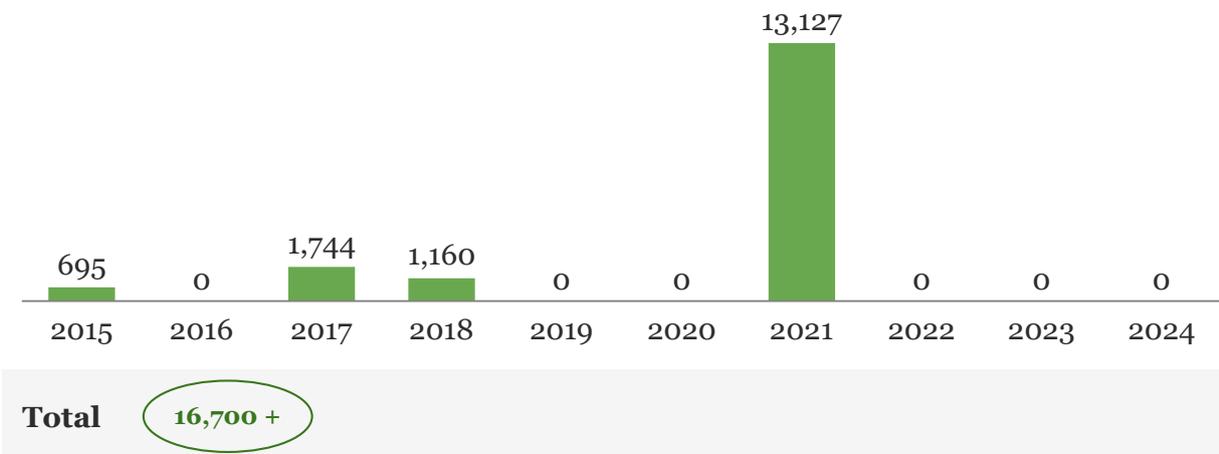
Figure 3: Snapshot of GSSSB

Gujarat Panchayat Service Selection Board (GPSSB)

The Gujarat Panchayat Service Selection Board (GPSSB) is dedicated to staffing Class 3 cadres which are under the ambit of Panchayat tier of local governance. Specifically, it oversees the recruitment of 22 defined cadres under the Gujarat Panchayat Services Act. Operating with moderate autonomy under the Panchayats & Rural Housing Development Department, the GPSSB’s recruitment model is based on a single-stage written test (OMR-based) with no interview component. By ensuring qualified personnel are placed in Panchayat tier structures, the GPSSB strengthens the effectiveness of local self-governance and the delivery of development programs at the grassroots level.

Recruitment mandate	Legal creation	Autonomy	Exam pattern
Recruitment of 22 defined Panchayat level cadres (Class 3)	Statutory body under Gujarat Panchayat Services Act	Moderate autonomy, operates under Panchayat & Rural Housing Dev. Dept.	Single stage written test (OMR based), no interview

Candidates recommended by GPSSB over last 10 years (2015 to 2024)



GPSSB staff strength

Sanctioned	41	Filled	34*	Vacancy %	17%
<i>*including 8 outsourced staff</i>					

Source: Information provided to GARC by GPSSB

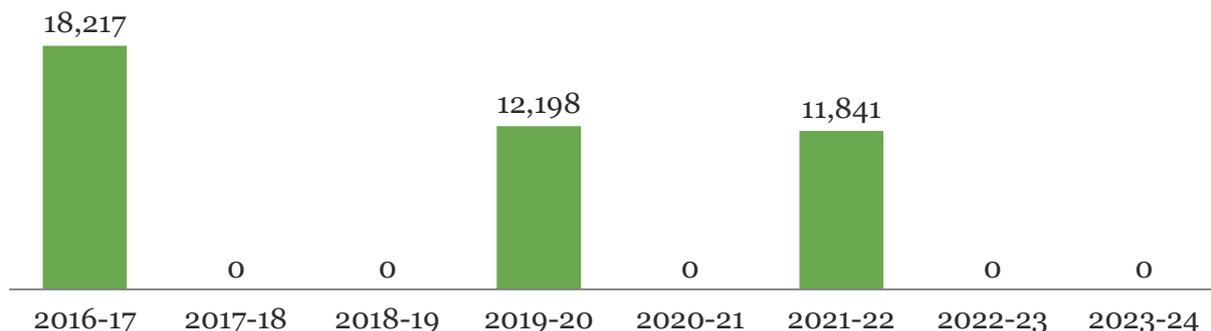
Figure 4: Snapshot of GPSSB

Gujarat Police Recruitment Board (GPRB)

The Gujarat Police Recruitment Board (GPRB) is responsible for recruiting personnel for the police force, including cadres such as Police Sub-Inspectors and Police Constables (Lok Rakshaks). Constituted as an executive body through a State Home Department resolution in March 2024, the GPRB operates under the directives of the Home Department with limited autonomy. Previously, ad-hoc boards were constituted as and when recruitment drives were conducted for police personnel, but in March 2024, GPRB was constituted as a permanent body. Its recruitment process typically includes a physical test followed by a written examination, which combines OMR-based and descriptive components, without an interview stage.

Recruitment mandate	Legal creation	Autonomy	Exam pattern
Recruitment of 11 Home department cadres	Executive body constituted via state Home Department resolution (March 2024)	Moderate autonomy, operates under directives of Home Dept.	Physical test + Written Test (OMR/CBRT + Descriptive), no interview

Candidates recruited over last 8 years (2016-17 to 2023-24)



Total

42,200 +

→ All these recruitments were done before the official creation of GPRB in March 2024

GPRB staff strength

Sanctioned

9

- No Class 1 officer post sanctioned except the Chairman and Board member

Source: Information provided to GARC by GPRB

Figure 5: Snapshot of GPRB

In totality, while each agency operates under a different mandate and degree of autonomy, together they ensure that Gujarat's recruitment system remains comprehensive and structured. Their functioning provides the institutional foundation upon which the state's recruitment processes are built.

1.2 Overview of current recruitment process

Recruitment of regular employees in Gujarat typically follows a structured multi-step process managed by the state's recruitment agencies—GPSC, GSSSB, GPSSB, and GPRB. While the specific details may vary depending on the cadre and agency, the overall workflow remains broadly similar and is designed to ensure transparency, fairness, and adequate opportunity for candidates across the state. On average, the process spans 1 to 3 years (with a mean duration of around 18 months), and consists of nearly 18 sequential stages.

- ❖ The process begins with the Cadre Controlling Authority (CCA) sending a requisition to the relevant recruitment agency. This requisition is based on the number of vacancies available and the staffing requirements identified by the concerned department. Upon receipt, the recruitment agency takes charge of conducting the selection process
- ❖ The next step involves the publication of advertisements in newspapers and official channels to notify potential applicants. Candidates are then required to apply through the Online Job Application System (OJAS), which allows one-time registration and auto-filling of details for subsequent applications. Once applications are received, agencies undertake basic eligibility checks and data processing, primarily to de-duplicate applications and filter out fake or invalid entries
- ❖ Following this, the examination stage is conducted. Depending on the agency and cadre, exams may be single-stage or multi-staged, and can include OMR-based tests, Computer-Based Recruitment Tests (CBRT), descriptive papers, or physical tests (particularly for police recruitment)
- ❖ After the exam, a provisional answer key is published to maintain transparency and invite feedback. Candidates are allowed to raise objections or suggestions on the provisional key, which are reviewed and resolved in consultation with subject experts. Based on this exercise, a final answer key is published
- ❖ Subsequently, results are declared. For single-stage examinations, this marks the end of the process with the publication of a final merit list. For multi-stage recruitment (such as higher-level cadres under GPSC), the process includes additional stages where only qualifying candidates proceed to the next level, such as mains or interviews. It is important to note that Class 3 cadres generally do not have interviews, while GPSC Class 1 and 2 posts may involve a two-tier (prelims, interview) or three-tier system (prelims, mains, interview)
- ❖ Once results are finalized, the provisional document verification process is carried out by the agencies. This involves checks of caste, category (SC/ST/OBC), and other relevant certificates to confirm the candidate's eligibility. If the documents are verified, the recruitment agency issues its recommendations to the concerned department. In cases where discrepancies are found, candidature may be cancelled
- ❖ The final stages of the process include issuing appointment letters by the department and the employee formally joining office, post final verification of all documents by the Cadre Controlling Authorities (CCAs). From requisition to joining, the overall timeline can extend considerably, often ranging from one to three years, depending on the number of vacancies, complexity of the examination, litigation (if any), and administrative coordination involved

The 18-step sequence commonly followed across agencies in recruitment workflow is depicted below.

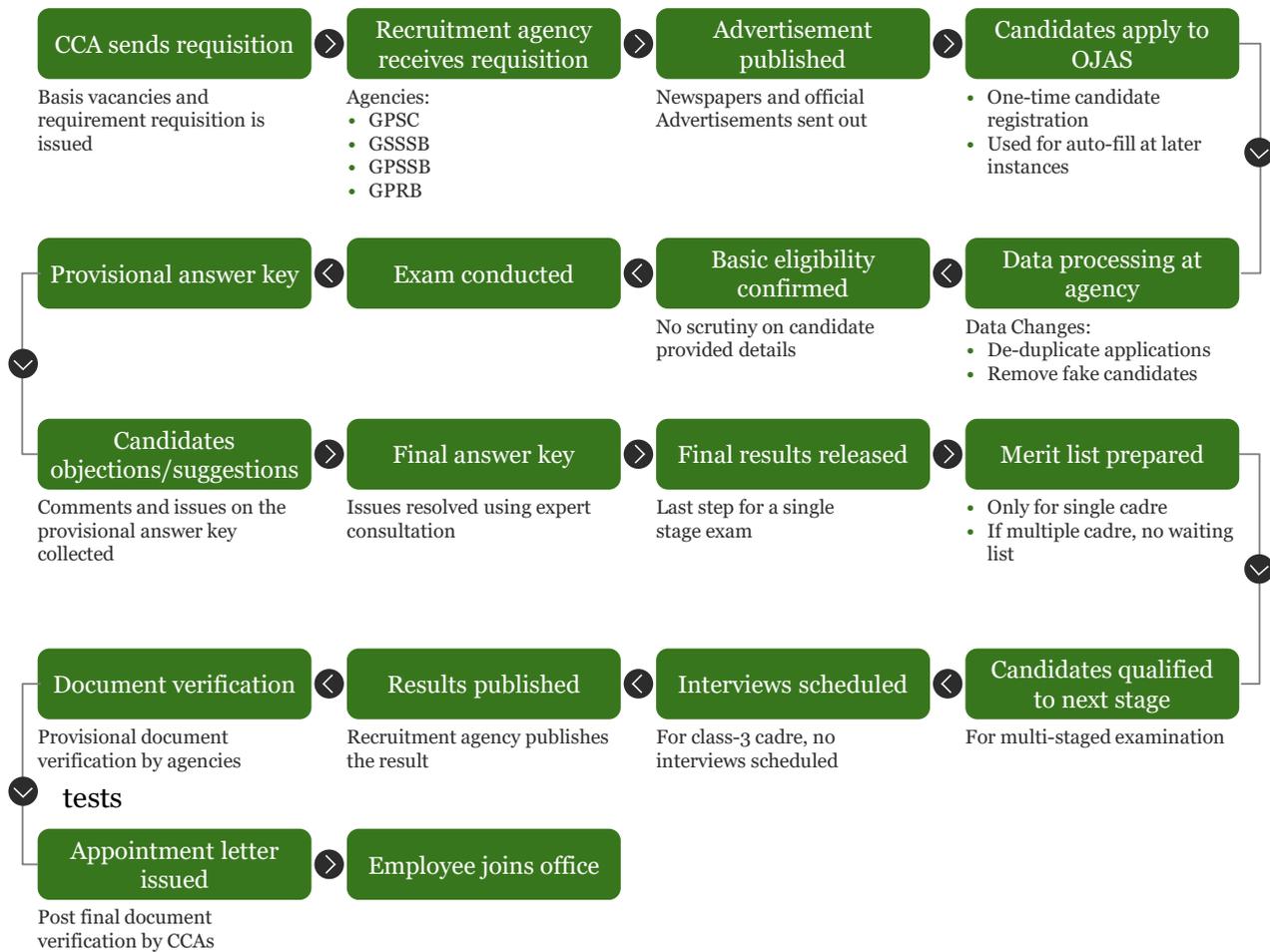


Figure 6: Basic workflow for recruitment of regular employees

1.3 Overview of current digital systems

Candidate portal: Online Job Application System (OJAS)

Online Job Application System (OJAS) is Gujarat’s candidate facing digital platform for managing applications to state government recruitment drives. Introduced to replace manual, paper-based application processes, it allows candidates to register once and use the same profile for multiple applications, reducing duplication and effort. The portal supports online application submission, fee payment, hall ticket download, and access to exam schedules and updates. However, despite its wide adoption, OJAS continues to face challenges such as server slowdowns during peak traffic, limited mobile-friendliness, and lack of integration with document verification databases.

Summarized below are the key service features used by candidates on OJAS:

- ❖ Search current advertisements by department / agency
- ❖ Registration or profile creation with upload of basic documents, photo and signature
- ❖ Profile based application to various advertisements
- ❖ Online payment of application / exam fees
- ❖ Examination or interview call letter / preference
- ❖ Other services (withdrawal of candidature, paper rechecking, etc.)

Depicted below is a start to end workflow from advertisement release to post examination notification release on OJAS covering both candidate and recruitment agency actions:

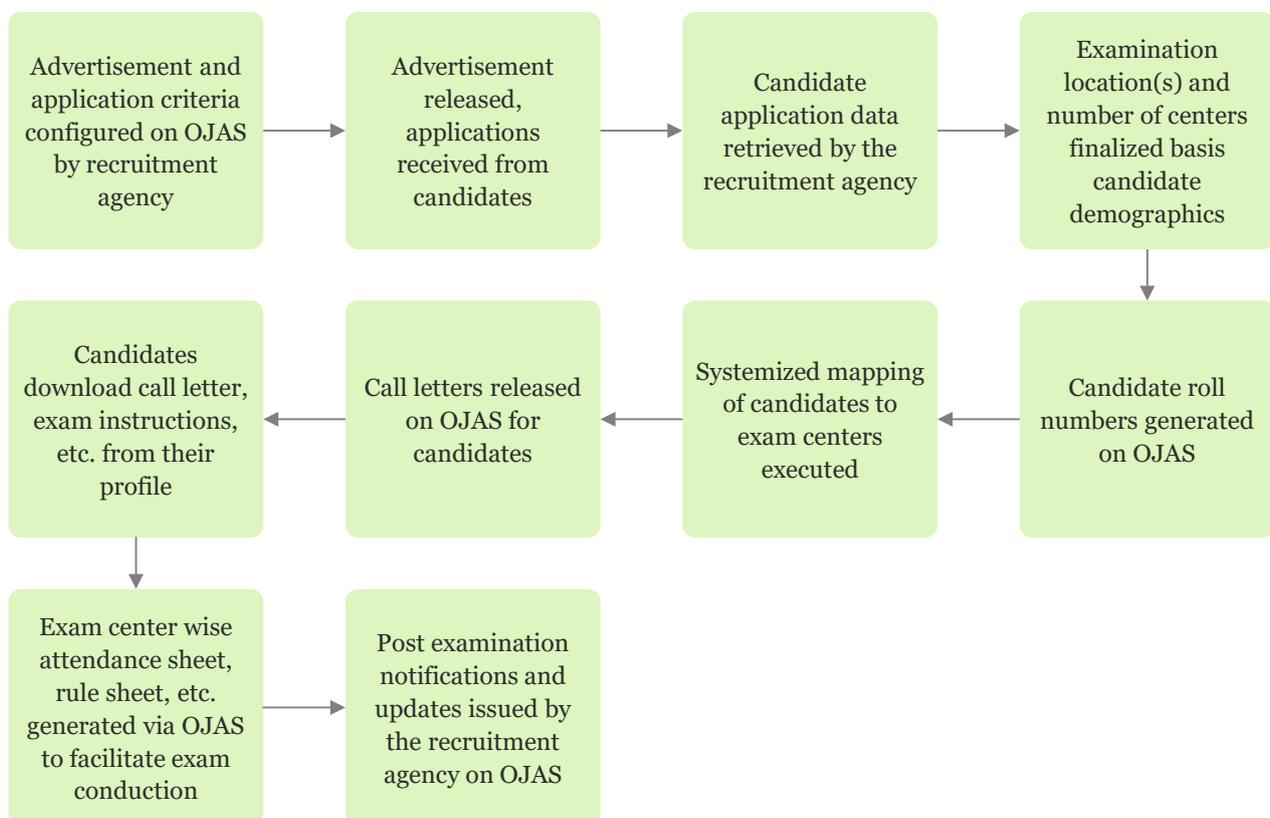


Figure 7: Standard OJAS workflow during a recruitment cycle

Document scrutiny portal: Integrated Application Security System (IASS)

The Integrated Application Scrutiny System (IASS) is Gujarat’s digital platform designed to digitize the scrutiny of candidate applications and documents by agencies during the recruitment process. It enables recruitment agencies to conduct systematic checks of eligibility criteria, reservation claims, and supporting certificates before examinations or final selection. By digitizing the process, IASS aims at reducing manual errors, ensuring greater transparency, and enabling faster shortlisting of candidates. The portal also records audit trails of verification steps, helping agencies defend decisions in case of disputes.

IASS serves both as citizen facing platform as well as an internal tool for document verification. Citizens can log-in with their application number or confirmation number and upload their documents as required. This step is typically carried out post exams where only the candidates eligible to move forward are asked to submit documents, except special cases or recruitment drives such as exams only for Physically Handicapped (PH) category.

The document scrutiny by the recruitment agency happens at at least four distinct levels, viz. Deputy Section Officer, Section Officer, Deputy Secretary and Joint Secretary, with the audit trail and records maintained for each level. An illustrative diagram for document scrutiny process followed by GPSC is highlighted below.

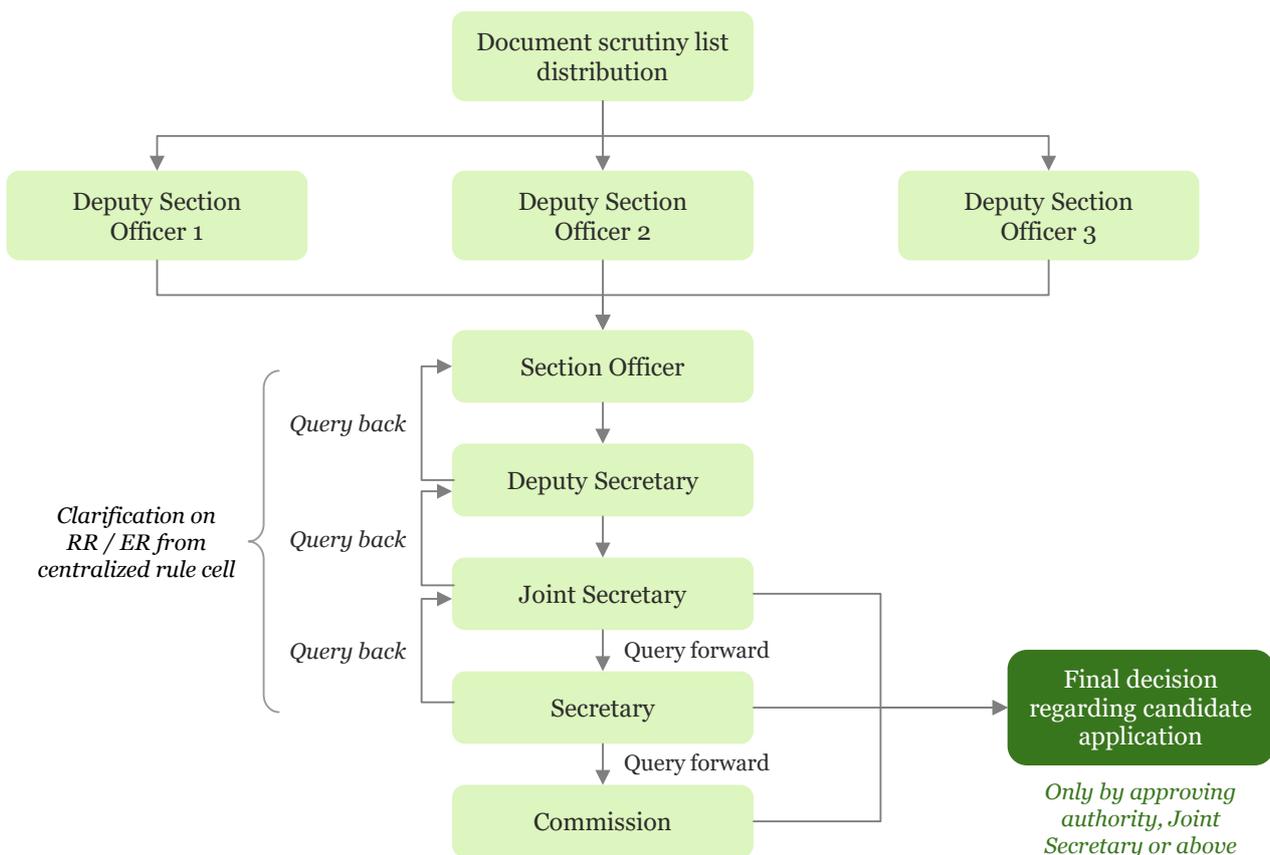


Figure 8: Illustrative process of candidate application scrutiny and final decision on IASS by GPSC

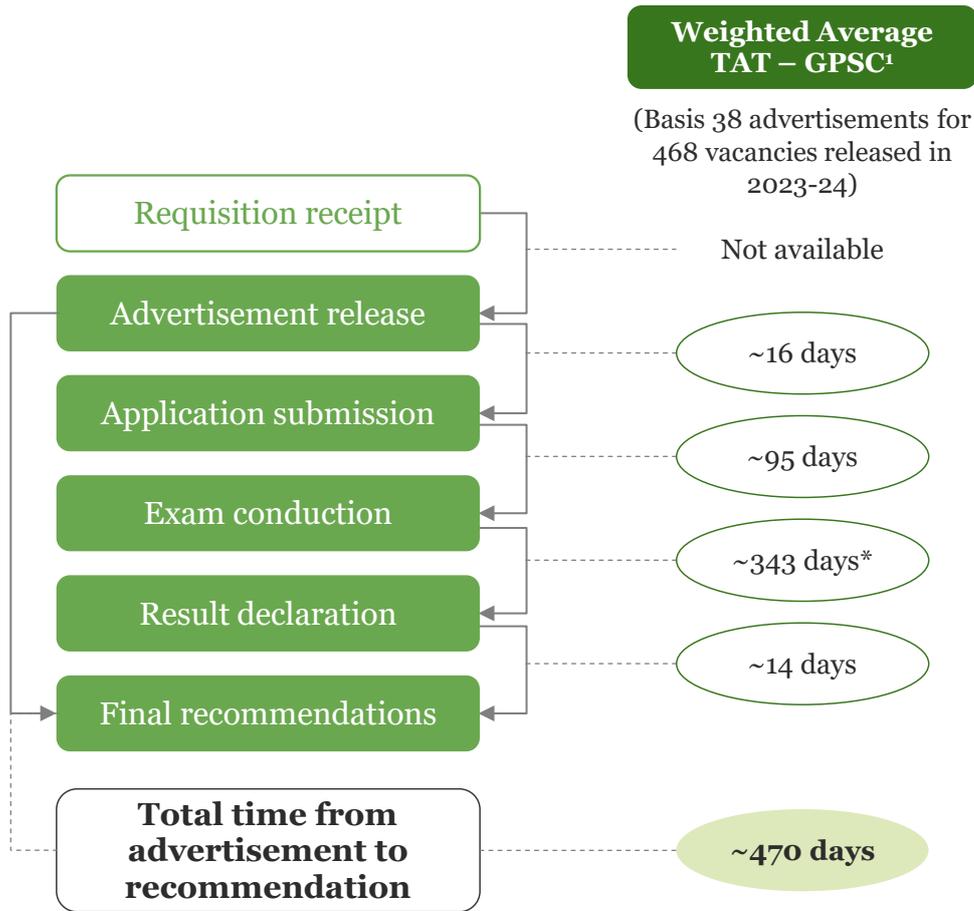
2 Challenges in recruitment of regular employees in Gujarat

Recruitment of regular employees for government agencies has sometimes created difficulties for Gujarat. One of the most significant concerns is the extended time taken to complete recruitment cycles, which might stretch beyond one year. This not only creates uncertainty for candidates but also leaves government departments understaffed which might further affect service delivery.

The following analysis of turn around time (TAT) was carried out for two prominent recruitment agencies – GPSC and GPSSB.

GPSC: Time taken for recruitment of 38 different Class 1 and Class 2 cadres initiated in 2023-24 were analyzed and the findings are summarized below:

- ❖ Weighted average end-to-end TAT (weighted by number of vacancies in each drive) across the 38 different recruitment drives comes out as ~470 days
- ❖ The steps with highest time differential is:
 - **Exam conduction to result declaration:** Time increases owing to multiple stages of evaluation (prelims and/or mains, interview) which is sequential and also includes document scrutiny time.



Weighted average TAT is calculated as the average time taken between stages of recruitment, adjusted for the number of vacancies in each drive

1. Exclusions from TAT calculations:

- 15 advertisements by GPSC in 2023-24 where no eligible candidates were recommended
- 3 advertisements by GPSC in 2023-24 where the process has not been completed (all advertisements released in August 2023)

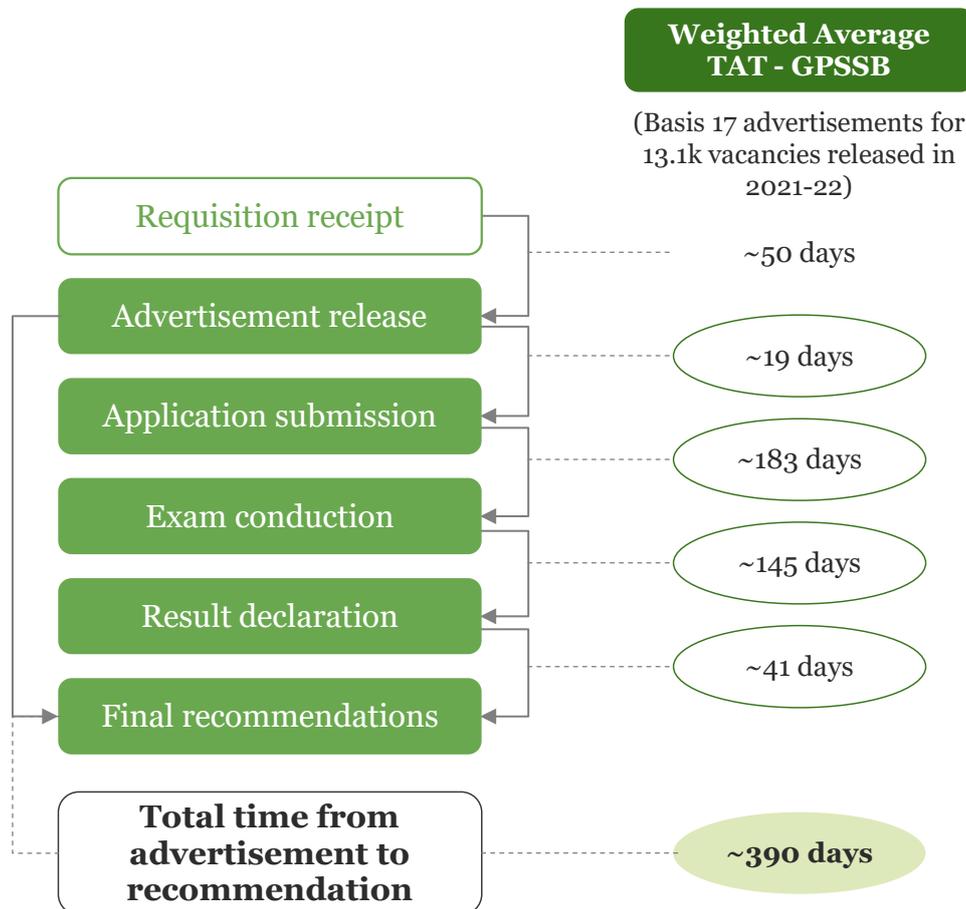
*Includes examination + interview stage
Source: GPSC website

Figure 9A: Weighted average TAT for recruitment process conducted by GPSC

GPSSB: Time taken for recruitment of 17 different Class 3 cadres over the last 5 years was conducted and the findings are summarized below:

- ❖ All such recruitment drives were conducted by GPSSB as a single stage exam based process with no interviews
- ❖ Weighted average end-to-end TAT (weighted by number of vacancies in each drive) across the 17 different recruitment drives comes out as ~390 days

- ❖ The two steps with highest time differential are:
 - **Application submission to exam conduction:** Time increases owing to exam arrangements for large number of applicants, such as roll number and exam center assignment, etc.
 - **Exam conduction to result declaration:** Time increases due to candidate challenges and appeals on questions, and provisional answer key



Weighted average TAT is calculated as the average time taken between stages of recruitment, adjusted for the number of vacancies in each drive

Source: Information provided to GARC by GPSSB

Figure 9B: Weighted average TAT for recruitment process conducted by GPSSB

In addition, while Gujarat has made considerable progress in digitization through systems like OJAS and IASS, several aspects of the process such as document verification, requisition approvals, and inter-agency communication remain only partially digitized, leading to duplication of efforts and delays.

Further, stakeholder-specific issues add to the overall inefficiency: candidates face difficulties in navigating repetitive formalities and limited grievance redressal; recruitment agencies deal with large applicant volumes and the challenge of balancing speed with transparency; and government

departments struggle with timely requisitioning, coordination, and aligning recruitment with evolving workforce needs.

This section provides a detailed assessment of these challenges, categorized by the perspectives of recruitment agencies, government departments and candidates. Understanding these pain points is essential to designing practical reforms that will make Gujarat’s recruitment system more efficient, transparent, and responsive to both administrative needs and citizen expectations.

2.1 Challenges faced by recruitment agencies

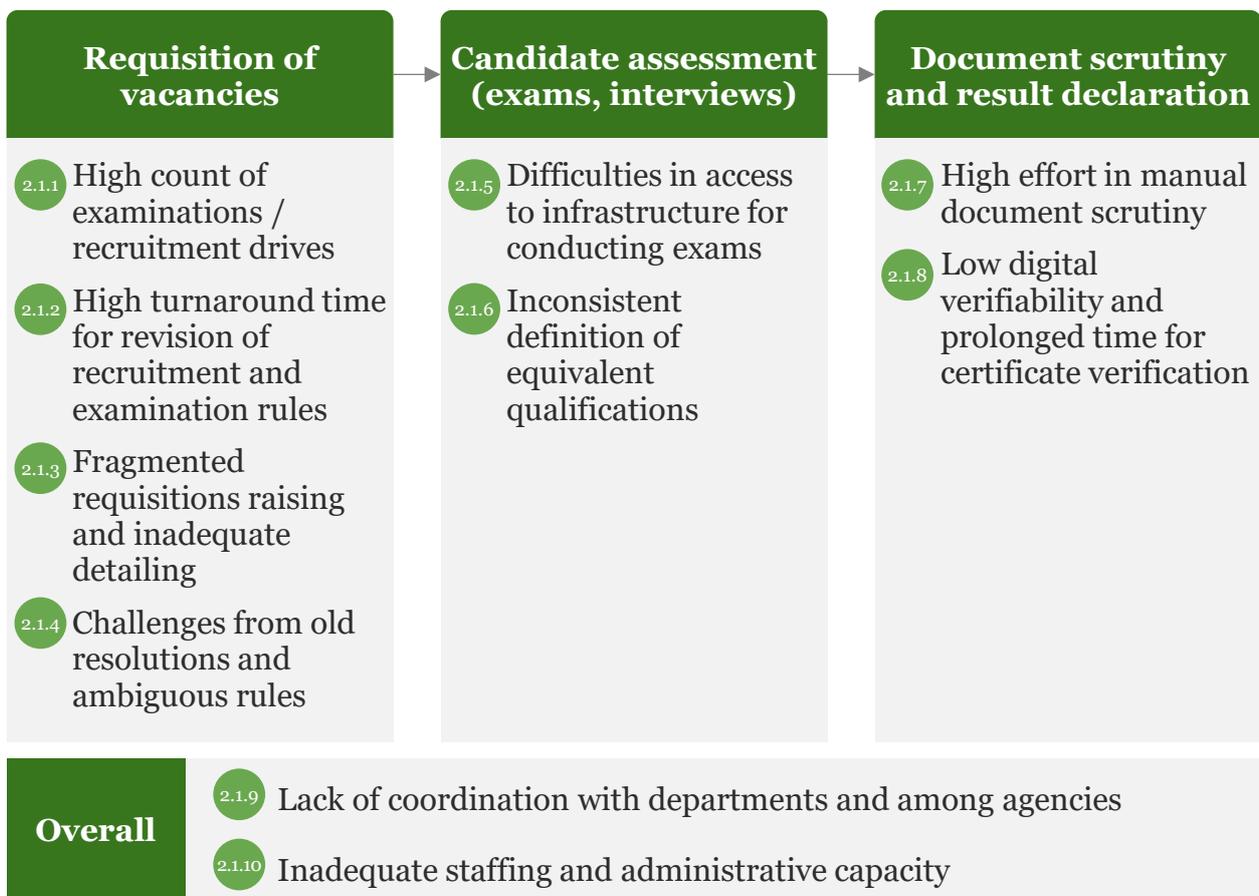
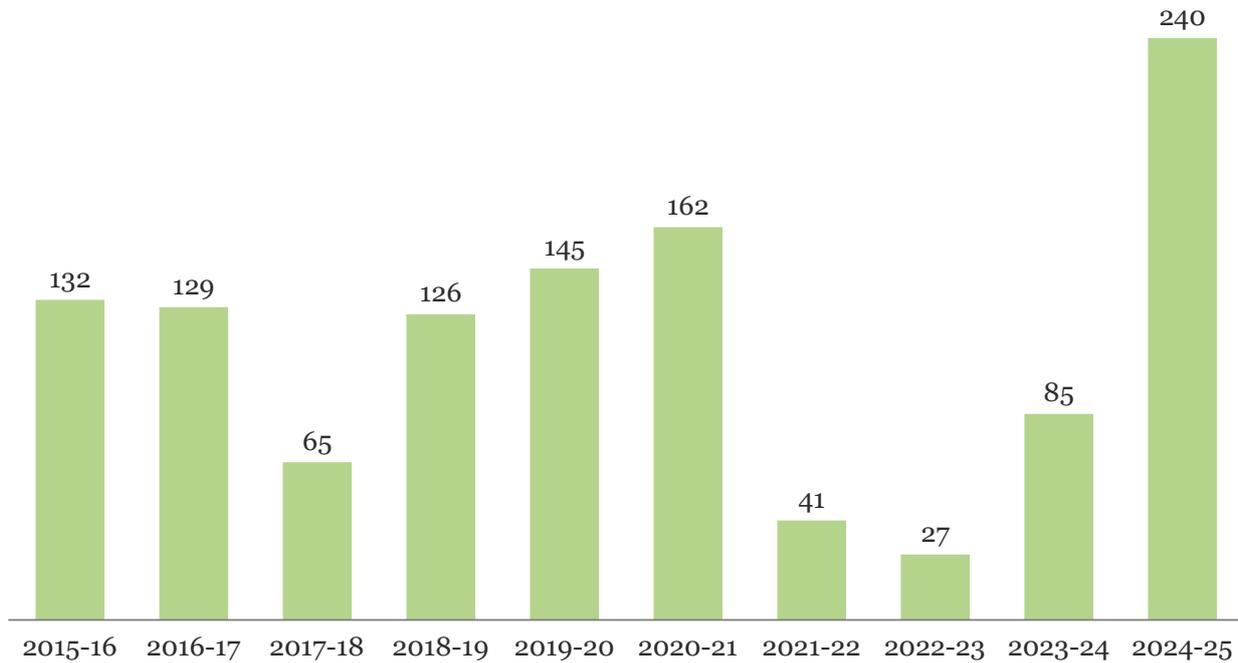


Figure 10: Summary of challenges faced by the recruitment agencies across various stages of the process

2.1.1 High count of examinations / recruitment drives to be conducted by GPSC and GSSSB in a year

Recruitment agencies are required to conduct a large number of examinations and drives every year owing to differences in Recruitment Rules (RR) and Examination Rules (ER) across departments. Even for similar or identical roles, separate requisitions are issued by different departments, which necessitates multiple recruitment processes. For example, recruitment for civil engineers is conducted separately for the Roads & Buildings Department, Narmada Department, and Gujarat Water Supply and Sewerage Board (GWSSB), despite the similarity of qualifications and responsibilities required for these positions.



Source: Source: GPSC website (<https://gpsc.gujarat.gov.in/dashboard>)

Figure 11: Count of advertisements released over the last 10 years by GPSC

2.1.2 High turn around time for revision of recruitment and examination rules

Some of the Recruitment Rules (RR) and Examination Rules (ER) followed by recruitment agencies in Gujarat are outdated, and the process of updating them is highly time-consuming. In several cases, revisions suggested by agencies during earlier recruitment cycles have not yet been accepted or implemented. As a result, the same issues continue to occur across multiple cycles, creating inefficiencies and avoidable disputes.

For example, the RR for Junior Superintendent and Registrar, Class 2 cadre were published on 10-01-1975 and have remained unchanged despite significant evolution in requirements. Similarly, outdated provisions in other cadres contribute to confusion regarding eligibility, equivalent qualifications, and examination structures. The high lead time in making changes to these rules not only generates repeated queries from candidates but also causes delays in the recruitment process itself. This lack of timely revision undermines the responsiveness of the recruitment framework to current administrative and workforce needs.

2.1.3 Fragmented requisition raising and inadequate detailing of requests

One of the recurring difficulties faced by recruitment agencies is the fragmented and ad-hoc manner in which requisitions are raised by departments. Requisitions are often submitted at different times of the year via letters (digital or physical) without a consolidated approach, which creates duplication of effort and inefficiencies in planning examinations. For instance, requisitions for junior clerk posts are frequently received in separate batches from various departments throughout the year, rather than being combined into a single, coordinated demand.

Additionally, many requisitions are submitted without adequate detailing or are incomplete, requiring repeated back-and-forth communication between agencies and departments. This not only prolongs the initiation of the recruitment process but also disrupts the scheduling of examinations and resource allocation by the agencies. The absence of a structured and timely requisition mechanism, supported by well-defined departmental coordination, contributes to unnecessary delays in recruitment and hinders the ability of agencies to conduct processes in a streamlined manner.

2.1.4 Challenges created from old resolutions and ambiguous rules

Several Government Resolutions (GRs) that continue to govern recruitment processes are outdated and may not be fully aligned with present-day requirements. These old provisions often create complications for agencies and can lead to prolonged recruitment timelines. For example, current rules may restrict validation of a candidate's birth date to specific documents such as the Class 10 credit certificate. Candidates who do not possess this certificate, even if they hold a valid birth certificate, might not be considered.

Similarly, work experience gained in multi-state cooperative societies might not be recognized under existing rules, leading to the exclusion of otherwise eligible candidates. Ambiguities in provisions related to disabled candidates have also been misused in practice. For instance, blind candidates are permitted to bring scribes, but the lack of clear eligibility criteria has resulted in situations where highly qualified students act as scribes, without violating any rules.

Collectively, these lack of clarity in resolutions and rules may place recruitment agencies in a difficult position, forcing them to manage avoidable disputes and administrative hurdles.

2.1.5 Difficulties in access to infrastructure for conducting exams

Recruitment agencies face challenges in securing adequate venues for large-scale examinations. Many colleges with better infrastructure are unwilling to host exams due to the low compensation offered in return, while some lack essential facilities such as CCTV surveillance and secure seating arrangements. Capacity for computer-based tests is particularly constrained, with the state currently able to accommodate <10,000 candidates in a single shift across all centers. These limitations restrict the scale and frequency of exams that can be conducted.

2.1.6 Inconsistent definition of “equivalent” qualifications

Inconsistencies in the recognition of “equivalent” qualifications further complicate the recruitment process. A degree in Transport Engineering, for instance, is treated as an equivalent qualification for civil engineers in the Roads & Buildings Department but is not accepted as equivalent in the Irrigation Department. Such variations create ambiguity for candidates, prevent the

standardization of examinations across cadres, and increase the administrative burden on recruitment agencies. Such discrepancies prevent standardization of recruitment processes, create additional workload in handling disputes, and make agencies vulnerable to litigation.

2.1.7 High effort in manual document scrutiny

Recruitment agencies invest considerable time and resources in manually scrutinizing the authenticity of candidates' educational and other documents. In the absence of digital linkages with Gujarat's SSC, HSC, and university databases, agencies must depend on manual verification methods. This often involves sending letters, making repeated phone calls, or even conducting field visits to confirm the existence of institutions and the validity of certificates. Fraudulent certificates, particularly from universities or colleges in remote districts, are frequent, compelling agencies to conduct their own investigations rather than relying on a streamlined verification mechanism.

These manual processes not only delay recruitment cycles but also increase the likelihood of litigation. Disqualifications on the basis of questionable documents are regularly challenged in courts, prolonging uncertainty for both candidates and agencies.

The step-by-step process workflow of a manual document verification drive organized by a GoG recruitment agency (GSSSB) is described below:

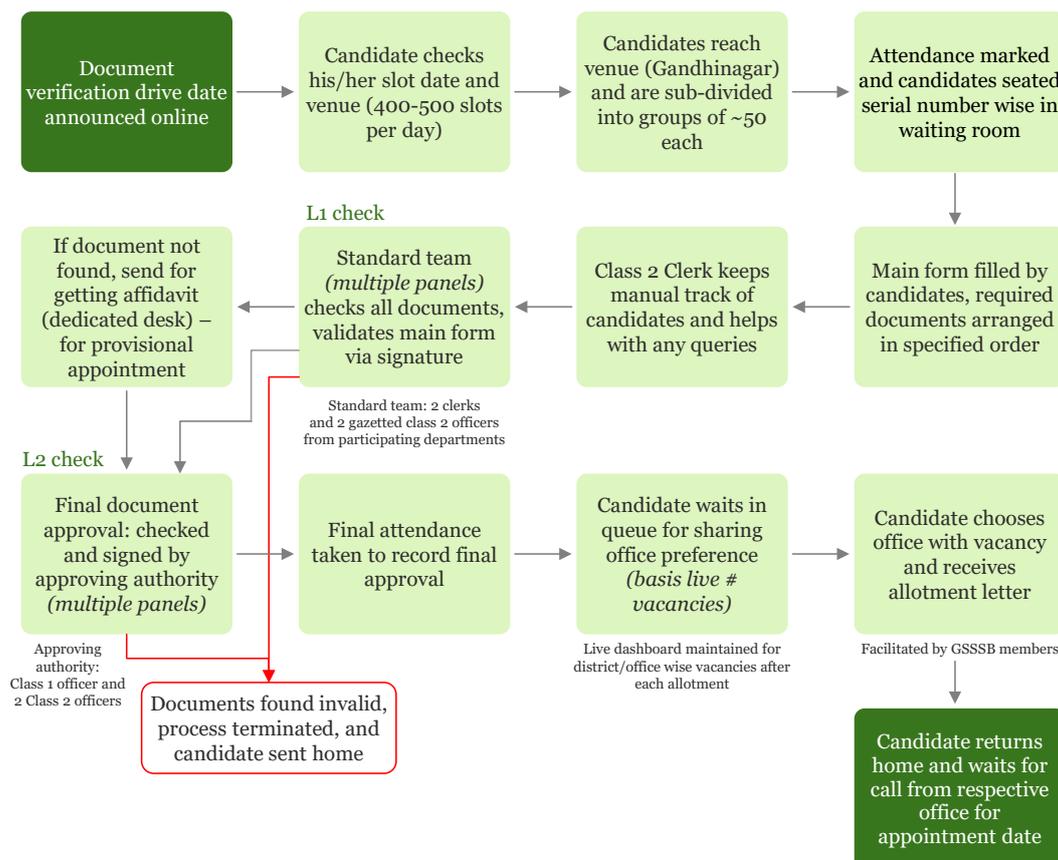


Figure 12: Candidate workflow for manual document verification drive organized by GSSSB

Physical documents required during manual verification (illustrative)	
1 Form provided by recruitment agency	9 CCC
2 Form downloaded from website	10 Caste /EWS certificate
3 Call letter	11 Non-creamy layer/ widow
4 Application form (pre-prelims)	12 NOC for govt. employee
5 SCE marksheet/ Credit certificate	13 Ex serviceman/ P.H. Certificate
6 School leaving	14 Identity card
7 Graduation marksheet	
8 Graduation certificate	

Figure 13: List of documents (illustrative sample) required in physical copies at manual verification drive for Class 3 post by GSSSB

2.1.8 Low digital verifiability and prolonged time for certificate verification

One of the most pressing challenges faced is the prolonged time taken for verification of caste certificates by the respective SC, ST, OBC, and Tribal authorities. Although the expected timeline for validation is much shorter, in practice the process often extends to six months or more. In some instances, candidates are offered provisional appointments while awaiting certificate validation. However, these can lead to revocation of employment if certificates are later found invalid.

Additionally, the absence of a standardized and digitally verifiable format for health and medical certificates creates significant difficulties in the case of candidates applying under reserved categories. Currently, health certificates are not linked to Aadhaar, DigiLocker, or any centralized digital repository, making them difficult to authenticate. This gap allows candidates to submit multiple certificates issued by different doctors or sources, often with inconsistent details. The lack of digital verification mechanisms prolongs scrutiny, increases the risk of fraudulent claims, and exposes the process to litigation.

2.1.9 Lack of coordination with departments and among agencies

Recruitment agencies often face difficulties due to inconsistent and uncoordinated actions taken by departments and by other recruitment agencies. In contentious cases, agencies have adopted conflicting positions, which then become grounds for litigation where the decision of one agency is cited against another. This not only creates legal complications but also exposes recruitment agencies to criticism over lack of uniformity in their functioning.

2.1.10 Inadequate staffing and administrative capacity

Recruitment agencies often struggle with limited manpower and administrative resources, which directly affects the pace of examinations and interviews. For example, vacancies in the GPSC Board (>50% board member seats vacant) have led to significant delays in conducting interviews for Class 1 posts. Such shortages slow down the recruitment cycle, create backlogs, and prevent timely filling of vacancies in critical cadres.

2.2 Challenges faced by Government departments

2.2.1 Delays in vacancy requisition approvals

Government departments often face delays in obtaining the necessary approvals to initiate recruitment for vacant posts. Even when vacancies arise from routine retirements or resignations, requisitions move through multiple levels of clearance within the department and the Finance or GAD offices before being sent to the recruitment agency. These procedural lags slow down the start of recruitment cycles. The absence of streamlined approval mechanisms not only hampers timely hiring but also adds to the accumulation of vacancies across cadres.

Departments still rely on manual processes to track sanctioned posts, filled positions, and vacancies. Without integrated digital systems for maintaining and tracking data, compiling requisitions requires repeated collation of data from different offices, which is both time-consuming and error prone. Departments also lack a real-time digital view of their staffing, making it difficult to anticipate retirements or plan for future needs. This dependency on manual processes hampers on time requisition submission which further leads to last minute requisitions.

2.2.2 Vacancies disrupting service delivery for departments

Prolonged vacancies within departments directly impact their ability to deliver essential services to citizens. Shortages in on ground workforce such as clerical staff, teachers, health workers, and police personnel increase the workload of existing employees and create visible service gaps on the ground. For example, understaffed schools face difficulties in maintaining student–teacher ratios, and understaffed health centers struggle to deliver basic primary care. Departments are thus caught between administrative delays in filling posts and the need to maintain uninterrupted service delivery to citizens.

2.2.3 Frequent support extension for manual document scrutiny, litigation preparation, etc.

Departments are frequently drawn into document scrutiny and litigation preparation activities by the recruitment agencies. Recruitment disputes, such as disqualification of candidates, interpretation of recruitment rules, or reservation-related issues typically require subject matter expertise that is provided by the department. Support via participation in manual document verification drives and in responding to court cases requires considerable administrative time, coordination, and preparation of detailed records. In many cases, departments have to repeatedly provide clarifications on recruitment rules or reservation policies, which divert resources away from core service delivery.

2.3 Challenges faced by candidates

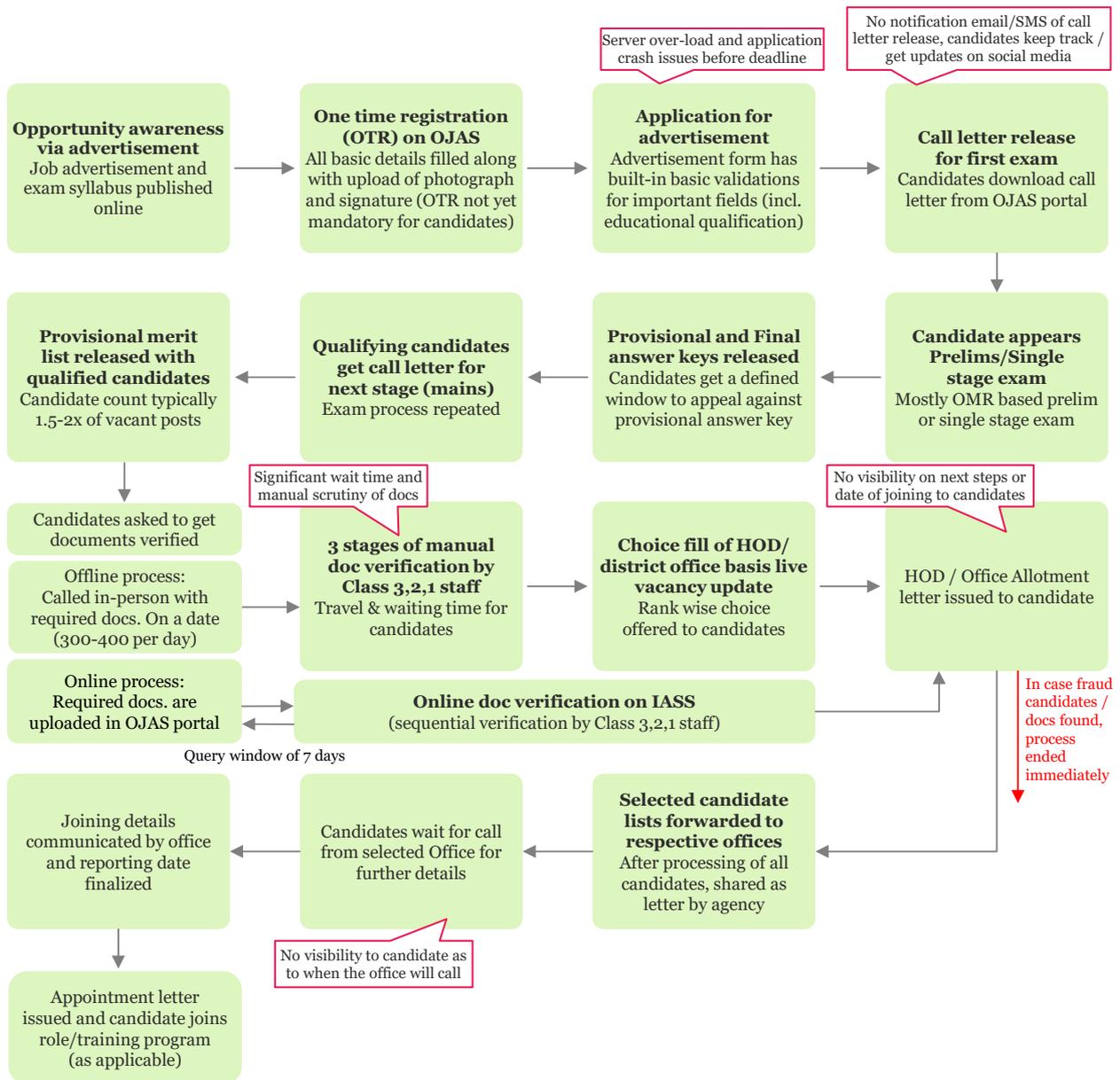


Figure 14: End-to-end candidate recruitment journey (illustrated for Jr/Sr and Head clerk)

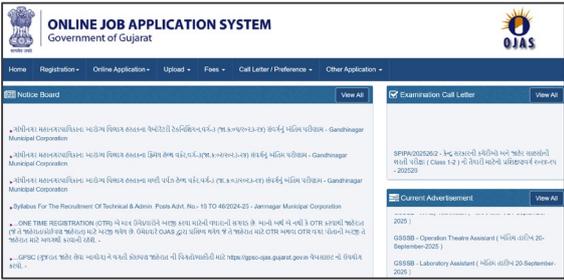
2.3.1 Cases of disruptions in examination schedule due to cancellations, re-examinations, etc.

Candidates applying for GoG vacancies through various recruitment agencies have faced disruptions in some cases, such as last-minute exam cancellations or cancellation of already conducted exams. Such instances have created uncertainty for candidates and have made them prepare and appear for re-scheduled exams.

2.3.2 Multiple digital portals for application and document upload

Candidates applying across various Class 1,2 and 3 posts in Gujarat face the challenge of tracking advertisement announcements, notices and examination calendars across two different OJAS portals (*refer Figure 15*). Moreover, once they clear the exam and are invited for document submission, they again have to navigate two different IASS portals (*refer Figure 16*). This results in a sub-optimal experience of the candidate navigating multiple portals.

2 separate OJAS portals for candidates



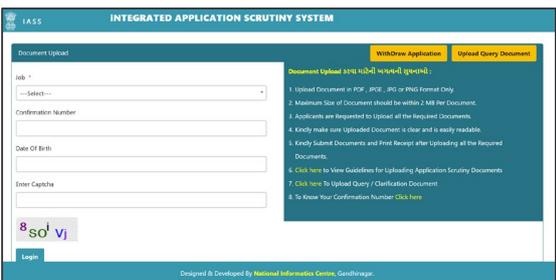
Common candidate facing recruitment portal for GSSSB, GPSSB, GPRB



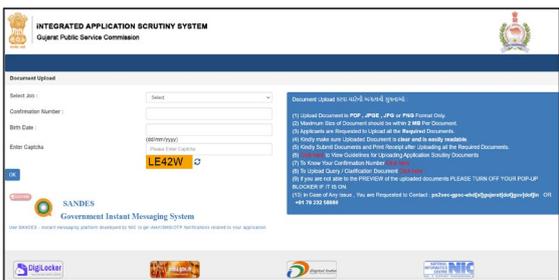
Standalone candidate facing recruitment portal for GPSC

Figure 15: Two parallel OJAS websites for candidates

2 separate IASS portals for candidates



Common document submission portal for GSSSB, GPSSB, GPRB



Standalone document submission portal for GPSC

Figure 16: Two parallel IASS websites for candidates

2.3.3 Question paper errors and confusion

Candidates have sometimes reported ambiguous or erroneous questions in some Gujarat recruitment exams, indicating lapses in paper-setting standards. Such instances have confused well-prepared candidates and have potentially affected their results. Candidates have also periodically cited concerns regarding the quality of question paper and respective answer key.

2.3.4 Technical difficulties in online systems

There have been complaints by candidates about slowdowns or crashes under heavy user traffic in the Online Job Application System (OJAS) which has resulted in discontentment. Candidates have also faced issues with uploading documents or receiving timely OTP/email confirmations. These digital hiccups might have caused candidates to miss deadlines, etc. which has hampered the candidate's experience.

3 Recommendations

Based on the analysis of the existing regular employee recruitment framework, this chapter presents key recommendations to strengthen administrative processes, digital systems and promote effective recruitment programs for timely filling up of vacancies.

3.1 Reform 1a: Combination of recruitment drives and examinations across similar Class 1 cadres and Class 2 cadres by GPSC

Recommendations

3.1.1 The government may identify Class 1 cadres (and separately Class 2 cadres) needing same educational qualification to combine recruitment drives

- The government, in cooperation with Gujarat Public Services Commission (GPSC) and other relevant authorities, may choose to form clusters of Class 1 cadres for which some stages of recruitment can be common
- The government may choose to conduct a common optical mark recognition (OMR) based preliminary test, to filter large pool of candidates applying across such clusters
- Post declaration of results for common preliminary test, the recruitment agency may conduct a common or subject-specific mains exam (descriptive) to further evaluate the candidates for each cadre
- Specialized cadre specific interviews may be conducted by the GPSC board (with due support from relevant departments) to further place the mains qualified candidates into respective cadre vacancies considering their skillset and interest area
- The government may further evaluate to standardize the pay scale of such identified cadres needing the same educational qualifications and recruited through combined drives

In the current scenario, GPSC conducts separate prelims and mains (if applicable) examinations for similar cadres across departments/bodies owing to release of multiple advertisements at various dates. As a result, there is a huge time, effort and cost implication on GPSC's resources, and the candidates have to prepare and appear for multiple exams over the year.

The indicative list of combined exams which may be conducted by GPSC are highlighted below (*refer Figure 17*). Any additional Class 1 cadres which are not included in the list and cannot be logically integrated with a specific domain exam (engineering, medical education, legal, etc.) may be potentially included with Combined Technical Services Examination, as decided by the centralized rule cell (*refer reform 2*).

S/L	Indicative list of combined examinations for Class 1 cadres
1	Civil Services Examination
2	Police Services Examination
3	Engineering Services Examination
4	Economic - Statistical Service Examination
5	Medical Services Examination
6	Medical Education Services Examination
7	Education Services Examination
8	Accounts and Tax Services Examination
9	Forest Services Examination
10	Legal Services Examination
11	Admin Services Examination
12	Combined Technical Services Examination

Figure 17: Indicative list of combined exams for Class 1 cadres (to be conducted by GPSC)

The potential combination of exams and alteration of exam pattern for GPSC has been recommended post analyzing of the exam pattern for Union Public Services Commission (UPSC) (*refer Figure 20*), Tamil Nadu Public Services Commission (TNPSC) (*refer Figure 21*), and Uttar Pradesh Public Services Commission (*refer Figure 22*).

Basis the starting position of GPSC, the following section (*refer Figure 18 and Figure 19*) has been illustrated to show potential combination of recruitment drives for Assistant Engineer / Deputy Executive Engineer and Assistant Professor (medical subjects) roles.

Class	Cadre	Advertisement	Vacancies
Class 2	Assistant Engineer (Civil), Class-2, Road and Building Department	15/2022-23	77
Class 2	Assistant Engineer (Civil), Class-2, Narmada Water Resources, Water Supply and Kalpsar Department	6/2022-23	100
Class 1 & Class 2	Gujarat Engineering Service (Civil), Class-1 and Class-2, Narmada and Water Resources, Water Supply and Kalpsar and Road & Building Department	19/2022-23	58

Source: GPSC website advertisement calendar 2022-23 and 2023-24

For all Engineering services (Class 2) recruitment conducted by GPSC (sample advertisements highlighted above), the following structure of combined recruitment exams is proposed with combined prelims and discipline-wise mains:

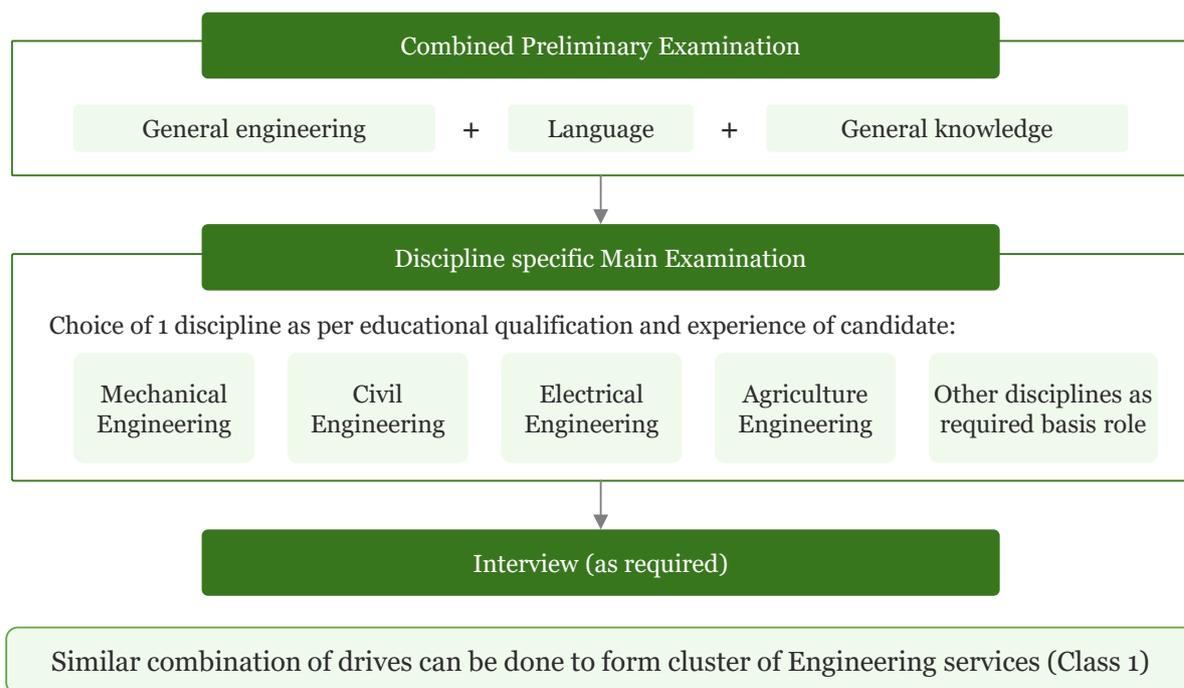


Figure 18: Potential clustering of Class 2 roles for conducting common recruitment drives

Class	Cadre	Advertisement	Vacancies
Class 1	Assistant Professor, Cardiology, General State Service	58/2023-24	4
Class 1	Assistant Professor, Dentistry, General State Service,	74/2023-24	6
Class 1	Assistant Professor, E.N.T. , General State Service	85/2023-24	8
Class 1	Assistant Professor, Emergency Medicine, General State Service	76/2023-24	8
Class 1	Assistant Professor, General Medicine, General State Service	77/2023-24	70
Class 1	Assistant Professor, Medical Gastroenterology, General State Service	59/2023-24	2
Class 1	Assistant Professor, Neurology , General State Service	60/2023-24	3
Class 1	Assistant Professor, Obstetrics and Gynecology, General State Service	79/2023-24	34
Class 1	Assistant Professor, Ophthalmology, General State Service	73/2023-24	20
Class 1	Assistant Professor, Orthopedics, General State Service	83/2023-24	49
Class 1	Assistant Professor, Pediatrics, General State Service	80/2023-24	36
Class 1	Assistant Professor, Psychiatry, General State Service	81/2023-24	2
Class 1	Assistant Professor, Radiotherapy, General State Service	84/2023-24	6
Class 1	Assistant Professor, Skin and V. D. , General State Service	82/2023-24	7
Class 1	Assistant Professor, T.B. Chest, General State Service, Class-1	75/2023-24	12
Class 1	Assistant Professor, Urology, General State Service, Class-1	62/2023-24	5

Source: GPSC website advertisement calendar 2022-23 and 2023-24

For all recruitment drives of Assistant Professor (Class 1) related to healthcare / medical services conducted by GPSC (sample advertisements highlighted above), the following structure of combined recruitment exams is proposed :

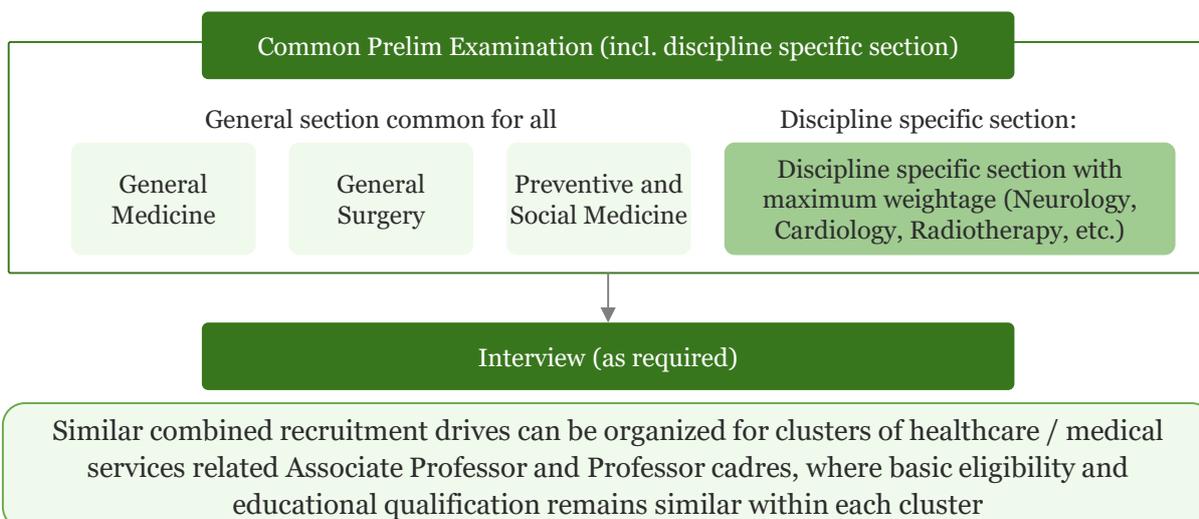


Figure 19: Potential cadres identified for clustering of Prelims exam for Class 1 specialist roles

Precedents from other states and central bodies:

Union Public Service Commission (UPSC)

Union Public Services Commission (UPSC) has conducted only nine unique set of exams over the period of 2022-2025 (excluding limited departmental competitive examinations).

S/L	Exam Name
1	Civil Services Examination
2	Engineering Services Examination
3	Indian Economic Service - Indian Statistical Service Examination
4	Combined Medical Services Examination
5	Central Armed Police Forces (ACs) Examination
6	National Defence Academy and Naval Academy Examination
7	Indian Forest Service Examination*
8	Combined Geo-Scientist Examination
9	Combined Defence Services Examination (II)

Limited number of exams conducted by UPSC, leveraging combined exams for broad service areas (e.g., engineering, medical services)

Note: excludes Limited Departmental Competitive Examinations (LDCE) for promoting existing staff

*Prelims for Indian Forest Service Examination is combined with Civil Services Examination

Source: Exam list, UPSC website

Figure 20: Unique list of exams conducted by Union Public Services Commission (UPSC) from 2022 to 2025

Tamil Nadu: Combined technical services examination

Tamil Nadu Public Service Commission (TNPSC) conducts Combined Technical Services (CTS) recruitment drive for hiring a variety of technical roles, such as senior accounts officer, research assistant, assistant engineer (civil/electrical/...), librarian, system manager, statistical assistant, etc. These roles are classified into the following buckets, and each bucket is run as one single recruitment drive:

- Interview posts
- Non-Interview posts
- ITI / Diploma level posts

Each combined recruitment drive consists of roles across disciplines and departments, and the subject specific assessment is carried out as a different exam paper (computer based) specific to the requirements of the role. This model ensures that senior roles (Class 1 equivalent) also have an interview stage as a part of the process and middle level roles (Class 2 equivalent) can directly have merit list prepared based on the exam results.



Exam pattern of Tamil Nadu Public Services Commission (TNPSC)

Illustration 1:

Exam pattern for Combined Technical Services (CTS) by TNPSC

	Interview posts	Non- Interview posts	ITI/ Diploma level
Stage I (Computer based exam)	Paper I: Language, General studies, Aptitude Paper II: Law, Business administration, Statistics, Chemical engineering, ...	Paper I: Language, General studies, Aptitude Paper II: Chemistry, Civil engineering, Human resource management, ...	Paper I: Language, General studies, Aptitude Paper II: Agriculture, Civil engineering, Horticulture, Physical education, ...
Stage II	Personal interview (oral)	NA	NA

Common recruitment drive conducted by TNPSC for various technical roles across disciplines with only a subject specific paper evaluating competence in specific discipline

Illustration 2:

Exam pattern for Tamil Nadu Medical Service

Reference sample: Assistant Professor of Psychology cum-Clinical Psychologist (Notification number: 33/2022 dated 15.11.2022 by TNPSC)

Stage I: Computer based exams (CBE)

- Paper I (300 marks): Subject Paper (Psychology P.G. degree standard)
- Paper II:
 - Part A (only qualifying): Tamil eligibility test, SSLC standard
 - Part B (150 marks): General studies and aptitude, degree standard

Stage II: Interview

- Interview: 60 marks

Discipline specific paper I + general paper II with interview pattern of exams followed by TNPSC for highly specialized roles like Assistant Professor (Psychology)

All discipline specific and common exams conducted as Computer Based Exam (CBE) to ensure sanctity of process and faster evaluation

Source: TNPSC notifications: 10/2025, 09/2025, 08/2025, 33/2022 from official website

Figure 21: Illustrative combined exam pattern for Tamil Nadu Public Services Commission (TNPSC)

Uttar Pradesh: Combined State engineering services recruitment drive

Uttar Pradesh Public Services Commission (UPPSC) conducted combined state engineering services recruitment drive for Assistant Engineer (AE) role across various government departments. It announced UPPSC AE recruitment notification in December 2024 to recruit engineers from various engineering streams such as Civil, Mechanical and Electrical for a total of 604 vacancies. The selection process consists of:

- Preliminary examination of 300 marks: including general knowledge (50 marks), general hindi (50 marks) and engineering aptitude (200 marks)
- Mains examination of 750 marks: including general studies (75 marks), general hindi (75 marks) and discipline wise questions for mechanical/ civil/ electrical/... (600 marks)
- Personal interview (100 marks)

	UTTAR PRADESH PUBLIC SERVICE COMMISSION	Advertisement No.- A-9/E-1/2024 Date: 17.12.2024
	Combined State Engineering Services (General/Special Recruitment) Examination - 2024 Date of Commencement of On-line Application: 17.12.2024 Last Date for Receipt of Examination Fee in the Bank and Submission of On-line Application: 17.01.2025 Last Date for Fee Reconciliation & Correction/Modification in submitted On-line Application: 24.01.2025	

U.P. Agriculture Service Group 'B' Grade-2 (Engineering Branch), Agriculture Department	<p>Essential:- Bachelor's degree in Agricultural Engineering from a University established by law in India or qualification recognised by Government as equivalent thereto. (नोट:-कृषि निदेशक, उ०प्र० के पत्रांक-ए०ए०-५४५जी/ए-९, दिनांक 18.03.2024 के अनुसार समकक्ष अर्हता- "कृषि अभियांत्रिकी में स्नातक उपाधि")</p> <p>Preferential:- (1) Postgraduate degree in Agricultural Engineering from a University established by law in India or a qualification recognised by Government as equivalent thereto. (नोट:-कृषि निदेशक, उ०प्र० के पत्रांक-ए०ए०-५४५जी/ए-९, दिनांक 18.03.2024 के अनुसार समकक्ष अर्हता- "कृषि अभियांत्रिकी में परास्नातक उपाधि")</p> <p>(2) A candidate who has- (i) served in the Territorial Army for a minimum period of two years, or (ii) obtained a 'B' certificate of National Cadet Corps, shall, other things being equal, be given preference in the matter of direct recruitment.</p>	Engineering degree discipline specified according to requirement of role and department
Asstt. Director, Energy Department	<p>Essential:- Bachelor's degree in Electrical Engineering from a University established by law in India or be an Associate Member of the Institution of Engineers (India) in Electrical Engineering.</p> <p>Preferential:- A candidate who has (1) served in the Territorial Army for a minimum period of two years, or (2) obtained a 'B' certificate of National Cadet Corps, shall, other things being equal, be given preference in the matter of direct recruitment.</p>	
Asstt. Engineer (Civil), Irrigation and Water Resources Directorate	<p>अनिवार्य:- सहायक अभियन्ता के पद पर सीधी भर्ती के लिए अभ्यर्थी की निम्न अर्हतायें होनी आवश्यक हैं- (1) सरकार द्वारा मान्यता प्राप्त किसी संस्था या विश्वविद्यालय से सविल अभियंत्रण में उपाधि रखता हो, या (2) इन्स्टीट्यूट ऑफ इंजीनियर्स (इण्डिया) का सिविल इंजीनियरिंग ब्रांच का एक अर्ह एसोसिएट मेम्बर हो।</p> <p>अधिमानी:- अन्य बातों के समान होने पर सीधी भर्ती के मामले में ऐसे अभ्यर्थी को अधिमान दिया जाएगा जिसने- (1) प्रादेशिक सेना में न्यूनतम दो वर्ष की अवधि तक सेवा की हो, या (2) राष्ट्रीय कैडेट कोर का 'बी' प्रमाण-पत्र प्राप्त किया हो, या (3) प्रशिक्षणार्थी के रूप में एक वर्ष का प्रशिक्षण सफलतापूर्वक पूर्ण कर लिया हो।</p>	
Asstt. Engineer. (Civil), Medical Health and Family Welfare Deptt.	<p>Essential:- (1) A Bachelor's Degree in Civil Engineering from a University established by law in India or a Degree recognised by the Government as equivalent thereto; or (2) An Associate Member of the Institution of Engineers (India), (Civil Engineering Branch)</p>	

Source: Official website of Uttar Pradesh Public Service Commission ([Home | UPPSC, Prayagraj](#))

Figure 22: Combined State Engineering Services Examination notification issued by UPPSC

Reform 1b: Common entrance test across non-technical Class 3 cadres

Recommendations

3.1.2 The government may choose to conduct a Common Entrance Test (CET) for recruitment of non-technical Class 3 roles

- The government may identify generalist cadres in Class 3 which can be recruited via Common Entrance Test (CET). Such exam may be conducted once a year with a common advertisement for the entire pool of vacant posts across these identified cadres
- The government may hand over the responsibility for conducting the CET to Gujarat Sub-ordinate Services Selection Board (GSSSB)
- The government, in cooperation with GSSSB and other relevant authorities, may choose to organize the CET in multiple shifts or over multiple days depending upon the total number of applications received each year
- The authorities may devise a suitable normalization mechanism (if required) across different shift question papers of the CET which is deemed fair and equivalent to the candidates
- Post declaration of the CET results, the government may choose to put in place a counselling process to allocate qualified candidates into respective vacancies (exact role, office and location)
- The government may further choose to standardize the pay scale of such identified cadres needing the same educational qualifications and recruited through common examinations

An illustration of sample Class 3 roles recruited by the Gujarat Panchayat Service Selection Board (GPSSB) which can potentially have combined examinations is done below. Further assessment such as job specific technical knowledge assessment can be evaluated separately, according to the role applied for by the candidate. Post exam in the counselling stage, the choice of district / location can be incorporated, and final appointments can be made.

Post	General awareness and General knowledge	Gujarati grammar	English language and grammar	General mathematics, reasoning and data interpretation	Job specific technical knowledge assessment	Total marks	Time duration
Junior Clerk	70	20	20	40	-	150	2 hrs
Village Panchayat Secretary	70	20	20	40	-	150	2 hrs
Gram sevak	35	20	20	25	100	200	3 hrs
Female Health worker	35	20	20	25	100	200	3 hrs
Multipurpose Health Worker	35	20	20	25	100	200	3 hrs
Livestock inspector	35	20	20	25	100	200	3 hrs
Tracer	35	20	20	25	100	200	3 hrs
Work assistant	35	20	20	25	100	200	3 hrs

A

For above illustrated Class 3 posts with similar examination rules, there can be one combined exam (first stage, non-technical evaluation) with standardized syllabus and timings

B

For above illustrated Class 3 posts requiring job specific technical knowledge assessment, a separate paper may be introduced (second stage, technical evaluation) which is relevant for the particular role and has job-specific nuances

Source: Annexure A, Gujarat Panchayat Services (Class III) Recruitment (examination) (amendment) rules, 2025

Figure 23: Snapshot of Annexure A from Gujarat Panchayat Services (Class 3) Recruitment (examination) (amendment) rules, 2025

Implementation guidelines:

- **Undertake cadre mapping and clustering exercise:** Conduct a comprehensive mapping of all Class 1 and Class 3 cadres to identify those with overlapping educational qualifications, eligibility criteria, and examination structures
- **Align Recruitment and Examination Rules (RR/ER) across clusters:** The centralized rule cell (as proposed under Reform 2) should review and, where required, amend existing Recruitment Rules (RR) and Examination Rules (ER) to permit combined recruitment and common preliminary stages. This alignment will ensure uniform eligibility criteria, minimize legal ambiguity, and enable smooth rollout
- **Align examination calendar of recruitment agencies to combined examination framework:** Develop a standardized examination design – including structure, normalization mechanism (for multi-shift exams / CETs), evaluation methods, and counselling procedures, and release notice to candidates with updated exam pattern, syllabus and schedule (tentative) to provide better visibility to candidates

3.1.1 **Reform 2: Clearly defined requisition process to minimize queries and optimize time taken for acceptance of requisition by agencies**

Recommendations

- 3.2.1 The government may choose to create a dedicated centralized cell for controlling, monitoring and updating all rule documents, viz., Recruitment Rules (RR), Examination Rules (ER), and Training Rules (TR) across cadres
- The central cell may review all existing RRs, ERs and TRs to assess their validity against current market standards, qualifications and public/private sector experience
 - The central cell may choose to consolidate or merge currently existing RRs, ERs and TRs post review for similar cadres needing similar educational qualifications
 - The central cell may take decisions to update, change or merge rules with due support from the respective departments (relevant for particular cadre), and in consonance with Finance, Legal & General Administration departments. The central cell may list down all eligible educational qualifications in RRs to help agencies avoid using 'equivalent' qualifications in published advertisements
 - The central cell may direct Urban Development Department (UDD) to draft standardized 'model rules' for bringing uniformity in the recruitment of staff for Urban local bodies, including new Municipal Corporations
 - The central cell may coordinate directly with departments, and have over-riding powers in all the above mentioned aspects, taking input from various departments experts as and when necessary
- 3.2.2 The government may define standard requisition windows in which all departments and districts can digitally submit their requisitions to the recruitment agencies (*refer annexure 5 for proposed recruitment calendar*)

- The government may set up a fully digital requisition workflow to standardize and streamline the process across departments, districts and agencies (*refer reform 3 for details on digital workflow*)
- The government may choose to follow two requisition windows: 60 day primary window open in January - February and 30 day supplementary window in September
- The government may choose to define a process for exceptional requisition cases outside the primary window requiring approval by Hon. Minister and Hon. Chief Minister's office
- The government, in cooperation with the recruitment agencies, may define a simplified standard format for submitting requisitions to ensure presence of all relevant details and reduce queries. This format, may include vacancies/demand for the next 2 years in addition to current requirement for providing more visibility to the agencies

Implementation guidelines:

- **Establish a centralized rule and requisition cell:** Create a dedicated cell under the GAD responsible for overseeing all RR, and ER across cadres (in compliance to relevant regulations). Its composition may include representatives from GAD, Legal departments and key recruitment agencies, with the option to invite subject experts as needed
- **Conduct a comprehensive review of all rule documents:** The centralized cell may undertake a cadre-wise review of existing RR, and ER documents to identify overlaps, inconsistencies, and outdated provisions. The review should benchmark qualifications and eligibility criteria against current educational standards and evolving workforce needs
- **Define and operationalize standard requisition windows:** Institutionalize two digital requisition submission periods every year in consultation with the departments and recruitment agencies, a 60-day primary window (January-February) and a 30-day supplementary window (September)

3.2 Reform 3: Technology enabled digital document verification process with minimized manual intervention

Recommendations

3.3.1 The government may choose to enhance its digital document verification platform Integrated Application Scrutiny System (IASS) and mandate all document verification across classes, cadres and agencies to be carried out digitally (*refer Figure 12 for manual document verification workflow*)

- The enhanced system may be integrated with Aadhaar and DigiLocker to auto-fetch verified documents of candidates
- The enhanced system may be integrated via API with Unique Disability Identity (UDID) database, Gujarat Government HSC, SSC, caste certificate and other relevant databases as deemed fit
- The enhanced system may be integrated with Academic Bank of Credits to use unique Automated Permanent Academic Account Registry (APAAR) ID for validation of educational qualification documents of candidates (pan India)
- The enhanced system to explore using AI powered document forensics and fraud detection models to spot post facto edits, forged documents, and other fraudulent activities
- The existing caste certificate verification process may be further improved by strengthening the conducting agency to bring down the verification time within 3 months. All such caste certificates issued in the future may be linked to the state government digital database at the time of issuance
- The government may also choose to onboard third-party agencies for verification of exceptional cases needing further manual scrutiny, with sufficient checks and balances in place

3.3.2 The government may choose to maintain a digital registry or roster of documents once verified with unique candidate IDs

- Such verified documents may be maintained on the candidate digital portal - Online Job Application System (OJAS) and linked to the government's central database or data lake equipped with appropriate data security protocols
- Such verified documents may be made available to candidates on their OJAS profile, accessible via the citizen Single-Sign On (SSO) being implemented by GoG
- Such document data may be retained in the government database for a maximum of 3 years and be considered valid for any further applications from the same candidate, to optimize time and resources spent on re-verification

Precedents from other states and center:

GoI: Aadhaar-based authentication for recruitment exams of Staff Selection Commission (SSC)

The Government of India, through the Staff Selection Commission (SSC), is introducing an Aadhaar-based authentication framework for recruitment examinations. While the scale of implementation has not yet been disclosed, the framework has already been released and is expected to be rolled out soon. This system aims to integrate Aadhaar verification at multiple stages of the recruitment process to enhance security and efficiency.

The framework outlines several verification measures: OTP-based one-time registration linked to Aadhaar, facial authentication at the application stage, and fingerprint/iris-based authentication at exam centers. Aadhaar validation will also be applied during physical and medical tests, with a final check at the document review and appointment stage. These layers of authentication are designed to reduce impersonation and fraudulent entries.

For candidates, the new framework promises smoother processing with fewer manual checks. It introduces a robust anti-fraud mechanism, ensuring the integrity of the recruitment process by linking identity verification consistently from registration to final appointment.

Implementation guidelines:

- **Undertake a technical and process assessment of the current IASS platform:** Conduct a detailed assessment of the existing IASS to evaluate its current architecture, data handling capacity, and integration readiness. The assessment should identify technical gaps, process bottlenecks, and additional functionalities required to transform IASS into a comprehensive, end-to-end digital document verification platform. All suggested integrations with GoG internal and external databases can be carried out immediately with current system version to ensure early realization of efficiencies
- **Incorporate AI-powered document forensics and fraud detection:** Integrate AI image forensics tools, etc. with IASS to automatically detect anomalies such as forged certificates, edited images, or duplicate entries. This will help recruitment agencies quickly flag suspicious cases for review while reducing manual scrutiny workload
- **Establish a mechanism for third-party vendor verification in exceptional cases:** For cases where automated verification is not possible, empanel accredited third-party verification agencies. Define clear protocols for manual checks, data confidentiality, and turn around time. All actions and outcomes from third-party verifications should be logged digitally within IASS for transparency and auditability, and vendor management to be done by respective recruitment agency
- **Ensure data protection and governance compliance:** Evaluation of an existing or formation of a new secure database to be done for enabling storing of documents linked to unique candidate IDs. Document archival, retrieval, storage servers, and other decisions to be taken in consultation with the Department of Science and Technology (DST)

3.3 Reform 4: Candidate friendly process with full visibility and transparency across stages

Recommendations

3.4.1 The government may decide to build an end-to-end candidate dashboard powered by a unified candidate ID for monitoring status of application, getting notified on all major stages and getting all official documentation across GoG positions at one place

- The government may choose to enhance its Online Job Application System (OJAS) portal to latest technology stack, with improved interface, features and data management capabilities
- The candidates may be provided with a single candidate ID which aggregates all their applications, documents, exam history, etc. across all roles, departments and levels, thereby reducing time, effort and navigation of multiple front ends
- The candidate dashboard may be built on OJAS, which is already serving as the front-end portal for application submission and document uploading by candidates
- The candidate dashboard may allow the candidates to raise queries and submit responses along with email / SMS notification of all major events (e.g., admit card release, results declaration, interview slots opening, etc.)
- The candidate dashboard may enable candidates to download documents such as admit card, interview call letter, merit list, appointment letter, etc. for current as well as previous applications through the candidate profile
- Such candidate dashboard may maintain a digital trail of all activities and ensure proper time and opportunity is presented to the candidates to avoid future risk of litigation regarding the same

3.4.2 The government may choose to enable digital choice making for offices / units in specific districts to determine posting of newly selected candidates

- The government may empower the selected candidates to use an online choice making system based on merit rankings for expressing their interest towards specific districts / locations / offices
- Such system may run live simulation of choices with real time updates to ensure each candidate is able to choose from remaining vacancies post the decision of their previous candidate

3.4.3 The government may consider candidates who narrowly missed the selected list or waiting list for other roles, e.g., Boards, Corporations and State Public Sector Undertakings (PSUs)

- List of such candidates (which may be 4x - 5x of the number of candidates in final selection list) may be published separately on agency websites for full transparency
- Such candidates may be considered as meritorious and qualified candidates considering the fact that they had cleared the examination in the previous recruitment drive (even though they were not ranked high enough in the merit list to get selected)

- Selection of such candidates for other roles may be decided by the relevant recruiting authority in accordance with rules and regulations concerning the cadre or role they are hiring for
- Such candidates may be deemed qualified for Interview stage (without the need of appearing for written examination) for equivalent contractual or regular positions

Following is an illustrative list of roles across various Boards, Municipal Corporations and Undertakings that can potentially consider such candidates:

- ❖ Assistant Manager (Administration) / Manager (Administration)
- ❖ Deputy Manager / Sr. Officer (Policy & Planning)
- ❖ Section Officer / Department Manager (Operations)
- ❖ Assistant Director / Deputy Director (General Services)
- ❖ Manager (Compliance & Monitoring)
- ❖ Manager (Human Resources / Administration)
- ❖ Manager (Public Relations & Stakeholder Engagement)

The candidates narrowly missing on selected list can be evaluated for above mentioned and other such generalist / managerial / comparable roles. However, eligibility for candidates as per Recruitment Rules (RR) of each role is to be considered.

Precedents from other central bodies:

UPSC: Pratibha Setu

The Union Public Service Commission (UPSC) launched Pratibha Setu on 20 June 2025 as a digital talent bridge for aspirants who cleared all stages of the UPSC Civil Services Examination but did not make it to the final merit list. Originally piloted in 2018 as the Public Disclosure Scheme (PDS), the initiative was rebranded and expanded to provide a structured pathway for these highly meritorious candidates. The platform was designed and developed by UPSC's Information Systems (IS) wing and aims to ensure that the hard work and skills of such candidates (estimated at over 10,000 individuals every year) are recognized.

The portal functions as a secure database and gateway where willing candidates can share their biodata, educational qualifications, and contact details. Public Sector Undertakings (PSUs), government bodies, and even private companies verified through their Corporate Identification Number (CIN) can register to access this pool of talent. The platform is well-documented, offering an easy-to-use dashboard for employers that supports shortlisting, whitelisting, selection/rejection, and reporting. For aspirants, this represents an alternative career channel without losing control of their personal data, since access is strictly opt-in and consent-based.

UPSC PRATHIBHA Setu

A second gateway for UPSC aspirants to shine beyond the examination



First-of-its-kind

facilitating organizations to connect with top talent from India's most competitive examinations



Talent Aspirants

More than 10,000 willing candidates who cleared all stages of the UPSC exams but did not make it to the final merit list



Easy to register

Any duly registered private company or Public Sector Undertaking (PSU) may register on the portal using its Corporate Identification Number (CIN), verified via the Ministry of Corporate Affairs (MCA) API.



Easy to Use

A simple dashboard featuring What's New/Notifications, Wishlisting, Shortlisting, Selection/Rejection, and Reporting



Well Documented

A soft biodata of the candidates, including their educational qualifications and contact details, will also be accessible



Excellent Support

An easy-to-use portal with documentation, user manuals, and a ticketing system

Figure 24: Salient features of the UPSC Pratibha Setu portal

Implementation guidelines:

- **Upgrade the OJAS platform to include a candidate dashboard:** Enhance the existing Online Job Application System (OJAS) technology stack and data architecture, to serve as a one-stop interface for candidates, integrating application tracking, notifications, and document management with the support of in house technology team and Department of Science and Technology (DST)
- **Develop an online choice-making system for postings:** Design and integrate a digital module that enables selected candidates to indicate their preferred district, office, or unit for posting based on merit ranking. The system should simulate choices in real time, updating vacancies dynamically as selections are made by higher-ranked candidates
- **Integrate with the citizen Single Sign-On (SSO) system:** Link the enhanced OJAS dashboard and choice-making modules with Gujarat's citizen SSO module. This will ensure seamless login, authentication, and document access for candidates across multiple recruitment agencies and processes, providing unified user experience
- **Create system visibility for pool of near-merit candidates:** In coordination with GPSC and other recruitment agencies, develop a framework to identify and maintain a list of candidates who narrowly missed the final merit list. The system should allow other agencies and government bodies to access these merit pools for faster hiring against general and managerial positions post interviews

3.4 Reform 5: End-to-end digital recruitment workflows from requisition raising to final candidate appointment

Recommendations

3.5.1 The government may choose to build a single digital workflow to improve efficiency in communication and information sharing across all internal government stakeholders

- The government may choose to enhance its existing master application Human Resource Management System (HRMS) to build a recruitment specific module
- Such system may include features such as digital requisition raising, queries and responses, advertisement vetting before release, candidate counts across various stages of the process, category wise results, recommended candidates, etc.
- Such digital workflow may be mandated by the government as the only mode of communication, eliminating all individual letters, files, etc. initiated either manually or via e-Sarkaar

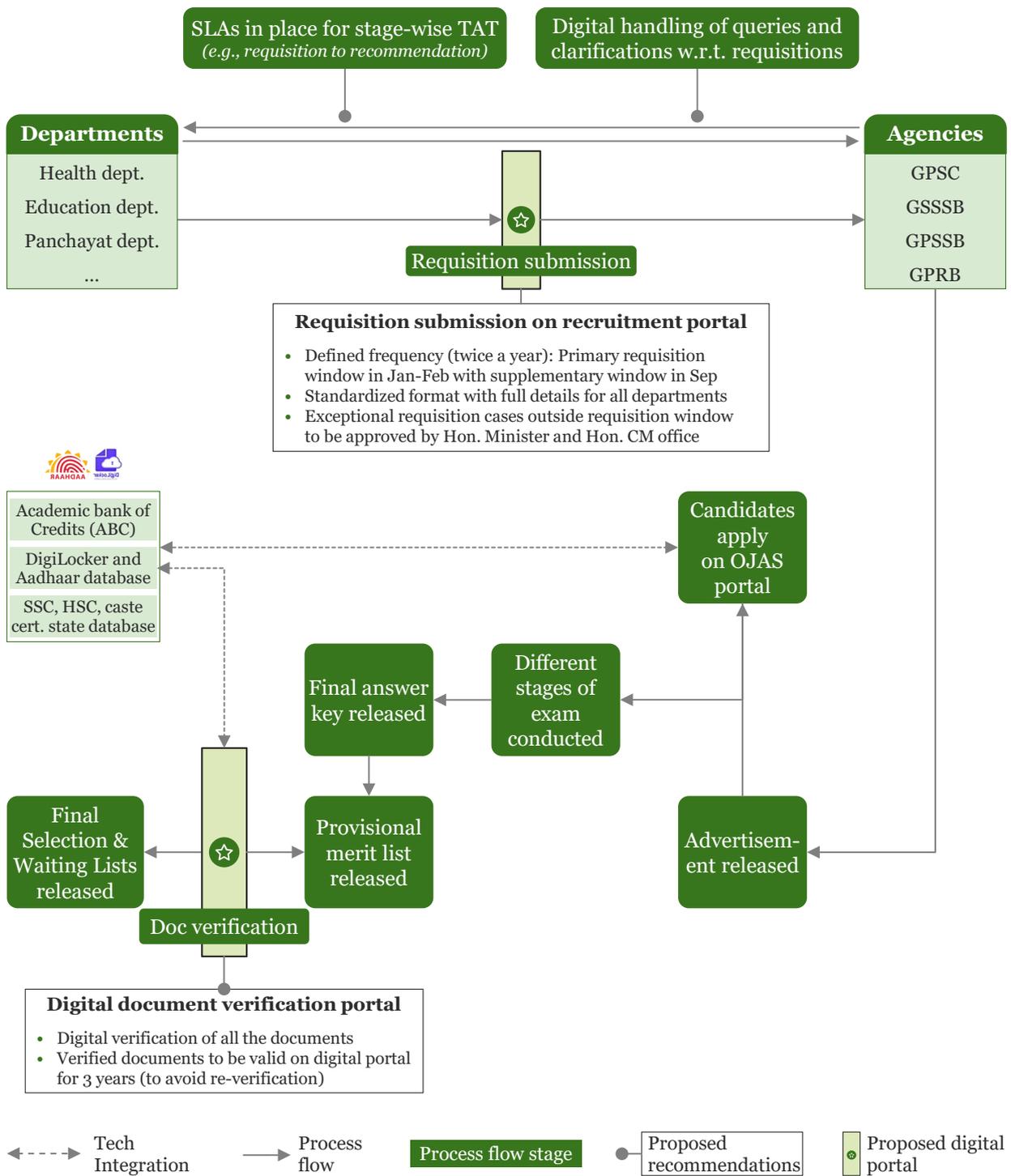


Figure 25: Proposed future state digital workflow for recruitment

3.5.2 The government may enable proactive digital tracking of turn around time (TAT) and set up service level agreements (SLAs) to ensure timely recommendation of candidates and closure of requisition requests

- The single digital workflow (as highlighted in recommendation 5.1 above) may be leveraged to timestamp and track major milestones, such as requisition raising, query replies, advertisement, exam, result declaration, appointment letter, etc.
- The government may further set up SLAs across stakeholders throughout various stages of the recruitment process to ensure adherence to essential quality and reasonable TAT
- The government may choose to define maximum time period for achieving certain milestones in a recruitment drive, and may further decide the potential action upon non-fulfillment of the same basis defined SLAs

3.5.3 The government may enable digital transfer and access of post selection information to minimize loss of data, delays in receipt, miscommunication and queries from the department offices, etc.

- Post choice of office/district, the final list of recommended candidates tagged to the respective offices may be released on GoG's internal digital platform
- Such information would eliminate the manual effort of sending physical letters, ensure transparency and accountability of both the agency and the department
- Such digital information may be used to monitor turn around time (TAT) and ensure that appointment letters and joining dates are issued within reasonable time frames

3.5.4 The government may enable sharing of waiting list data along with recommendations to the departments and empower them to make direct appointments against dropouts from selected/recommended list

- Post final recommendation and even post first round of appointments, the Department Secretary may be given the authority to appoint candidates from the waiting list (in order of merit), if some selected/appointed candidates fail to join

Implementation guidelines:

- **Develop a unified digital workflow platform:** Enhance HRMS to build a recruitment module, serving as the single platform for all recruitment related communication and data exchange. The system should connect departments, recruitment agencies, and oversight bodies allowing digital requisition raising, advertisement vetting, query management, and candidate tracking
- **Implement digital tracking of turn around time (TAT) and service level agreements (SLAs):** Embed timestamp-based tracking for each key milestone in the recruitment process. Establish SLAs for every stage, assigning clear accountability to each stakeholder. The system should automatically flag delays, generate alerts, and enable periodic performance reviews to ensure adherence to defined timelines
- **Mandate exclusive use of the digital workflow:** May issue a government resolution equivalent mandating that all recruitment-related communication be conducted exclusively through the digital system (post go-live)

3.5 Reform 6: Transformation and empowerment of recruitment agencies to improve capacity and recruitment outcomes

Recommendations

3.6.1 The government may choose to constitute a Medical Services Recruitment Board (henceforth referred to as MSRB) for specialized recruitment of healthcare professionals and specialist cadres across classes

- The government may choose to constitute such board for a fixed term period of 5 years, to facilitate required hiring drives, and ensure vacancies across the Health and Family Welfare department are reduced to less than 10% of sanctioned positions
- The government may direct the Principal Secretary, Health and Family Welfare department to act as the Chairperson of MSRB and form a team of 15-20 members to fulfil all the duties and activities
- An extension of the fixed term period may be evaluated by the government, basis status of vacancies and success of the MSRB, 6 months prior to the completion of defined fixed term

Precedents from other states:

Tamil Nadu – Medical Services Recruitment Board (MRB)

The MRB was constituted via Government Order dated January 2, 2012 with the purpose of conducting direct recruitment of various categories of staff in the Health & Family Welfare (HFW) Department. The MRB's primary duty is to conduct examinations and recruitment processes for a wide range of health sector positions, from doctors to paramedical staff, under the HFW Department. It ensures transparent, merit-based hiring and aims to fill vacancies efficiently.

Andhra Pradesh – Andhra Pradesh Medical Services Recruitment Board (AP MSRB)

The AP MSRB was formed via Government Order dated March 15, 2023, to ensure timely, independent recruitment of qualified personnel across medical and health facilities, from primary to tertiary care and medical education institutions. The AP MSRB oversees recruitment across the state's medical ecosystem, with the objective of reducing bottlenecks. It conducts recruitment drives for roles such as specialist doctors, medical officers, professors, and others, handling large-scale vacancies under programs like the National Health Mission (NHM) and Tele Mental Health Assistance and Networking Across States (Tele-MANAS).

3.6.2 The government may choose to set a target of 3-6 months to bring vacancies on the boards of recruitment agencies to less than 20% (*refer Figure 26 for GPSC illustration*)

Illustrative analysis: The GPSC board currently has 7 sanctioned members where 5 seats (~70%) are vacant. Swift appointments to fill the vacant board seats are expected to enhance GPSC's capacity to conduct interviews and thereby expedite the recruitment process.

Comparison of GPSC's board strength with peer states is done below:

State Public Service Commission	Total Board sanctioned strength (including Chairman)
Kerela (KPSC)	21
Tamil Nadu (TNPSC)	15
Rajasthan (RPSC)	11
Karnataka (KPSC)	10
Andhra Pradesh (APPSC)	10
Uttar Pradesh (UPPSC)	09
Gujarat (GPSC)	07
Madhya Pradesh (MPPSC)	05

Source: Respective commission websites and annual reports

The government can keep track of existing vacancies in GPSC board (5/7 seats vacant) and target to fill the same within the next 3-4 months

Figure 26: Comparison of sanctioned board members across public service commission of major states

3.6.3 The government may choose to evaluate the sanctioned staff strength and direct the agencies to re-organize their reporting structure to align with digital ways of working

- The government may evaluate requirements against sanctioned staff strength proportionate to the recruitment drives and application count handled by the respective agencies (*refer Figure 27 for GPSSB illustration*)
- The government may direct recruitment agencies to incorporate further changes in their organization structure to account for shifts to digital ways of working, reduced relevance of administrative roles, etc. (*refer Figure 28*)

Illustrative analysis: Sample evaluation of GPSSB's staff strength and distribution is done below:

Role	Class	Sanctioned	Filled (regular)	Filled (outsourced)	Vacant
Chairman	Class 1	1	1	0	0
Board member	Class 1	4	2	0	2
Secretary	Class 1	1	1	0	0
Deputy Secretary	Class 1	2	2	0	0
Assistant Secretary	Class 2	4	4	0	0
Accounts Officer	Class 2	1	1	0	0
Gujarati Stenographer (G-2)	Class 2	1	1	0	0
Deputy Chitnis	Class 3	10	10	0	0
Deputy Accountant	Class 3	1	1	0	0
Clerk	Class 3	12	3	4	5
Driver	Class 3	1	0	1	0
Peon	Class 3	3	0	3	0
Total		41	26	8	7

Potential reduction in administrative staff: Currently 10 posts are sanctioned for Deputy Chitnis (Class 3) and 12 posts for Clerks (Class 3) which together account for >50% of total staff strength of GPSSB. When digital workflows and communication systems are introduced, such administrative posts may be reduced in phases after re-evaluation of manual workload

Potential increase in staff strength of recruitment branch: Currently out of 41 sanctioned posts, only 4 posts (~10%) account for core recruitment work in the recruitment branch (inclusive of Zone 1 and 2). Owing to high criticality of function and major responsibility of conducting exams, these posts may be increased to 8-10 in number, as deemed necessary

Figure 27: Current staff strength of Gujarat Panchayat Service Selection Board (GPSSB)

A layout of the proposed structure of recruitment agencies with a balanced model of in-house and outsourced functions for direct recruitment is highlighted below. In addition to this, all agency personnel specifically deployed and responsible for activities beyond direct recruitment (such as departmental exams) can continue in the same manner.

<i>Leadership</i>	Commission / Board	Senior members including Chairperson and Board members responsible for overall vision and critical decisions, including choice of experts for paper setting
	Executive leadership	Secretary, Joint Secretaries and other senior staff managing the agency operations at a day to day working level
<i>Core regular staff functions</i>	Recruitment function	Regular staff coordinating with multiple stakeholders, managing recruitment drive schedule and timelines, and responsible for overall workflow from application to appointment
	Document scrutiny function	Dedicated staff responsible for digital document scrutiny activities, including IASS, monitoring and vendor management for exceptional cases
		Third party agency on contract for exceptional case needing manual verification
	Planning and prioritization function	Regular staff planning advertisement calendar and schedule of exams basis received requisitions, also responsible for resource allocation and budgeting
	Rules and notification function	Regular staff for coordination with central rule cell regarding various RR, ER, TR; and consulting departments in case of any disputes
	Administrative function	Section officers, Accounts officers, Clerks, and other staff managing paperwork, process flows, and daily tasks – powered by digital workflows, system data, etc.
	Grievance redressal function	Dedicated staff for candidate grievance handling and redressal, receipt of all appeals and petitions, exam fee related disputes, etc.
<i>Outsourced functions with oversight</i>	Technology function	Third party IT expert agency on a contract model for development, upkeep and management of technology hardware and software, including candidate portal, document scrutiny system, large scale data storage and governance, etc.
		Regular staff responsible for SLA monitoring and vendor management
	Infrastructure function	Third party expert agency on a contract model for selection of exam centers, hardware and software compliance, other infra requirements such as WiFi, CCTV, data sanctity and compliance, etc.
		Regular staff responsible for SLA monitoring and vendor management
	Monitoring function	Third party expert agency on a contract model for exam monitoring unit (EMU), live monitoring and invigilation, post facto data analyses, etc.
Regular staff responsible for SLA monitoring and vendor management		
Legal function	Third party legal expert agency on a contract model for legal counsel, handling disputes, litigation activities, preventive measures, etc.	
	Regular staff responsible for SLA monitoring and vendor management	

In-house function

Outsourced function

Figure 28: Proposed list of functions / sub-departments for structure re-organization of recruitment agencies

- 3.6.4 The government may choose to grant greater financial as well as administrative autonomy to GSSSB, GPSSB and GPRB (at par with GPSC), to promote faster decision making and decentralized control
- 3.6.5 The government may choose to empower the recruitment agencies for onboarding external expertise for key domains, such as document forgery and fraud detection, IT application and server management, exam center audits, legal dispute handling etc. The government may allow such services to be contracted via outsourced agencies, having considerable expertise and credentials in such activities (*refer outsourced functions with oversight in Figure 28*)
- 3.6.6 The government may create a ‘recruitment co-ordination committee’ to establish monthly and quarterly cadence across all stakeholders for discussing and resolving all ongoing issues related to recruitment
- The government may propose the following members as a part of the committee: Chief Secretary, ACS GAD (Personnel), ACS Home, PS GAD (NRI & ARTD), PS Finance, PS Panchayat, Rural Housing and Rural Development, nominated member from all recruitment agencies, and any other member deemed fit
 - Such committee may choose to convene quarterly in the presence of Chief Secretary, and monthly in the presence of corresponding secretaries to the recruitment agencies (GPSC with ACS GAD; GSSSB and GPSSB with PS Panchayat; GPRB with ACS Home)
 - Such committee may be empowered to undertake appropriate action or issue appropriate directives to any of the stakeholders for ensuring timely and effective completion of the recruitment process
 - For all disputes and appeals related to ‘equivalent’ educational qualification in recruitment rules as finalized by centralized rule cell, the recruitment co-ordination committee may act as final authority and take a decision which is to be implemented

Implementation guidelines:

- **Officially constitute the Medical Services Recruitment Board (MSRB):** Pass a government resolution or equivalent to constitute the 15-20 member MSRB under the Health and Family Welfare Department (HFW)
- **Establish the recruitment co-ordination committee:** Constitute a high-level recruitment co-ordination committee chaired by the Chief Secretary. Members should include Secretaries of Finance, GAD, Home, Panchayat, along with representatives of GPSC, GSSSB, GPSSB, GPRB, and other relevant officials
- **Assign decision-making authority on cross-cutting issues:** Designate the recruitment co-ordination committee as the final authority for resolving disputes, appeals, and interpretations. Its decisions should be binding across all recruitment agencies
- **Empower onboarding external expertise:** Permit recruitment agencies to outsource specialized tasks, such as document forensics, digital fraud detection, IT infrastructure management, and examination center audits, to technically qualified private firms or empaneled vendors. Develop clear selection criteria, performance standards, and confidentiality agreements to ensure accountability and secure handling of data

3.6 Reform 7: Shift to computer based / OMR exams using third-party infrastructure

Recommendations

3.7.1 The government may direct the recruitment agencies to adopt online (computer based) or OMR mode of examination for majority of multiple-choice pattern examinations, including prelims and general studies papers for combined recruitment drives (*refer Reform 1*)

3.7.2 The government may empower recruitment agencies to onboard end-to-end services of third-party vendors (with technical expertise and experience) for supporting in online computer based exams (CBE) as well as OMR exams, except any critical and confidential functions or activities

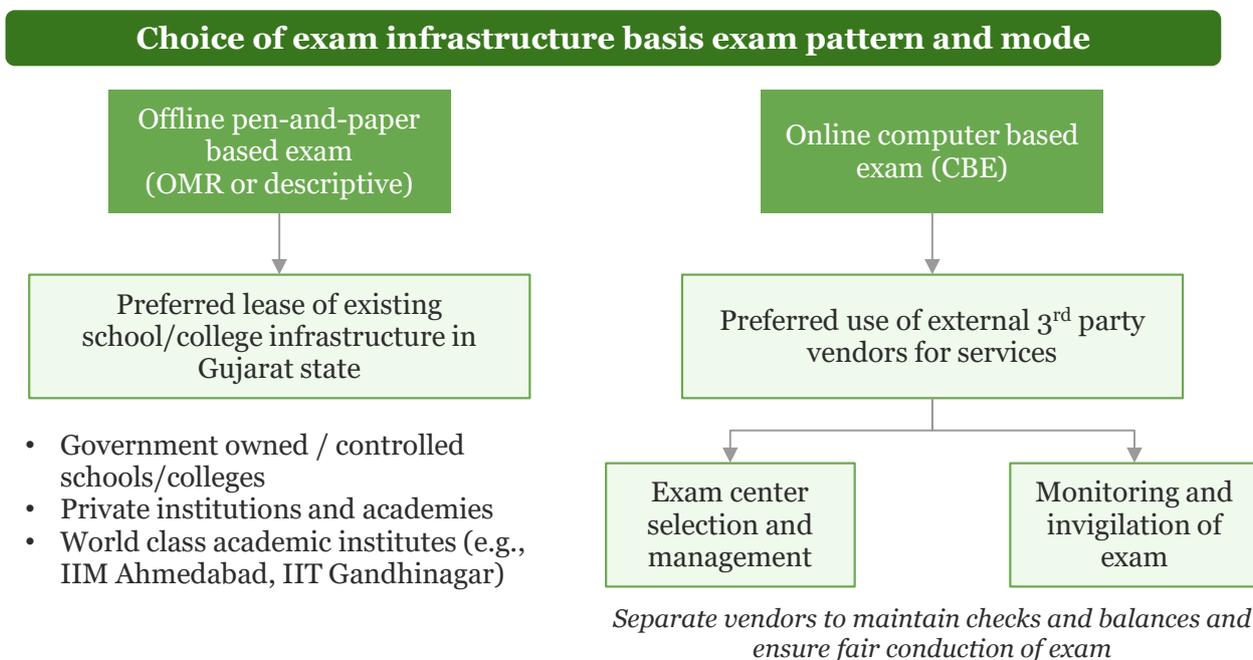


Figure 29: Proposed preference for exam center infrastructure

- Recruitment agencies choosing to outsource services for computer based exams (CBEs) may use service level agreements (SLAs) with following indicative parameters for better governance over onboarded vendors:

Exam center selection and management: Choice and audit of selected exam centers, hardware and software compliance with specified standards, infrastructure accessibility for PWD candidates, all other infra requirements such as electricity backup, wifi / LAN with 100 mbps speed, dedicated exam servers, data sanctity and compliance with cybersecurity protocols

Monitoring and invigilation of exam: Set up of central Exam Monitoring Unit (EMU) with AI enabled CCTV footage monitoring, candidate biometric checks at all

exam centers, network jammer service at exam sites, candidate logs with audit trails, randomized exam center visits and post exam processing of all data

3.7.3 For descriptive exams in offline pen-and-paper format, the government can direct usage of public and private infrastructure (educational institutions) in Gujarat state (lease model) with exam fee as negotiated between both parties

- The government can choose to advise government funded and grant-in-aid educational institutions to mandatorily support government exam conduction, in lieu of suitable compensation (comparable to market standards)
- Infrastructure standards (e.g., security, supervision, drinking water, accessibility for PWD candidates) may be prescribed for the selected state educational institutions to ensure compliance with norms and conduct of fair examinations
- The government can direct the police force deployed at exam centers to use proper frisking and checking of candidates for enhancing security
- The government can advise the recruitment agencies to conduct randomized audits / checks at exam centers and install temporary signal jammers to ensure fairness
- The government can choose to partner with Staff Selection Commission (SSC) to utilize the infrastructure of upcoming AADARSH (Advanced and Dependable Assessment & Resourceful Secured Hub) Pariksha Kendras (APKs) in Gujarat. These centers are expected to have ISO-certified facilities, air-conditioned halls, baggage areas, secure printing, AI-enabled CCTV with no blind spots, biometric registration, central command room, and on-site technical support making exams safe, smooth, fair and standardized
- The government can direct the District Collector offices of Gandhinagar and Ahmedabad to maintain designated staff for support in various central and state level recruitment examinations happening across these 2 cities

3.7.4 The recruitment agencies can choose to set up dedicated Exam Monitoring Units (EMUs) for live technology-assisted model of monitoring and invigilation of exams

- The EMUs can be formed as independent setups under the various recruitment bodies with the aim of strengthening integrity, transparency, and efficiency of exams
- The EMUs can also be tasked with maintaining data sanctity and integrity along with all post-facto data analyses and audit practices to ensure fairness and protocol
- Technological tools such as predictive data models, pattern recognition, real time movement tracking, etc. along with artificial intelligence can also be deployed in EMUs to implement better security controls

Precedents from other bodies:

Staff Selection Commission (Government of India)

Staff Selection Commission (SSC) issues separate request for proposal (RfP) for external service providers for conducting computer based examination (CBE), Exam Monitoring Unit (EMU), Content Authoring Agency (CAA), etc.

The overall management of exams conducted by SSC, including software, center infrastructure, vigilance and security was managed by a leading Indian IT Services provider from 2018 to 2025.

In 2025, following supreme court directions, separate entities will be appointed to handle question paper setting, exam conduct, vigilance, and security. Hence a new education technology and software vendor, has been onboarded as the test delivery partner for SSC going forward.

SSC has also introduced the concept of AADARSH Pariksha Kendras (APK) in collaboration with National testing Agency (NTA) which would be centers developed by private entities with model infrastructure being leased by SSC for various exams. The aim of APKs is to provide secure, candidate-friendly, transparent, computer-based testing (CBT) centers with robust security, surveillance, and uniform processes. These centers would enable biometric registrations, AI-enabled CCTV (zero blind spots), secure printing of exam papers, central command rooms for monitoring, on-site technical support, baggage counters for storage, etc. to transform candidate test experience.

Union Public Services Commission (Government of India)

Union Public Services Commission (UPSC) uses its own infrastructure, Commission's headquarters at Dholpur House, New Delhi, for conducting its candidate interviews. However, for the large-scale Prelims and Mains exams, it utilizes the education infrastructure across 70+ cities in the country (schools like Kendriya Vidyalayas, colleges, etc.). This model makes sure that accessibility is maintained for candidates who cannot travel far off, and also caters to the need for tightly controlled boards, confidential candidate profiles, senior-member supervision, etc. during interviews by making it an in-house execution at the headquarters.

Implementation guidelines:

- **Progressively transition to computer based or OMR based examinations:** Identify recruitment drives to progressively shift multiple-choice examinations (including prelims and mains) to a computer-based or OMR format. Agencies should prepare a phased transition plan covering infrastructure readiness, candidate training or mock tests, and system security
- **Empanel technically qualified third-party vendors:** Allow recruitment agencies to onboard experienced third-party vendors for conducting end-to-end CBEs via request for proposal (RfP) procedure. The empanelment process should include strict eligibility criteria, prior experience verification, and compliance with defined service level agreements (SLAs)
- **Establish a standardized contracting process with educational institutions across the state:** A uniform contracting framework for engaging public and private educational institutions as examination centers can be implemented. The contract should clearly define infrastructure requirements, compensation structure (comparable to market standards), responsibilities for security and supervision, adherence to accessibility norms, and penalties for non-compliance. The rate card or fee per candidate may be revised by the government to ensure consistency and cost control across districts
- **Ensure ongoing audit and governance of examination operations:** Mandate periodic audits of both digital and physical examination systems. Newly set up examination monitoring units (EMUs) should prepare post-exam analysis reports on data integrity, invigilator performance, and incident management

3.7 Reform 8: Streamlining the process of new post creation and building of 10-year recruitment calendars

Recommendations

- 3.8.1 The government may choose to standardize and refine the process for request of new positions sanctioned across departments
- The government may propose a review of department wise sanctioned posts every 3 years, where the department may request approval of new/additional positions depending upon new schemes, increased workload, etc.
- 3.8.2 The government may use the 10-year recruitment calendar to set yearly recruitment targets based on sanctioned positions, and expected exits/retirements for each department
- The government may ask all the departments to maintain an updated yearly retirement roster, to enable timely planning of recruitment drives
 - The government may direct recruitment agencies to publish yearly examination calendars, which would be in line with the 10-year recruitment calendar as well as requisitions raised by departments, to provide more visibility to candidates on upcoming exams
- 3.8.3 The government may choose to prioritize hiring for critical roles with a backlog of vacancies, resulting in deviation of the filled count from planned count in 10-year recruitment calendar
- During the review of department wise sanctioned posts, the government may identify critical cadres (e.g., regulatory roles such as food inspector, fire inspector, electrical inspector, etc. as well as frontline service delivery roles such as lab technicians, pharmacists, etc.)
 - For such identified cadres, the government may choose to mandate recruitment agencies and departments to organize large scale recruitment drives to fill backlog of vacancies and direct them to hire >80% of the projected 10 year requirement in the next three years

For identification of critical roles as mentioned in 3.8.3, the government can choose to consider all or a combination of the following illustrative criteria:

- Minimum final strength of role/cadre to be equal to or more than 100 for non-regulatory roles
- Minimum total vacancy of role/cadre in direct recruitment posts to be equal to or more than 20%
- Majority of the positions (>50%) in the role/cadre strength allocated to Direct recruitment
- Role/cadre to either be a regulatory role, a citizen facing service delivery role or be deemed necessary for the day-to-day functioning of the government

Implementation guidelines:

- **Institutionalize periodic review of sanctioned posts:** Direct all departments to conduct a comprehensive review of their sanctioned posts every three years in coordination with the Finance and General Administration Departments
- **Identify and prioritize critical cadres for accelerated recruitment:** Conduct a data-driven assessment to identify critical roles as per finalized criteria. The hiring plan of such roles/cadres can be modified to prioritize hiring, aiming to fill at least 50% of the total vacancies over the next 3 years
- **Monitor progress through annual manpower planning reviews:** Establish an annual review mechanism under GAD and Finance to monitor recruitment progress against targets set in the 10-year plan. The review should track vacancy levels, retirement replacements, and backlog reduction, enabling course corrections and reallocation of hiring priorities where needed

For the implementation of reforms suggested in this report, GAD (Personnel) may act as the nodal department for all policy decisions, and concerned recruitment agency (out of GPSC, GSSSB, GPSSB, GPRB) may act as implementing agency for their respective operational reforms.

4 Expected benefits from reforms

Through the reforms suggested in this report, Gujarat aims to bring down the average recruitment cycle to less than a year. Over the next three to five years, the state envisions a fully streamlined recruitment system capable of completing three-tier examinations (prelims, mains, and interview) within nine months and two-tier recruitments (without interviews) within six months.

These reforms will deliver tangible, measurable benefits for both citizens and the government by building a faster, more transparent, and digitally enabled recruitment ecosystem.

Citizen facing benefits:

- ❖ **Under one-year cycle for quicker hiring:** Candidates will save valuable time as they go through the entire cycle from application to final recommendation/result in <1 year
- ❖ **Focused preparation, fewer exams to appear for:** Candidates will only prepare and appear for combined exams instead of individual cadre level exams
- ❖ **One candidate ID, one interface:** Candidates will navigate single interface with unique ID (powered by citizen SSO) for applications, documents, results, etc.
- ❖ **Employment opportunities for waitlist candidates:** Candidates qualifying exam but missing out on merit/waiting lists will be considered for other job opportunities across boards/corporations
- ❖ **Combined exams for larger vacancy filling:** Candidates appearing for a combined exam will be eligible for a broader set of vacancies across combined cadres

Government facing benefits:

- ❖ **Prioritized hiring for critical cadres in the next 3 years:** Regulatory and critical cadres will see prioritized recruitment, augmenting essential government capacity
- ❖ **No more long-standing vacancies across departments:** Overall regular vacancies will be reduced due to faster, larger and more streamlined recruitment
- ❖ **Faster digital document verification:** Integrated databases and system enabled checks will fasten document verification and improve accuracy
- ❖ **Capability unlock from expert agencies:** Existing capabilities of recruitment agencies will be augmented by specialist services from onboarded agencies, improving service standards and potentially reducing cost

5 Conclusion

Recruitment is not just an administrative function but the backbone of the state's governance system, ensuring that every department has the manpower needed to deliver services to citizens. In the coming years, as Gujarat aims to position itself as a leader in efficiency and inclusive growth, a streamlined and future-ready recruitment process will be central to achieving this vision.

Vacancies in government services often force departments to rely on temporary worker extensions and significant overtime, placing pressure on existing staff and jeopardizing continuity of essential services for citizens. These strains are expected to worsen with an impending surge of retirements, which will further increase vacancies and risk overwhelming agencies tasked with recruitment. By simplifying and streamlining the hiring process, the state can cut recruitment timelines by nearly half, directly reducing dependence on temporary staff and excessive overtime. This also unlocks substantial savings, both in reduced overtime costs across non-24/7 agencies and in limiting expenditure on contractual workers, while saving valuable administrative time each year.

The challenges outlined in this report, ranging from fragmented requisitions and rules to manual verification and sub-optimal candidate experience, highlight the urgent need for reform. Addressing these systematically through technology-enabled solutions, end-to-end digital workflows, and long-term manpower planning will not only accelerate hiring but also improve transparency and fairness. Over the next three to five years, the state aims to evolve into a fully streamlined recruitment system capable of completing three-tier examinations (prelims, mains, and interview) within nine months, and two-tier recruitments (without interviews) within six months, thus setting a new benchmark in efficiency and governance.

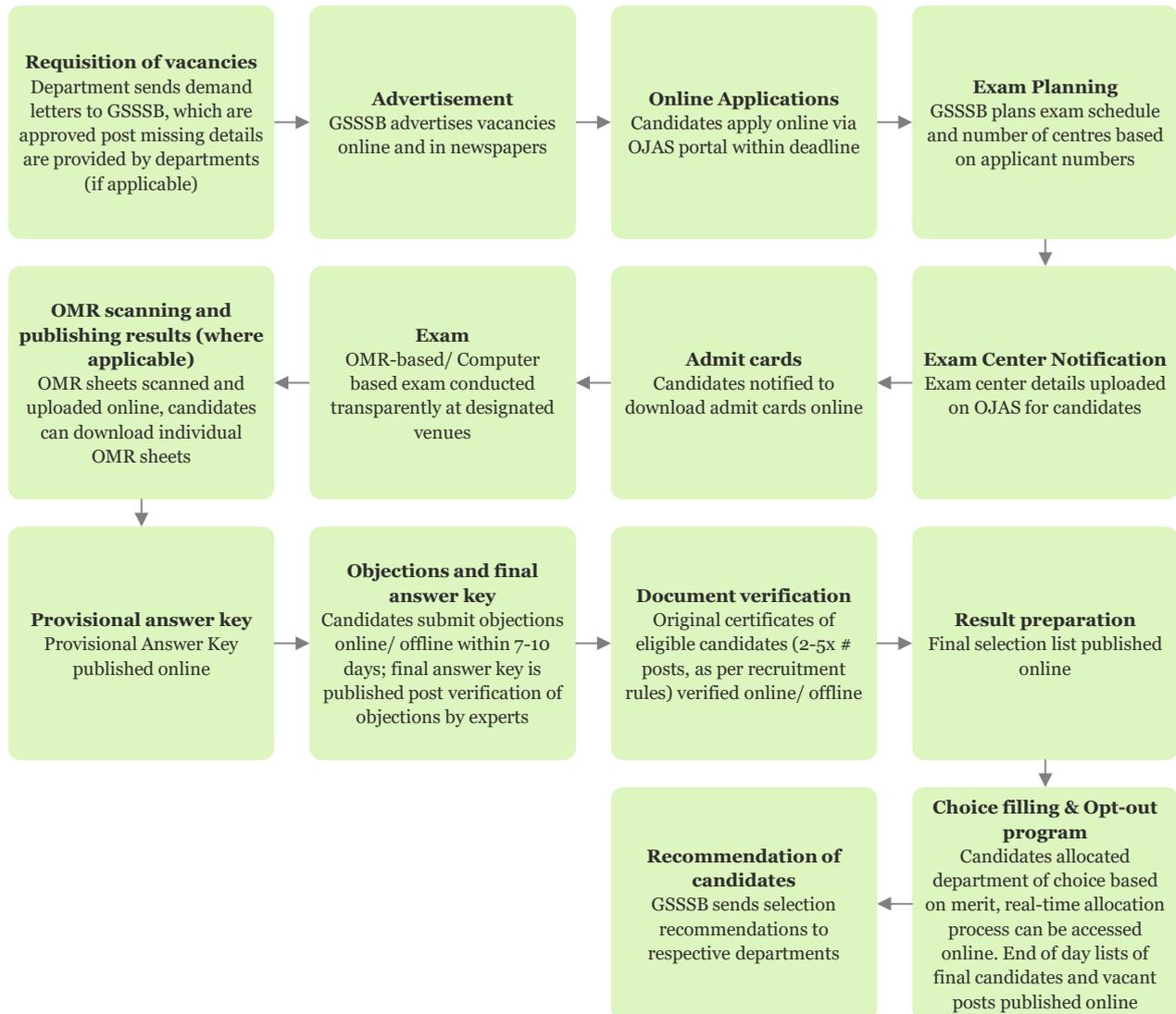
This report is therefore both a diagnosis and a roadmap: diagnosing the systemic bottlenecks that hinder recruitment today, and proposing reforms that can set new benchmarks for the future. With sharp execution, collaboration across stakeholders, and agility in adapting to emerging needs, Gujarat can ensure its recruitment system becomes a model for other states. A capable, transparent, and technology driven recruitment ecosystem will help Gujarat remain not only a beacon of economic progress but also of good governance and public trust.

6 Annexures

Annexure 1: Recruitment process flow for Gujarat Public Services Commission (GPSC)



Annexure 2: Recruitment process flow for Gujarat Subordinate Service Selection Board (GSSSB)



Annexure 3: Recruitment process flow for Gujarat Panchayat Service Selection Board (GPSSB)



Annexure 4: Recruitment process flow for Gujarat Police Recruitment Board (GPRB)





Annexure 5: Proposed calendar for regular recruitment activities

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Departments submit online requisition to agencies (primary & secondary window)	Light Green	Light Green							Light Green						
Requisitions digitally approved on system by FD/GAD	Grey	Grey							Grey	Grey					
Centralized rule cell clarifies queries RR, ER, TR as required	Grey	Grey	Grey						Grey						
All requisitions received by respective agencies			Green Triangle							Green Triangle					
Annual advertisement and exam calendars published by agencies				Light Green						Light Green					
Set of advertisements released (according to requisitions received in both windows)				Light Green											
Candidates apply on OJAS according to available vacancies and eligibility				Dark Green											
Combined recruitment drives (for clusters of cadres) conducted over the year						Light Green									
Results published and candidates recommended as and when recruitment drives are concluded						Light Green									
Quarterly review of RR, ER, TR by centralized cell (compared to market standards)			Green Triangle			Green Triangle				Green Triangle		Green Triangle			Green Triangle
Departments compile updated vacancy, retirement, promotion data across cadres											Light Green				
Departments align next year hiring targets with published 10-year calendar											Light Green				
Monthly review by recruitment advisory committee (with ACS, GAD)	Green Triangle	Green Triangle		Green Triangle											
Quarterly review by recruitment advisory committee (with Chief Secretary)			Green Triangle												

Action for departments
 Action for other entities
 Action for recruitment agencies
 Action for candidates
 Checkpoints

7 Acknowledgements

The Gujarat Administrative Reforms Commission comprises of the following officials:

Name & designation	Role in Commission
Dr. Hasmukh Adhia, IAS (Retd.) Principal Advisor to Hon. Chief Minister	Chairman
Shri Manoj Kumar, IAS Chief Secretary, Gujarat State	Member
Ms. Sunaina Tomar, IAS Additional Chief Secretary, General Administration Department, Government of Gujarat	Member
Dr. T. Natarajan, IAS Principal Secretary, Department of Finance, Government of Gujarat	Member
Shri Hareet Shukla, IAS Principal Secretary, ARTD/NRI, Government of Gujarat	Member Secretary
Ms. P. Bharathi, IAS Secretary, Department of Science and Technology, Government of Gujarat	Member

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

Name	Designation
Hitesh Patel	Under Secretary, Government of Gujarat
Saumya Lathia	Chief Minister's Fellow, Gujarat
Tushar Meshram	Chief Minister's Fellow, Gujarat
Kunal Apastamb	Chief Minister's Fellow, Gujarat
Nikita Tank	Chief Minister's Fellow, Gujarat

Special note of thanks

The Gujarat Administrative Reforms Commission would like to thank the following officials for their valuable contribution towards the development of this report -

- ❖ Chairman, Gujarat Public Services Commission (GPSC)
- ❖ Secretary, Gujarat Public Services Commission (GPSC)
- ❖ Chairman, Gujarat Subordinate Services Selection Board (GSSSB)
- ❖ Secretary, Gujarat Subordinate Services Selection Board (GSSSB)
- ❖ Chairman, Gujarat Panchayat Service Selection Board (GPSSB)
- ❖ Secretary, Gujarat Panchayat Service Selection Board (GPSSB)
- ❖ ADGP, Gujarat Police Recruitment Board (GPRB)

The above officials played a key role in the development of this report with their valuable data contributions and insightful perspectives. The dedicated involvement, analytical expertise, and commitment to transparency from all four recruitment agencies have significantly enriched the quality and relevance of this report.



विद्यया च परमं धनम् सुखानि विद्या-मया