DIGITAL CITIZEN SERVICE DELIVERY FOR VIKSIT GUJARAT

OCTOBER, 2025

FIFTH GUJARAT ADMINISTRATIVE REFORMS COMMISSION (GARC) REPORT

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ABOUT GUJARAT ADMINISTRATIVE REFORMS COMMISSION (GARC):

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

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

The formation of the Gujarat Administrative Reforms Commission (GARC) was announced in the Budget (2025-26) of the Government of Gujarat, on 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 practioners from General Administration, Health, Education, and Revenue Departments, among others. Instead of focusing on department-wise recommendations, the GARC aims to initiate easy-to-implement 'general' reforms to build the culture of 'doing better' before pivoting to fundamental systemic issues.

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

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

EXECUTIVE SUMMARY:

The fifth report of the Gujarat Administrative Reforms Commission (GARC) recommends to transform the Citizen Service Delivery avenues of the Government of Gujarat. The report suggests reforms for - Process Re-engineering, major reduction of documentation, End-to-End Digital Workflows, Single Sign On, ensuring 'One Citizen - Once Entry' and revamping the Physical Infrastructure and Manpower of the Jan Seva Kendra.

Gujarat has been a role model of Good Governance. It was a pioneering state to enforce the citizen charter through curatively designed Citizen Service Centres called as Jan Seva Kendra. The commitment of One Day Services made the government proud of its service delivery model and the citizens happy for receiving their entitlements on time.

The citizen service delivery model in Gujarat works at the village level through the Village Computer Entrepreneurs, at Taluka level via the Jan Seva Kendra and in the cities through the City Civic Centres and Jan Seva Kendras. The Jan Seva Kendras, primarily managed by the District Administration, have been functioning as one-stop solutions offering over 100 localized government services. In rural areas, VCEs, operating on a Public-Private Partnership (PPP) model bridge the digital divide by delivering government-to-citizen (G2C) services directly to village communities. Complementing these, the e-Nagar Centers, aim to standardize and centralize e-governance solutions across 150 Municipalities and 17 Municipal Corporations.

Over the years, Gujarat has taken meaningful steps toward digitalizing service delivery through the Digital Gujarat platform, a state-wide service delivery interface aimed at streamlining access to citizen-centric services. However, while foundational capabilities are in place, the current system architecture, spanning frontend channels, a lack of backend integrations, and offline touchpoints, presents opportunities to now deliver a seamless and end-to-end online citizen experience.

The fifth report of the Gujarat Administrative Reforms Commission (GARC) undertakes a comprehensive reassessment of citizen-centric service delivery across Jan Seva Kendras (JSKs), Village Computer Entrepreneurs (VCEs), and City Civic Centers. The Commission examined operational challenges through a multi-pronged methodology to identify systemic gaps, and highlight best practices. There was a need to relook at the citizen service delivery from a micro lens and make small and big changes in the procedure, delivery mechanisms, revenue models, and manpower requirements.

The report starts with analysing the current status of service delivery at the national and other comparable state governments, followed by the analysis of the usage of online services in Gujarat. The state is currently dependent on a hybrid model assisted by the Jan Seva Kendras, and the report analyses the top 20 services, frequently availed by the citizens. The study undertaken by the commission also identifies the bottlenecks through rigorous process mapping, and the data analysis of these top 20 services. The commission undertakes process reengineering to modify the old rules, processes, non-digital workflows and to leverage the government information which is currently in silos. A robust data analysis of overall service delivery mechanism highlights the geographical trends, footfall load in cities and major talukas, the seasonality in availing certain documents, and the hurdles faced by the citizens.

The commission has also undertaken analysis of the manpower availability and identifies the need to reform the manpower in terms of the quantum and the quality of service to ensure smoother and faster transactions. It recommends substantial changes in making the processes easy for the frontline employees, adopting digital workflows, enhancing manpower and ensuring their capacity building. It holistically studied the pain points of not just the citizens but also the frontline employees, the service providers, who act as the face of the government when delivering these services. The stakeholder interactions, field visits also helped to understand the role of VCEs in

reducing this load on Jan Seva Kendra. The commission recommends effective delivery of citizen services through a multi-model approach - centralised, decentralised, or a hybrid, based on the nature of the geography - urban, rural, remote locations. This will profoundly impact citizen convenience, operational efficiency, and financial sustainability.

The highlight of the report is the laying down of the foundation for end-to-end digital processes for upgrading to the Digital Gujarat 2.0. The commission recognizes the need for a smoother citizen-state interaction. Providing citizen services effectively ensures the dignity of citizens, as these fundamental services entail citizenship, identity, and other social security assurances. Availing these benefits includes citizens submitting applications and supporting documents to government offices. It is observed that the citizens face the heat of unnecessary procedural steps, software portal glitches and disconnect between government departments. The citizen service delivery must also consider the "time tax" (time invested in getting a work done for government procedures and compliances) that the citizens pay. The Government of Gujarat has been mindful about this since the inception of the Jan Sev Kendra. The one day governance idea was exactly to deliver services in a committed time frame. Now, taking a leap in this direction, the government aims to design an end-to-end digital platform, Digital Gujarat 2.0.

The commission envisions a platform where a citizen does not need to fill out forms and submit the same documents to avail an additional service. The documents are issued by the government, and will be retrieved from its database through backend integration. The recommendations vow to make the citizen service delivery proactive by analysing the chronology of the documents and mapping it with the life cycle of the citizen. The ideal service delivery is where the entitlements are received without filling out forms. The commission believes that this is not a utopian idea; it is here in the making. The gist of actionable reforms recommended in the fifth report:

Recommendations	Title and Gist of the Recommendation
5.1	One State - One Portal *The government may integrate all citizen services into a single front-end interface for citizens*
5.2:	Single Sign-On (SSO) for Citizen Services *The data filled by the citizens through Digital Gujarat portal can be retrieved for multiple applications using a unique ID such as the mobile linked Aadhar Number and DigiLocker*
5.3	Proactive, Citizen-Centric Service Delivery *Evolve from a reactive, application driven approach to a proactive, citizen centric system generating predictive prompts—alerting citizens about eligibility for social welfare schemes, or nudging students using the life-cycle mapping approach*
5.4	Process Simplification – End-to-End Digital Workflows *Designing end to end digital workflows for major citizen services, enabling real time synchronization of applications, approvals, and status updates.*
5.5	Process Simplification – Enhanced Application Experience *Adopt a single, standardized Application Form, requiring only essential proofs and minimum documents, and eliminate the need for all stamps in application forms*

5.6	Process Simplification – Document Standardization *For enhanced clarity on Identity and Supporting Documents, the government may explain the specific uses of various documents required as proof of identity, residence, income, caste, and age, and publish the list of valid documents for each category of verification.*
5.7	Enhancing JSKs infrastructure for faster, smarter citizen experiences *Design a welcoming, citizen-friendly physical infrastructure along with efficient services, least-wait-times, reception desks for guidance to ensure a pleasant state-citizen interaction.*
5.8	Effective Management and Monitoring Mechanisms *The government may institute a structured process for regular audits and timely updates of citizen charters in line with the RCPS Act. A standardized state wide design may be adopted to ensure uniformity, clarity, and ease of access across all departments and service delivery.*
5.9	Enabling ease-of-working *Clearly display citizen service hours and official work hours at all Jan Seva Kendras and in the citizen charter to align expectations and workflows.*
5.10	Capacity Building for Citizen Service Delivery Encourage regular staff workshops on policy updates, customer service best practices, equipping personnel to deliver efficiently and uphold service integrity
5.11	Optimizing Manpower for Effective Service Delivery *Encourage concerned departments and directorates in high volume application areas, to create additional posts of authorized functionaries to be deputed to Jan Seva Kenrdas.*
5.12	Tailored Service Delivery Models for ease-of-governance *Strengthen reliance on Village Computer Entrepreneurs (VCEs), with a clear roadmap to enhance adoption from the current rate, ensuring deeper last mile penetration and citizen convenience.* *Develop centralized, zone wise service delivery models in urban areas to ensure uniformity and adopt a Public Private Partnership (PPP) model, leveraging private sector efficiency while maintaining government oversight to expand reach and improve service*

1. CITIZEN SERVICE DELIVERY IN GUJARAT: A SNAPSHOT

The fifth report of the Gujarat Administrative Reforms Commission (GARC) undertakes a comprehensive reassessment of citizen-centric service delivery across Jan Seva Kendras (JSKs), Village Computer Entrepreneurs (VCEs), and City Civic Centers. The Commission examined operational challenges through a multi-pronged methodology to identify systemic gaps, highlight best practices, and propose actionable reforms.

Field visits employed semi-structured questionnaires, one capturing the day-to-day functioning of JSKs with staff inputs, and another documenting the "As-Is" processes for the top 20 services on *Digital Gujarat*. The analysis integrated insights from frontline officers, senior district officials, Collectors and Mamlatdars, and VCEs. Evidence was further enriched through multiple site interactions with outsourced staff (ex., data operators) and citizens, along with a detailed review of government resolutions, service rules, and regulations to assess provisions requiring updates. Drawing on this evidence base, the report provides data-driven recommendations to streamline service delivery, strengthen frontline capacity, and enable systemic improvements through potential service re-engineering.

1.1 IDEA OF ONE DAY GOVERNANCE

One-Day Governance was piloted in Vadodara in 2003 and scaled across the state. It was designed to make citizen service delivery faster, hassle-free, and cost-effective for citizens and the government, focusing on essential services required throughout a citizen's lifetime and accessing the benefits of government schemes. The following services (shown in Figure 01) were mandated to be processed and delivered within a single working day, subject to the submission of complete documentation and fulfillment of eligibility criteria.

Figure 1: One Day Citizen Services

The One Day Governance experiment in Vadodara was initiated after it was observed that the timelines outlined in the Citizens' Charter (1998)[1] were a challenge in many cases, arising from un-streamlined backend processes. Its key highlight was that it served as a comprehensive change management initiative rather than merely a digitalisation exercise. Building on this, the Ahmedabad Collector's Office piloted citizen service delivery through the Build-Operate-Transfer model of Public-Private Partnership. The approach proved advantageous in two ways: it was financially self-sustaining and required no deployment of full-time staff from the Collectorate. The private firm deployed its own staff to operate the systems, with user fees collected from citizens and shared between the government and the firm to cover technology and manpower costs.

[1] Citizen Charter was introduced in Gujarat in 1998. It was voluntary for the department to display the details of the services & time period for delivery of such services.

Following its successful pilot, the One-Day Governance initiative was expanded to include additional services from the Citizens' Charter, leading to the establishment of Jan Seva Kendras as a single-window platform for service delivery. The model was scaled across districts to formalize it as a state-wide service delivery mechanism. The National Institute of Design was engaged to develop the logo and standardized designs for the centres. Today, the One-Day Governance model stands as a hallmark of Gujarat's commitment to time-bound and citizen-centric governance.[2]

Jan Seva Kendras were also discussed in detail in the 11th Report of the Second Administrative Reforms Commission on e-Governance. The report emphasized the importance of delivering a bouquet of citizen services through a single-window platform and enabling their provision through online channels.

To ensure seamless delivery of services, 11th Report of the Administrative Reforms Commission states:
[…the Commission feels that the entire gamut of activities under Business Process Re-engineering could be classified into the following four heads:

Clear assessment of citizens' needs.
Analysis of the existing processes and identification of the weaknesses and redundancies.
Redesigning of processes and the required changes to be made in the statutes and regulations.
Bringing about changes – in forms, processes, structures and statutes.]

Drawing on the change management reforms of the Jan Seva Kendra in 2003–04, GARC recommends revisiting existing procedures and undertaking government process re-engineering to align with modern requirements and enhanced technological capabilities. Gujarat has a strong track record of pioneering such milestones; when government systems were still transitioning to IT-enabled platforms, the Jan Seva Kendra concept emerged as both innovative and transformative. Even today, Jan Seva Kendras serve as the primary access point for citizens to avail themselves of most government schemes and essential documents related to identity, address, income, and social benefits. GARC's earlier recommendations on the Citizens' Charter in the second report reinforced the need to update, standardize, and simplify the citizen interface of the service delivery. The current report focuses on the legal and internal procedures. The Jan Seva Kendra, anchored in the One-Day Governance model, remains a robust mechanism to ensure effective implementation of the Citizens' Charter.

[2] Adhia, H. (2007). *Reinventing government through HRM strategies.* ICFAI Books.

1.2 COMPARATIVE ANALYSIS OF STATE-WISE E-TRANSACTION COUNT

Building on Gujarat's spirit of innovation, situating its progress within the broader national digital governance landscape is vital to highlight both the scale of Gujarat's achievements and the opportunities for further improvement.

1.2.1 INSIGHTS FROM NESDA[3]

The National e-Governance Service Delivery Assessment (NeSDA) Framework was formulated in 2019 to assess and benchmark the delivery of e-services by states across seven sectors (Tourism, Environment, Education, Labour & Employment, Finance, Social Welfare, including Agriculture, Health & Home Security, and Local Governance & Utility Services). A total of 21,062 e-services provided across states and UTs have been captured in the analysis.

In **terms of total e-Services (Figure 2 {Left}), Gujarat ranks at 8th, offering 904,** while the top 3 states include Karnataka (2089 services), Madhya Pradesh (1752 services), and Jammu and Kashmir (1164 services). On the parameter of saturation of unified service delivery portals **(Figure 2 {Right})**, measured by the proportion of e-services integrated with a single state-wide platform, **Gujarat also ranks 8th, with 98% of its e-services integrated through the Digital Gujarat portal** .

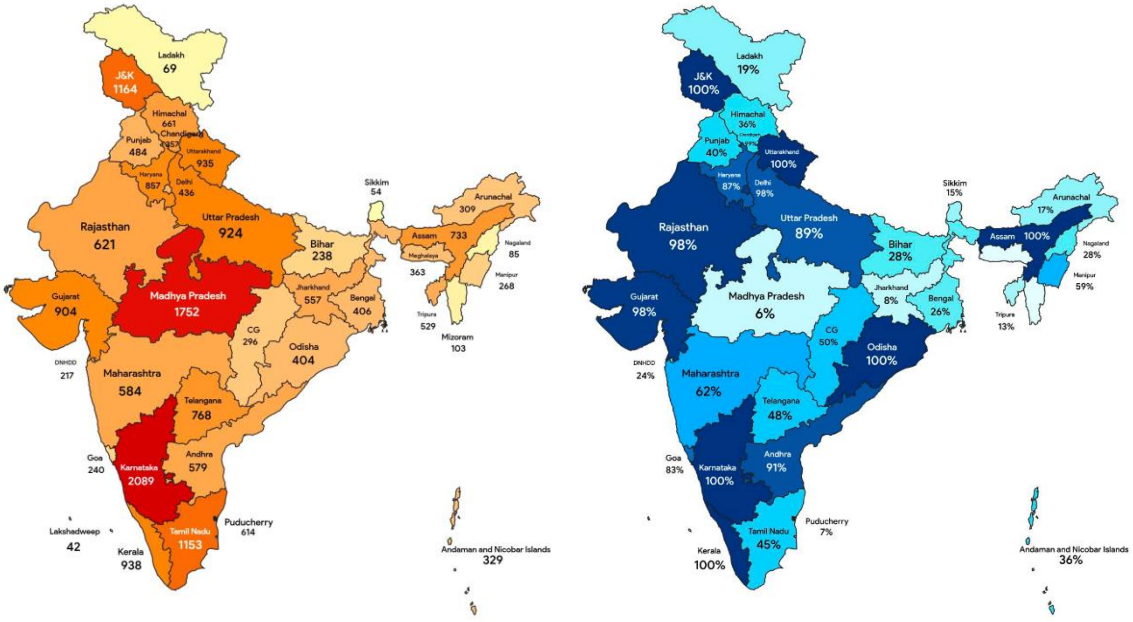


Figure 2: State-wise e-Services and Saturation of Unified Service Delivery Portals

Source: NeSDA Outreach

[3] NeSDA Way Forward - Monthly Report for States/UT, May 2025

1.2.2 INSIGHTS FROM E-TAAL

The e-Taal portal is a national platform for aggregating data and analyzing the performance of Government-to-Citizen (G2C) and Government-to-Business (G2B) e-services across Central Ministries, Departments, and States/UTs, offering near real-time insights.

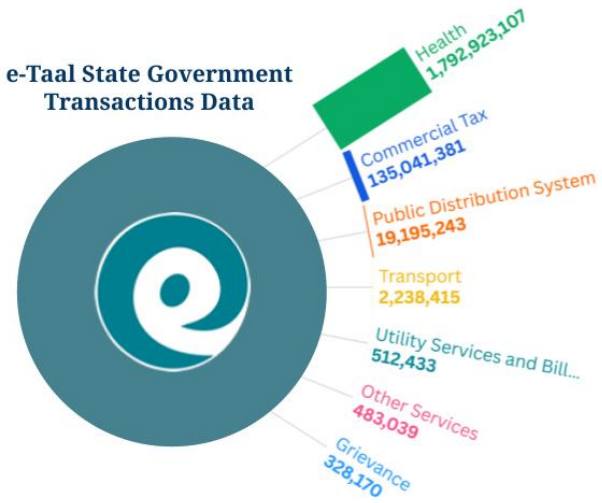


Figure 3: Gujarat's e-Taal Transaction Categories Data

Although it does not capture all state-level e-transactions, **Gujarat ranks 3rd nationally, contributing 10% of total e-transactions nationally.** This reflects both the state's strong e-service readiness and high citizen adoption. The transactions captured pertain to 33 selected services, detailed in Chapter 2, with the complete list of auto-captured services shared.

Source: e-Taal State Government Transactions Data (1 January 2024 to 31 December 2024)

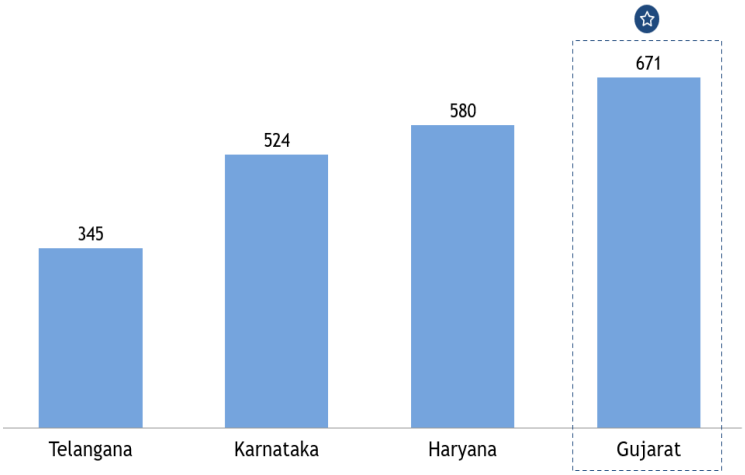


Figure 4: Total transactions (online, offline & hybrid) per 1000 population for FY25 for Gujarat compared across three other leading states

Notably, Gujarat has undertaken meaningful reforms to streamline citizen-centric service access and **leads the country in per capita transactions** (online, offline, and hybrid), with **671 transactions per 1,000 population**, the highest among the states (refer to figure 4).

Still, significant scope remains to enhance data sharing on transactions, particularly for Government-to-Citizen services. The e-Taal data underscores the need for end-to-end online service delivery to accurately capture e-transactions, as many services still require physical visits to Jan Seva Kendras, resulting in a hybrid delivery model rather than an online one.

2. CITIZEN SERVICE DELIVERY MODEL IN GUJARAT

Gujarat leverages a decentralized approach to citizen service delivery through different avenues- Jan Seva Kendras (JSKs), Village Computer Enterprises (VCEs), and e-Nagar Centers, each governed by specific departments for accessibility and efficiency across different operational levels.

JSKs, primarily managed by the District Administration- at the Taluka level *(Mamlatdar Offices)*- under the Revenue Department, function as one-stop solutions via the Digital Gujarat portal, offering over 100 localized government services. In rural areas, VCEs, operating on a Public-Private Partnership (PPP) model under the Department of Panchayats as part of the e-Gram Vishwagram project, bridge the digital divide by delivering government-to-citizen (G2C) and business-to-citizen (B2C) services directly to village communities. Complementing these, the e-Nagar Centers, overseen by the Gujarat Urban Development Mission (GUDM) under the Urban Development & Urban Housing Department, aim to standardize and centralize e-governance solutions across 150 Municipalities and 17 Municipal Corporations.

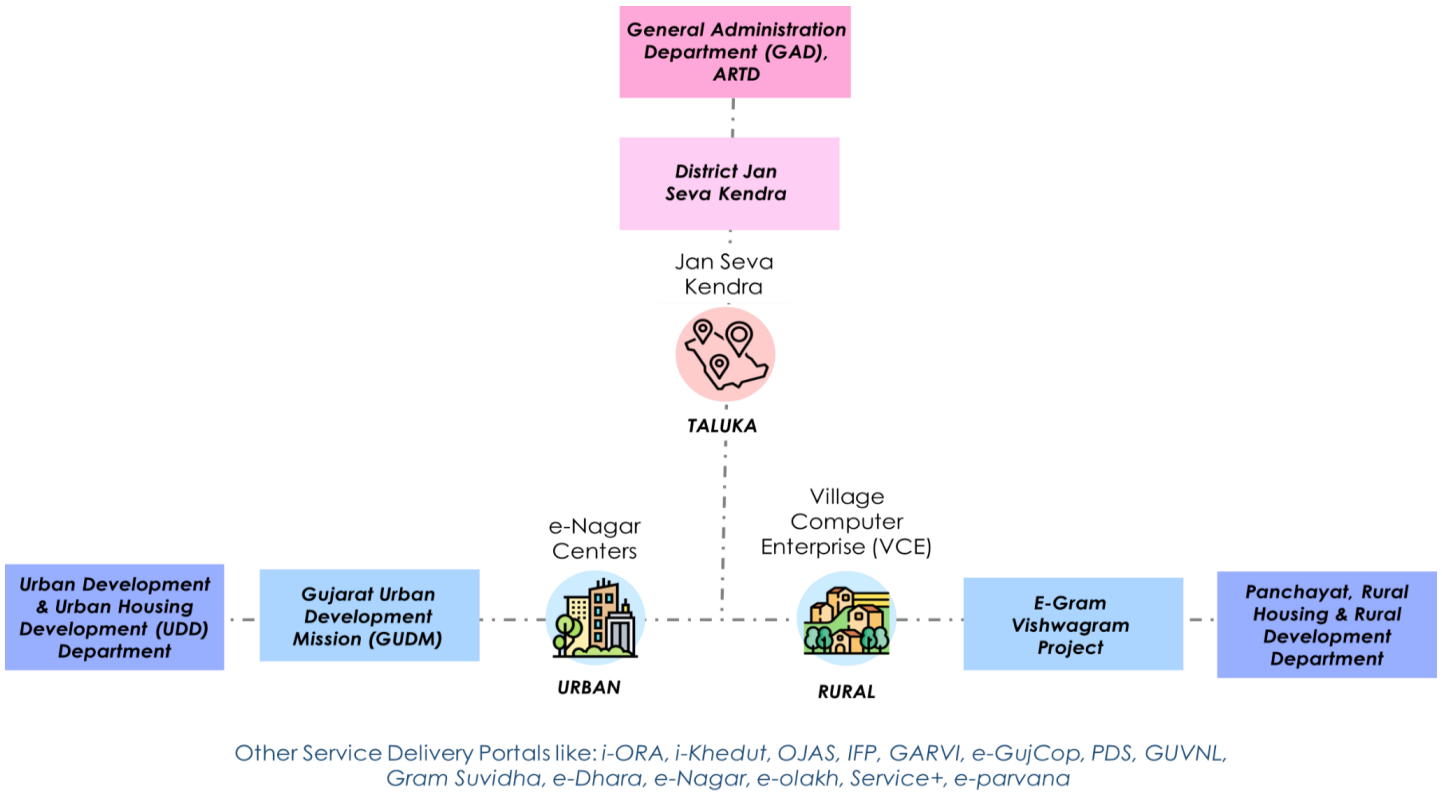


Figure 5: Service Delivery Avenues in Gujarat

Refer to Appendix Part A for detailed structure of e-Seva Society

2.1 JAN SEVA KENDRA

Figure 6: Jan Seva Kendra's Key Objectives

Jan Seva Kendras (JSKs) are broader multi-purpose service centers operating at the district and taluka levels, often within district collectorates. The initiative aims to bring effective e-Governance at the ground level, while introducing the transition from traditional governance to paperless, place-independent governance services.

2.1.1 SERVICES OFFERED AT JAN SEVA KENDRAS (JSK)

Jan Seva Kendras provide a much wider range of government services, over 100 in some locations, including certificates (birth, caste, income, etc.), licenses, Right to Information (RTI) applications, utility bill payments, land records and revenue services, affidavits, and sometimes banking or financial services. JSKs are oriented towards overall government-to-citizen service delivery beyond urban governance, often linking various departmental databases and services under one roof. Service application volumes, demand patterns, and turnaround times, from one-day certificates to processes exceeding 120 days, are assessed against volume trends to reveal performance gaps and build the evidence base for process optimization and staffing reforms.

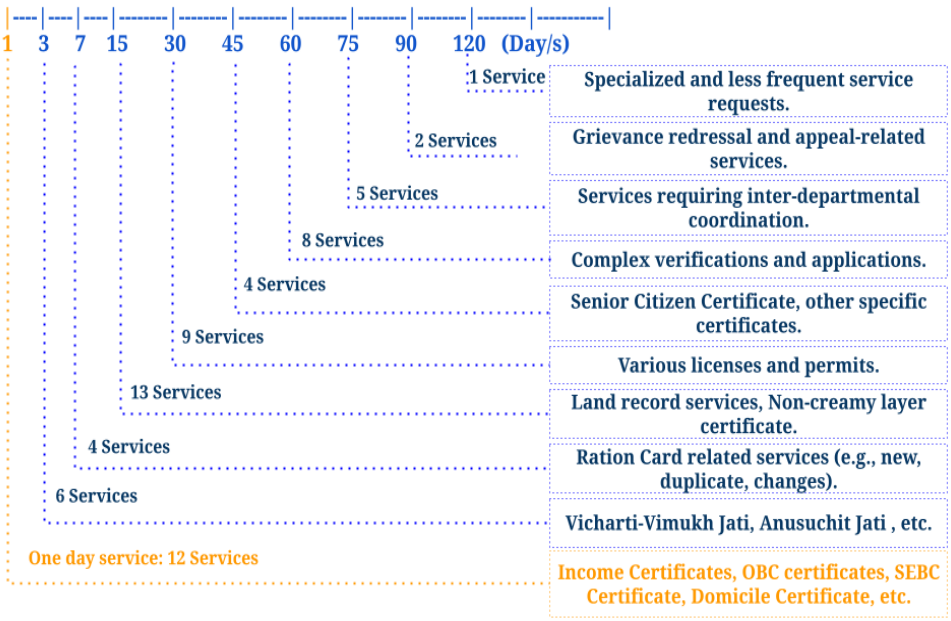


Figure 7: Services Offered at JSKs with Timelines (a summary of 65 services)

The 65 services at Jan Seva Kendras (JSKs) are heavily skewed toward quick delivery, with nearly three-quarters designed to finish within 19 days. One-day certificates (18.5%) and short-cycle ration cards or basic ID services dominate, reflecting citizen demand for rapid, high-volume transactions. Mid-range categories such as land records and Non-Creamy Layer certificates (13–19 days) highlight areas where process complexity begins to stretch timelines. Only a narrow tail of specialized or inter-departmental services, ranging from 45 to 120 days, illustrates how coordination challenges and verification intensity drive longer delivery windows.

2.1.2 SERVICE VOLUME DISTRIBUTION - HIGH VOLUME SERVICES:

To identify high-demand services, shifting demand patterns, and their implications on the allocated resource, we analyse the distribution of service application volumes at JSK.

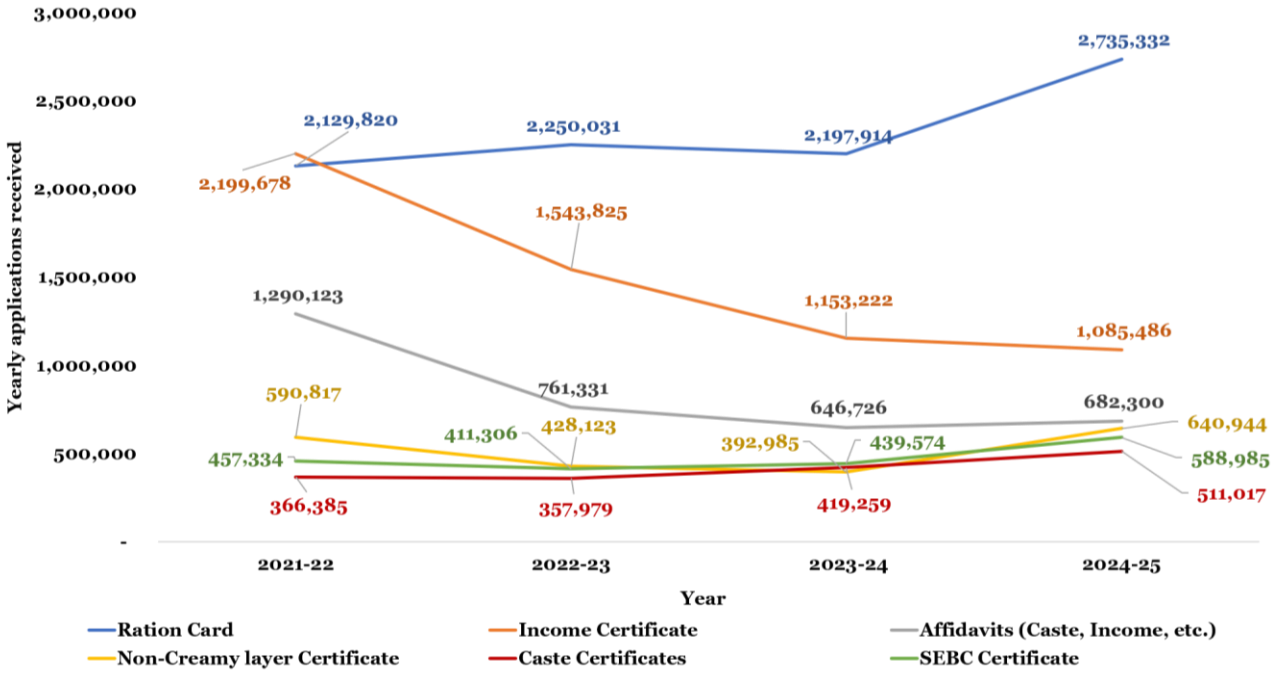


Figure 8: High-Volume Application Trends Delivered through Jan Seva Kendra

Source: Digital Gujarat Portal

Our analysis reveals three distinct trends in service volumes. **First, ration-card services exhibit sustained and accelerating growth,** rising from approximately 2.11 million applications in 2021–22 to 2.75 million in 2023–24 (a 30 percent increase), solidifying their role as the predominant JSK workload driver. **In contrast, application volumes for Income and Non-Creamy-Layer certificates have declined sharply.** Income-certificate filings fell by 46% (2.14 → 1.15 million), while Non-Creamy-Layer applications dropped by 50% (1.29 → 0.65 million) over the same period, indicating either eligibility saturation or successful channel migration for these services. Furthermore, **mid-tier services such as SEBC certificates, caste certificates, and affidavits maintain moderate but stable demand**: SEBC applications grew by 27 percent, affidavits by 13 percent, while caste certificates peaked in 2022–23 before a slight retrenchment in 2023–24. This suggests a persistent baseline need that warrants targeted process refinements rather than large-scale resource re-allocation.

For detailed insights on Medium- & Low-Volume Services delivered through JSK, please refer to Appendix Part B.

2.2 VILLAGE COMPUTER ENTREPRENEURS (VCES)

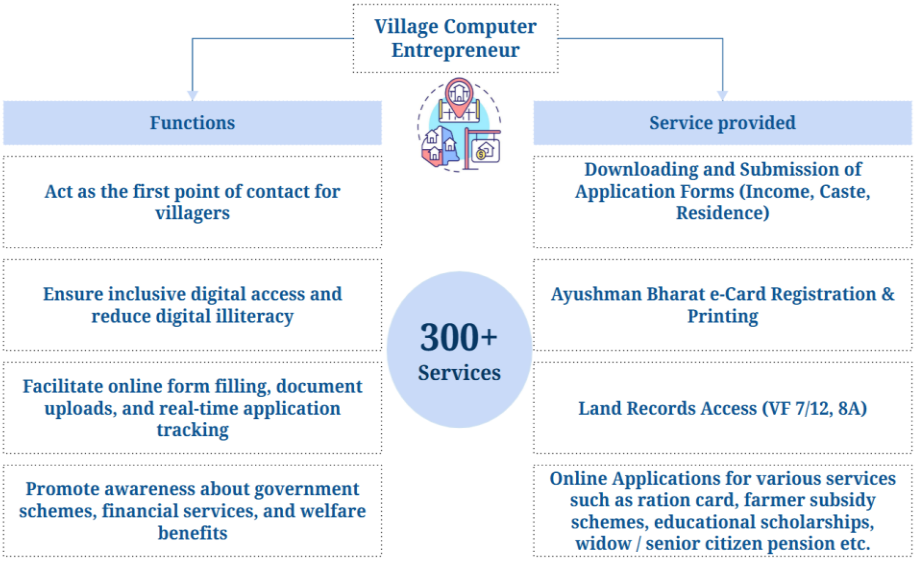


Figure 9: Village Computer Entrepreneurs' Functions & Service Provisions

The Village Computer Entrepreneur (VCE) initiative was conceptualized under the e-Gram Project, implemented by the Department of Panchayats, Government of Gujarat. The goal is to digitally empower rural areas by deploying trained entrepreneurs at the Gram Panchayat level to deliver e-Governance services directly to citizens. VCEs are typically local youth trained in basic computer literacy and G2C service protocols. They serve as digital agents of the government, **ensuring that even the remotest villages have access to critical services without traveling to the taluka or district headquarters**.

2.2.1 SERVICES OFFERED AT VCE

The Village Computer Entrepreneur (VCE) model in Gujarat is designed to deliver a wide range of essential services, combining Government-to-Citizen (G2C) services to bridge the gap between rural communities and government departments, and Business-to-Citizen (B2C) services to ensure financial sustainability. The key services offered under this model are illustrated in Figure 10. This model transforms Gram Panchayats into vibrant digital access and service delivery hubs.

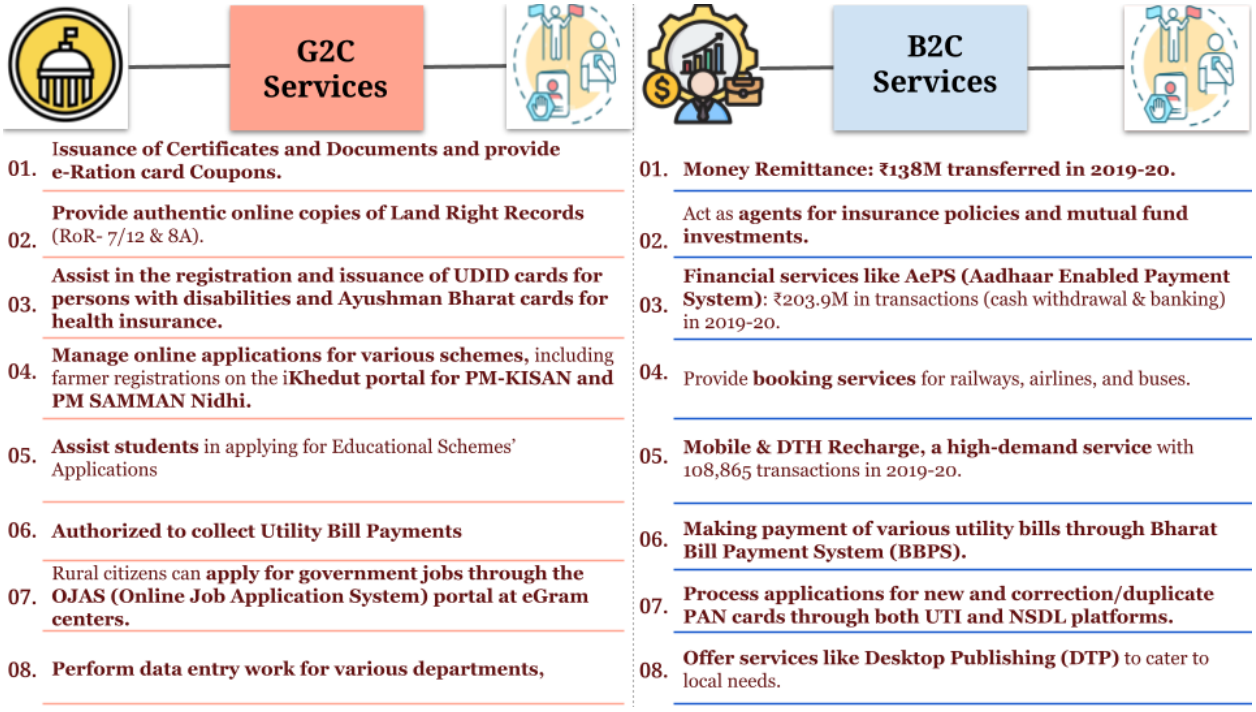


Figure 10: VCE's Government-to-Citizen & Business-to-Citizen Services

2.2.2 SERVICE VOLUME DISTRIBUTION:

While **e-Gram centers offer 4x more services than JSKs, they receive only ~12% of user traffic, compared to 83% for JSKs**. While eGram offers 303 services, application volume data could only be retrieved for ~25 services, limiting the insights from the data. Among all **services provided at e-Gram centers,** a staggering **94% of citizen usage is concentrated in just five services-** Ration Card, Indira Gandhi National Old Age Pension Scheme & Destitute Widow Pension Scheme, Vahli Dikri Yojna, and Assistance to Destitute. The figure 11 below presents an overview of High, Medium, and Low volume services offered through eGram. It is interesting to note that apart from Ration Card services, no other services overlap with Jan Seva Kendra's high-volume services.

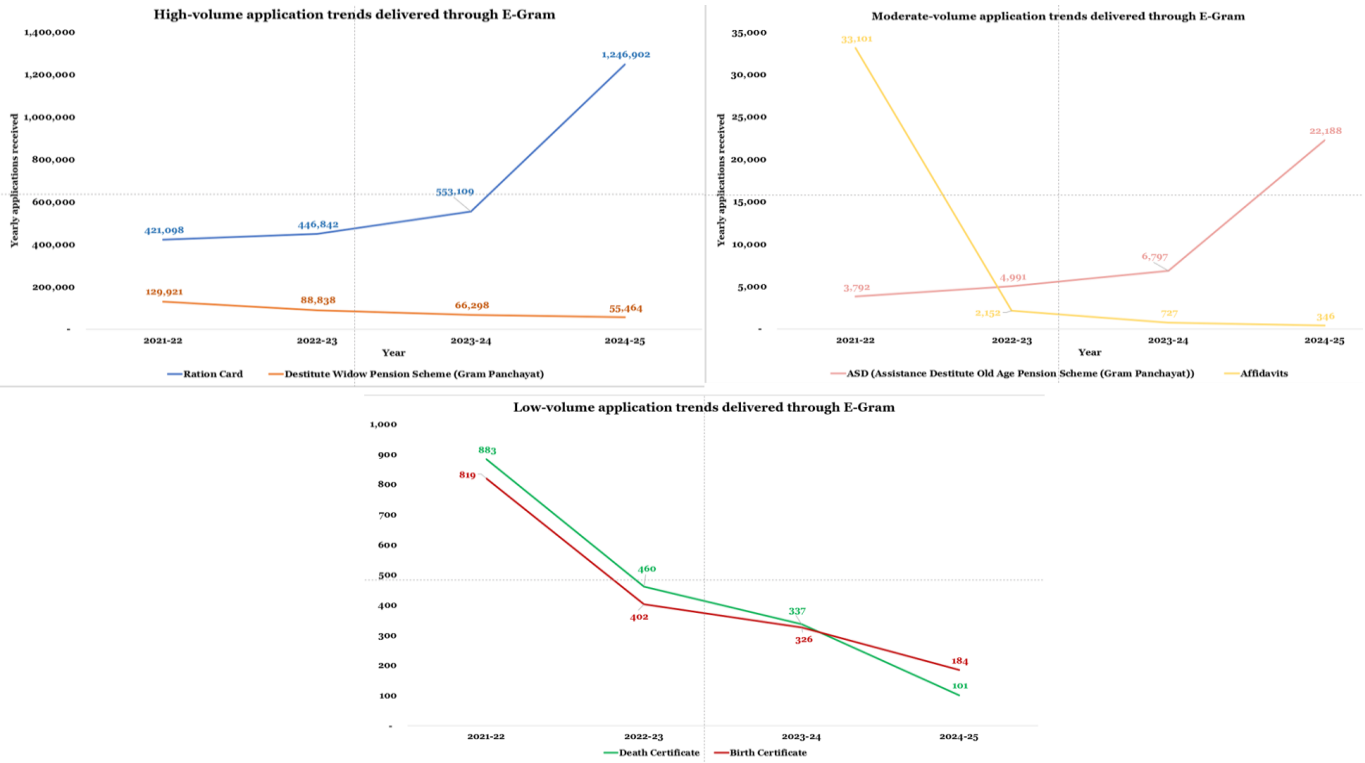


Figure 11: Service Volume Distribution at VCE

2.2.3 OBSERVATIONS ON VILLAGE COMPUTER ENTREPRENEURS' (VCE) CHALLENGES:

Discussions with Village Computer Entrepreneurs (VCEs), many of whom have been serving for over 15 years, highlighted concerns about the long-term sustainability of the current commission-based model. Challenges include delays in disbursal of payments, with some arrears pending for extended periods, and variation in payment channels, which are sometimes routed through district authorities and at other times via TDOs or TCMs. Further, the remuneration rate, currently set at **₹20 per service** (with ₹4 allocated to the panchayat), has remained unchanged for several years and is viewed as insufficient to support operational viability. These factors point to the need for greater consistency and review of the model to ensure its effectiveness and sustainability. Operational challenges further add to the pressures faced by VCEs, including intermittent shortages of essential supplies (e.g., birth certificate stock, stationery, stamps), lack of timely computer maintenance, and the absence of dedicated technical staff at the village level, temporarily affecting service delivery when the Talati is unavailable. At the same time, workloads are increasing with new responsibilities, such as door-to-door eKYC. While VCEs receive timely training on software and documentation processes, addressing these systemic gaps in resources, support, and operational processes could further enhance their capacity to provide consistent, citizen-friendly services.

2.3 E-NAGAR CENTERS

The Government of Gujarat launched the **e-Nagar project** to integrate all Urban Local Bodies (ULBs) onto a common e-governance platform. Its aim is a **centralized, citizen-centric solution** that standardizes municipal services while adapting existing applications from Municipal Corporations and ULBs. The Urban Development & Urban Housing Department has designated the Gujarat Urban Development Mission as the nodal agency, overseeing implementation across 167 locations, comprising 150 Municipalities and 17 Municipal Corporations. At the core are e-Nagar Centers, specialized single-window facilities delivering key ULB services such as property tax, building permissions, water and drainage connections, and grievance redressal. These centers are digitally linked to the e-Nagar portal, ensuring services are accessible online and at physical counters. The platform emphasizes paperless processes, real-time application tracking, and uniform service standards, creating a statewide model of urban governance that enhances efficiency, transparency, and citizen convenience.

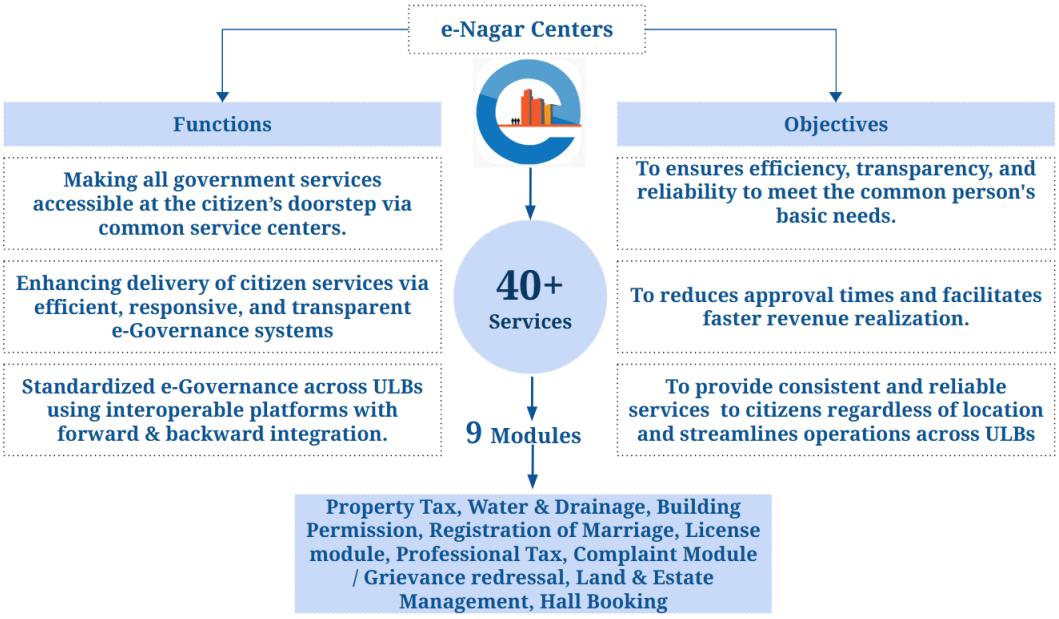


Figure 12: e-Nagar's Functions & Objectives

2.3.1 SERVICES OFFERED AT E-NAGAR CENTERS:

The eNagar system has rapidly evolved into one of Gujarat's most significant digital governance platforms, both in scale and impact. Since its inception, it has facilitated **over one crore transactions**, with **27 lakh transactions recorded in FY 2024–25 alone**, reflecting widespread citizen adoption. Beyond scale, eNagar demonstrates strong service diversification. **It has enabled the issuance of over 17 lakh certificates,** including 4.4 lakh+ marriage certificates, 4 lakh+ shop licenses, and processed 11 lakh+ professional tax transactions, while also integrating seamlessly with state-level platforms such as CM Dashboard, GARVI, DigiLocker, and IFP. This interoperability strengthens its role as a one-stop governance solution. Citizen engagement has also deepened, with **3.5 lakh+ registered users**, **13,000+ daily visits**, and services now live across all 88 City Civic Centres. Together, these achievements position eNagar as a high-volume service delivery platform and a cornerstone of Gujarat's digital governance architecture.

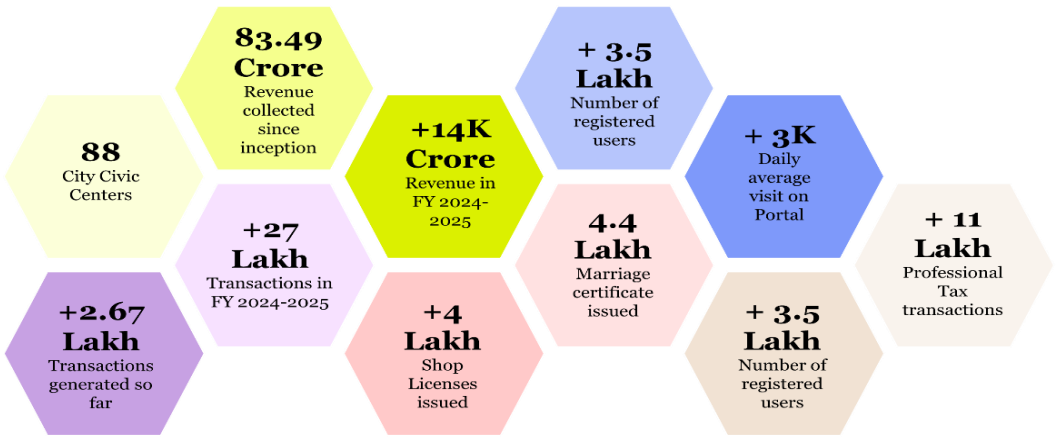


Figure 13: Key Highlights of e-Nagar Services

The analysis of e-Nagar transactions reveals a stable system that relies on a few core services. **Property Tax emerges as the dominant driver, consistently accounting for the largest share of transaction volumes and revenues, with over 27,000 transactions annually.** This highlights its central role in sustaining municipal finances through the platform. At the same time, overall service usage has plateaued since 2020-21, with total transactions holding steady at around 45,000 per year. While this **stability reflects citizen trust in the platform, it also points to limited growth in the adoption of newer services.**

Secondary modules such as Water & Drainage, Building Permission, and Shop & Establishment contribute modest but steady volumes, suggesting untapped potential for scaling. Meanwhile, non-revenue services like Complaint & Suggestion remain underutilised, pointing to opportunities for redesign and citizen engagement. e-Nagar has proven itself as a high-volume digital platform, but its future hinges on diversifying services, decentralising access, and strengthening underused modules to unlock the full potential of digital governance. For a detailed analysis of e-Nagar services, please refer to the Appendix Part B.

2.4 DATA INSIGHT FROM GUJARAT'S CITIZEN SERVICE DELIVERY AVENUES

Over the years, Gujarat has taken meaningful steps toward digitalizing service delivery through the Digital Gujarat platform, a state-wide service delivery interface aimed at streamlining access to citizen-centric services. However, while foundational capabilities are in place, the current system architecture, spanning frontend channels, a lack of backend integrations, and offline touchpoints, presents opportunities and structural limitations that must be addressed to deliver a seamless and end-to-end online citizen experience.

DIGITAL GUJARAT – CITIZEN SERVICE PLATFORM

The **Digital Gujarat portal** is the state's flagship single-window platform for Government-to-Citizen (G2C) services, accessible via web and mobile app.

a. Web Portal (Accessible at "Digital Gujarat")

The web portal offers potential features such as multilingual navigation, Aadhaar-based login, eSign/eSeal, DigiLocker, and SSO, but most are only partially implemented or fragmented across departments. This leads to broken user journeys, limited data reuse, outdated content, and inconsistent UI/UX—issues compounded by the absence of centralized middleware and standardization.

b. Mobile App (Downloadable from Google Play store & Apple store)

With a tile-based bilingual design and built-in document locker, the mobile app has seen limited adoption (**~5 lakh downloads; 3.1★ Play Store, 2★ App Store**) due to frequent crashes, errors, and redirections. Lacking personalization, real-time tracking, and chatbot support, it remains unstable and incomplete, falling short of citizen expectations despite being a key access channel.

JAN SEVA KENDRA (JSKS) & E-GRAM CENTERS FOR ASSISTANCE

Despite the inefficiencies caused by extensive paperwork, multiple manual approvals, and fragmented backend processes during the physical service journey to Jan Seva Kendra (JSKs) and e-Gram centers, these centers serve as critical frontlines for citizens, especially those without digital access, to avail government services. 571 citizen services are currently being offered across three primary delivery modes: online, assisted (online + offline), and offline. 87% of transactions flow through assisted service modes, indicating that physical access continues dominating citizen behavior. This underscores the importance of strengthening backend workflow integration across modes to ensure a seamless, end-to-end experience.

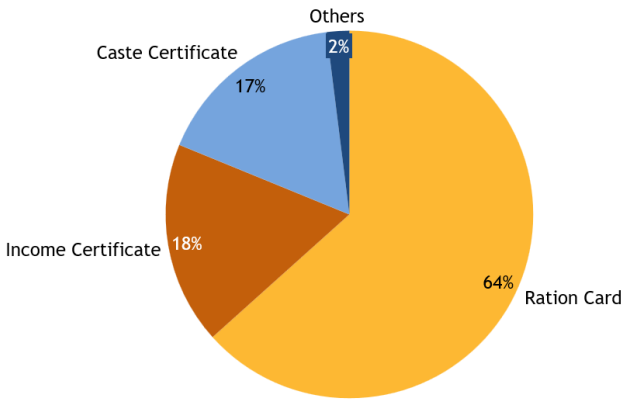


Figure 14: Service Distribution across JSK & VCE

Among the assisted/hybrid (VCE and Jan Seva Kendra) modes of application, the major requests for these three services- ration, caste & income certificates account for over 97% of assisted mode traffic. These certificates also show a seasonal trend (discussed in Section 2.2). The field visits and the interaction with the Deputy Mamlatdar and Mamlatdars in various Talukas highlighted the bottlenecks concerning these three services *(please find details in Section 3)*. These workflows frequently require in-person follow-ups or validation, making them prime candidates for full-stack digitization with re-engineered backend processes.

EVIDENCE-BASED INSIGHTS ON THE USAGE OF JAN SEVA KENDRA AND THE E-GRAM CENTRES

The Digital Gujarat software provides valuable data for analysing service usage trends and identifying reforms in service delivery. Its end-to-end digital provision enables real-time monitoring of Jan Seva Kendra performance across the state. Transaction data is captured through operator, deputy mamlatdar, mamlatdar logins, and e-signature records. This dataset highlights four-year transaction trends, seasonal variations, geographic patterns, and per-operator workloads, offering a strong evidence base for systemic improvements.

YEARLY APPLICATIONS TREND

The number of **applications at Jan Seva Kendra is consistently_1.5 to 2 times greater than e-grams** in the last 5 years, despite a larger number of e-grams and their accessibility at every Panchayat. However, the availability of end-to-end processes for major services only at Jan Seva Kendra predominantly causes the application hike. The share of fully digital applications has consistently remained lower than 4% since FY22.

Figure 15: Yearly application volume (in lakhs) for JSK, e-gram & online between FY22 to FY25

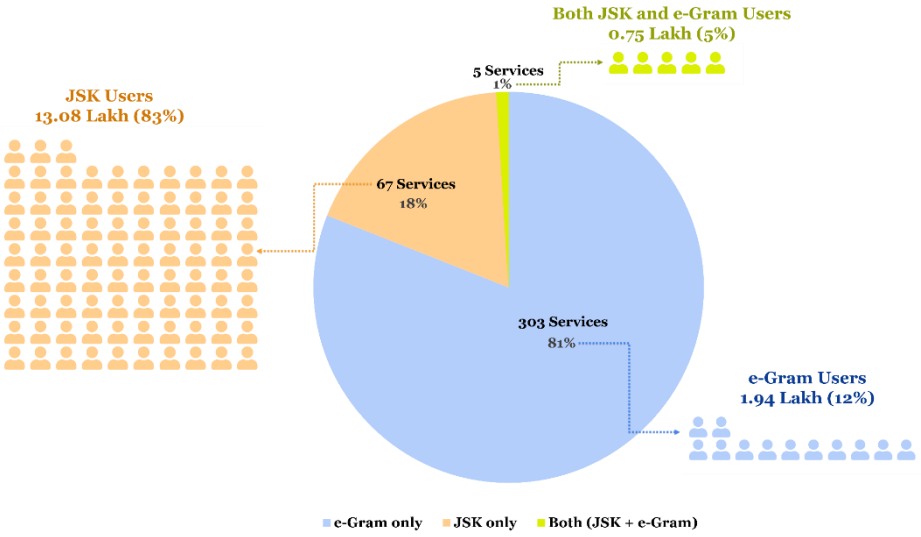


Figure 16: Channel-wise service & user breakdown

Although **e-Gram centres offer more services, Jan Seva Kendras attract the highest footfall,** as offline last-mile procedures often make visiting JSK mandatory. While applications can be routed through VCEs, any query or document gap requires a Taluka-level visit, prompting citizens to approach Jan Seva Kendras directly. Limited backend integration in e-Gram systems creates duplication, and fragmented user journeys often require mid-process physical verification. Incomplete digitization, poor User Interface/ User Experience, frequent technical glitches, and inadequate support from VCEs, owing to limited infrastructure or awareness, could further drive citizens toward JSKs for more reliable guidance and facilities.

SEASONAL TRENDS

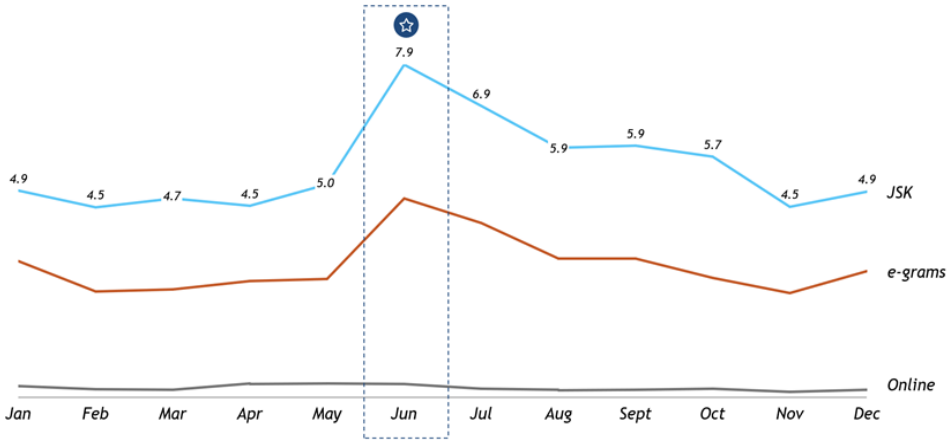


Figure 17: Monthly application volume (in lakhs) for JSK, e-gram & online averaged over the last 4 years

The volume of applications in June is the highest compared to the load during other months, for all channels of delivery.

Nearly 20% of the issuance of all caste & income certificates at JSKs and e-grams happens in June, leading to its overall spike. This could be due to the large number of requirements for these certificates for school/ college admissions, fee waivers, scholarship schemes, hostels, etc. The cycle typically starts in June.

Please refer to Appendix Part C for details regarding seasonal trends (including data tables).

GEOGRAPHICAL TRENDS

Service demand varies by both population and rural–urban context. In urban areas, reliance on Jan Seva Kendras (JSKs) is high due to the absence of the VCE model, with Collectorate-based JSKs facing the heaviest volumes. JSKs remain primary service points in rural areas, though e-Gram usage is rising. Strengthening e-Gram centres and creating decentralised Common Service Centres in cities could ease JSK workloads, as seen in the contrasting cases of Ahmedabad (heavy), Valsad (moderate), and Chhota Udepur (light).

Figure 18: Geographic Distribution of Services

The observed trends in Jan Seva Kendra (JSK) and e-Gram usage could be influenced by several factors. A possible shift of ration card services from JSKs to e-Grams and changes in income certificate requirements across urban and rural centres may have altered demand patterns. JSK growth has been driven by a 50% rise in Scheduled Tribe (ST) certificate issuance over three years (20% of total load) and a 22% increase in affidavits (30% share). In contrast, e-Grams have stagnated or declined since FY23, mainly due to a drop in income certificate applications (60% share). Ration card services remain evenly split between platforms, while JSKs in tribal districts recorded over 50% growth in ST certificates (26% share). Temporary residence certificates boosted e-Gram volumes, comprising 13% of FY25 applications. Refer to the Cases of High, moderate, and low footfall mentioned in the Appendix Part D.

3. DETAILED ASSESSMENT OF TOP 20 CITIZEN SERVICES FOR GOVERNMENT PROCESS RE-ENGINEERING

Based on application volume data from the Digital Gujarat portal (April 2024 - March 2025), we identified the top 20 'most availed' services, which can be clubbed into seven major categories: Ration Card, Income Certificate, Caste Certificate, Non-Creamy Layer Certificate, SEBC Certificate, EWS Certificate, and Affidavits. Applying the **Pareto principle**[4], this section analyzes the top 20 of 400+ services to spotlight citizen priorities and resource-intensive workflows. Focusing on these high-volume services reveals where citizens most frequently engage the state, which tiers and channels bear the heaviest load, and provides the evidence base for targeted efficiency gains and reform directions.

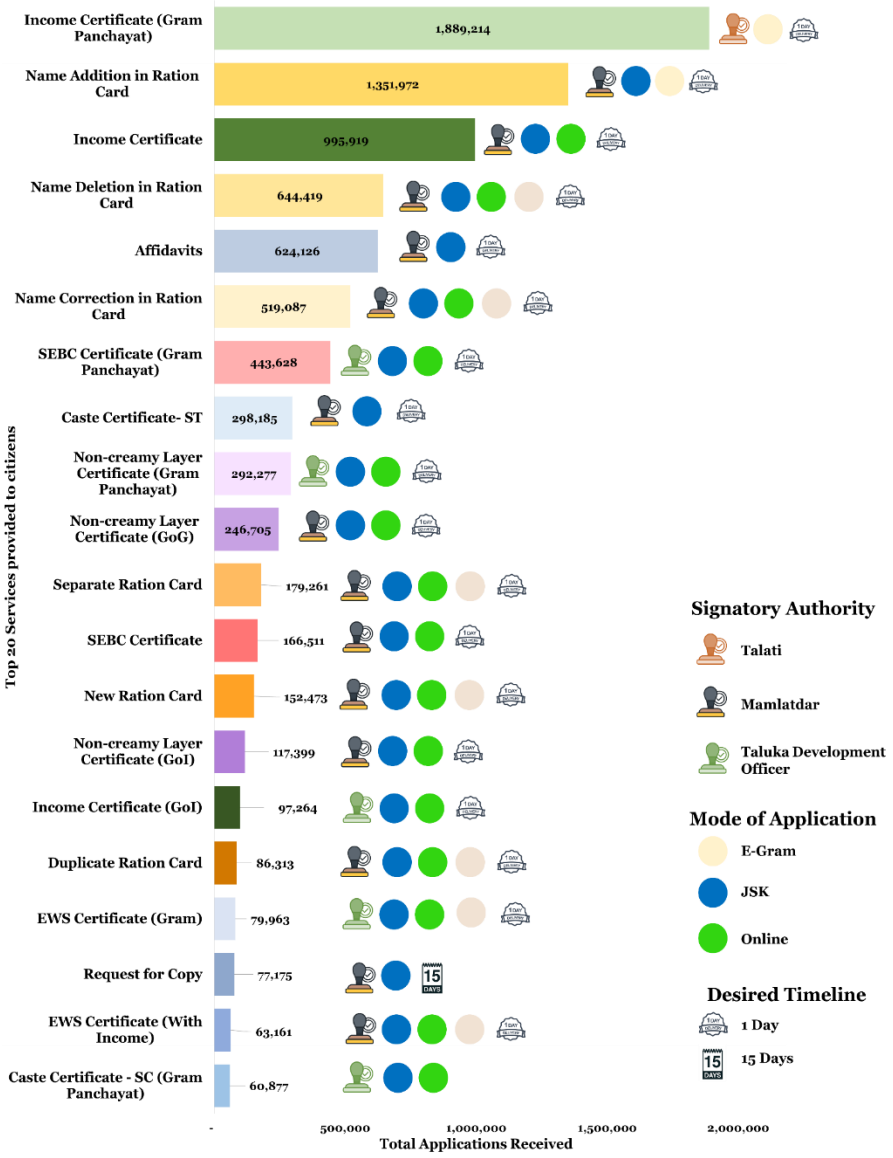


Figure 19: Top 20 Citizen Services provided in Gujarat [01.04.24 to 31.03.25]

3.1 SNAPSHOT OF TOP 20 SERVICES

The top 20 services account for the overwhelming majority of citizen–state interactions, with just three—*Name Addition in Ration Card*, *Income Certificate*, and *Name Deletion in Ration Card*—crossing 38 lakh applications together. This concentration underscores how ration card management and certification services dominate administrative workloads, shaping citizens' daily experience with the government. The data also reveals that approvals are heavily clustered at the Mamlatdar/Deputy Mamlatdar level, creating structural bottlenecks where demand far exceeds processing capacity. Equally significant is the channel mix: while web portals and assisted kiosks remain the backbone of access, the growing use of mobile apps signals a gradual but essential shift toward digital self-service. However, the service timelines vary widely—from one to fifteen days—indicating uneven process design and scope for standardization. These insights frame the detailed service-by-service analysis that follows, providing the evidence base for targeted reforms in automation, decentralization, and mobile-first design.

[4] This approach is grounded in the principle of **Pareto analysis**, where a small number of inputs (in this case, the top services) account for a disproportionately large share of the overall outcomes (total applications), reflecting most pressing needs for policymakers.

3.2 PROCESS MAPPING OF TOP 20 SERVICES

For issuing any kind of service, the government seeks different types of documents, which can be classified broadly into seven categories—Identity, Residence, Income, Birth/Age, Caste, Revenue, and Additional—each listing multiple acceptable proofs (Refer to Figure 20). Several items recur across categories (election card, bank documents, utility bills), and some carry recency conditions (e.g., bank statement within 3 months). Income and caste verification rely on heavier, harder-to-source evidence (Form 16/ITR, employer certificates, social inquiry certificates). At the same time, residence and revenue proofs favor documents in the applicant's or landowner's name, with optional reliance on family members' records for cross-verification.

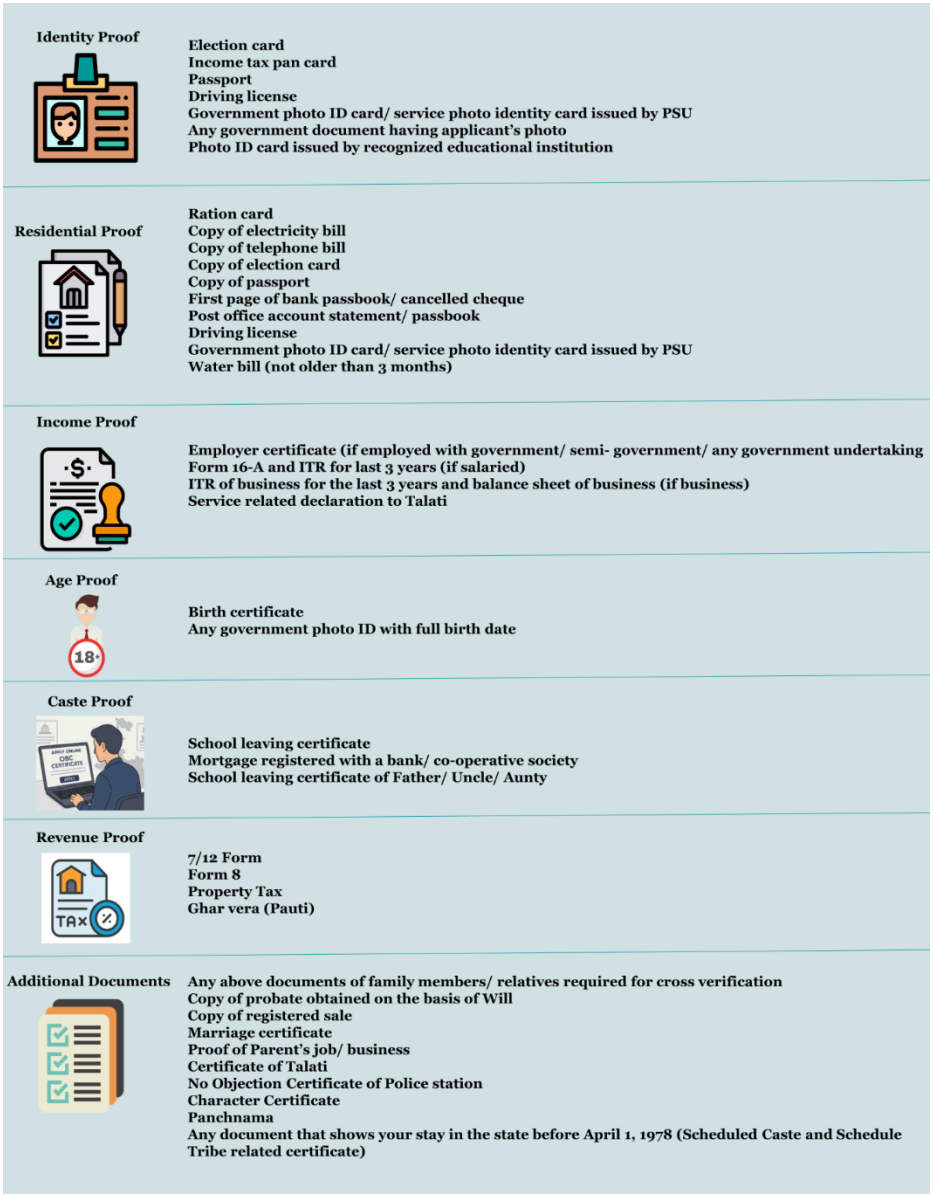


Figure 20: Document Categories Detail

Navigating these requirements can be difficult because overlapping categories list the same documents for different purposes, inviting counter-level discretion and inconsistent acceptance; circular dependencies (for example, needing a ration card as residence proof while applying to update the ration card) force additional visits; and recency/validity rules are uneven (a 3-month bank statement limit in one place, no limit elsewhere), creating unpredictable rejections. Informal workers and renters often cannot produce ITR/Form 16, employer letters, or utility bills in their own name, while land-anchored revenue proofs privilege title holders, and disadvantage tenants, migrants, and many women. In practice, operators may ask for multiple proofs "to be safe," raising the effective bar above what Government Resolutions require and increasing time, travel, and notarization costs—burdens that compound when citizens pursue several services together, especially in rural areas and for first-time applicants.

3.2.1 APPLICATION PROCESS FOR TOP 20 SERVICES

The overall JSK application process was examined first to establish a holistic understanding of the service delivery ecosystem, interdependencies, and systemic bottlenecks. Mapping the complete workflow enabled identifying structural inefficiencies and recurring pain points, providing a critical baseline against which the top 20 high-volume services could be analysed for targeted process re-engineering and impact optimisation.

The JSK application workflow reveals a highly sequential, approval-dependent process, where each stage—verification, token generation, data entry, and multi-tier sign-offs—must be completed before progression. This linearity, coupled with reliance on manual checks at the Mamlatdar stage, creates single delay points and increases turnaround times. Mid-process physical verifications and multi-level appeals add further complexity, while limited digital integration constrains efficiency. From a policy perspective, these structural characteristics underscore the need for targeted process re-engineering to reduce bottlenecks, enable parallel processing, and strengthen backend interoperability for the state's highest-volume citizen services.

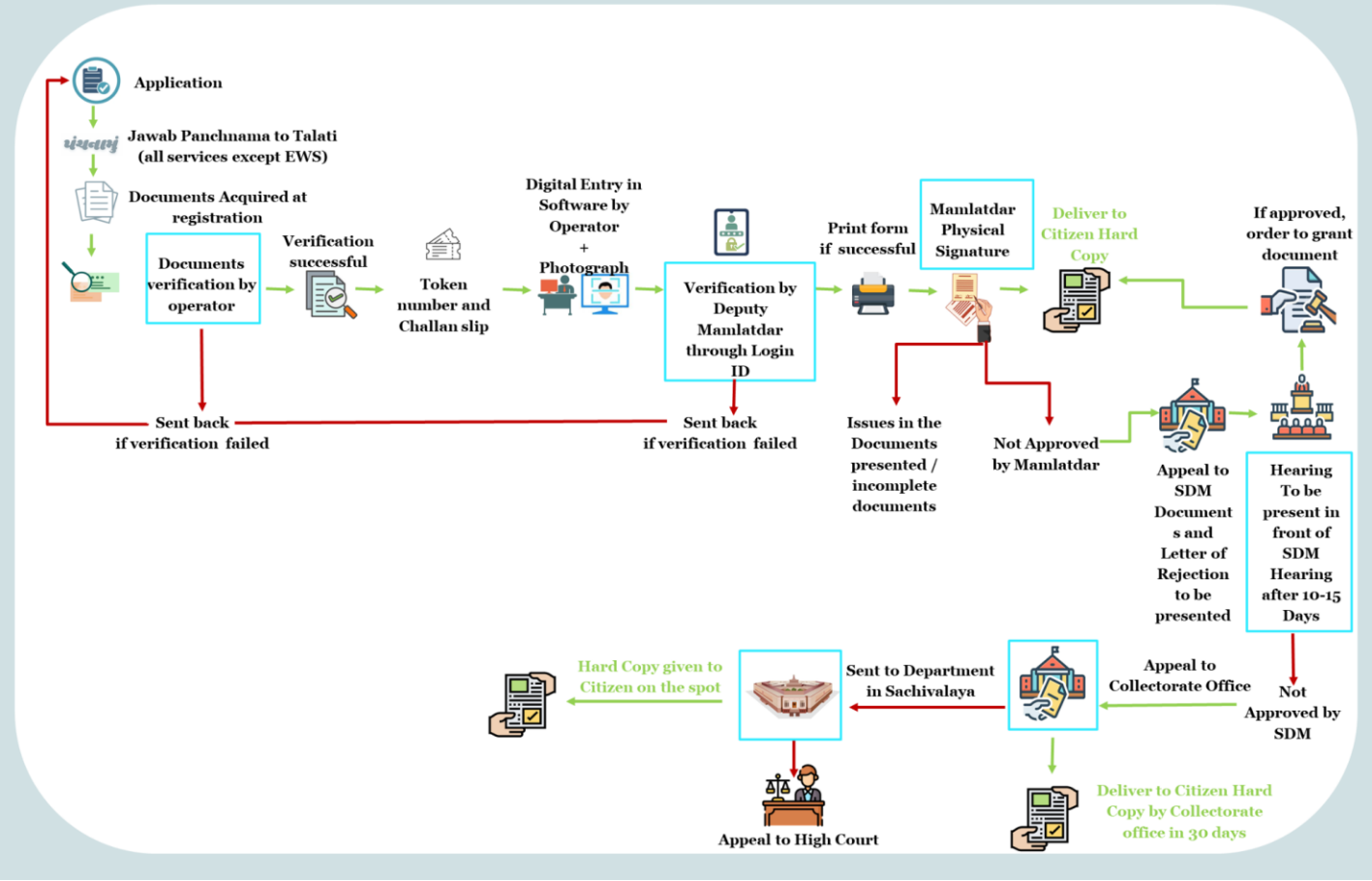


Figure 21: Application Process for most Citizen Services provided at JSK

Note: All blue boxes in the figure indicate the decision points.

Source: Primary Data Collection through multiple field-visits in July & August, 2025

3.2.2 DETAILED 'AS-IS' MAPPING OF TOP 20 SERVICES

Government Process Re-engineering (GPR) involves fundamentally rethinking and redesigning public-sector workflows to improve efficiency, transparency, and service quality. By analyzing the end-to-end journey of the most frequently used services, GPR identifies redundant steps, institutional bottlenecks, and data duplication, then restructures approval hierarchies and information flows around citizen needs. The benefits include reduced cycle times, lower administrative costs, enhanced citizen satisfaction, and greater accountability through streamlined, rule-based decision points. When applied to high-volume services, these gains disproportionately improve overall system performance and create scalable templates for reform across the broader service ecosystem.

A. RATION CARDS

Ration cards are an essential identity and residency document beyond their primary role in accessing the Public Distribution System (PDS). The Administrative Reforms Commission undertook an analysis of the current status and suggested a roadmap for better usage of the data available with the government. Please refer to the Appendix Part E for details on the types of Ration Cards-related services.

Insights from Service Trend: Total volume across seven sub-services rose from 2.13 million in 2021–22 to 2.74 million in 2024–25 (9.31 million total; 2.33 million averages annually), a 28.4% increase over four years. 'Addition of Name' is the single largest sub-service (4.08 million total; 1.21 million in 2024–25), accounting for 44% of category volume, and surged 35.8% year-on-year. 'Removal of Name' (2.07 million total; 0.63 million in 2024–25) grew by 31.8% 2024 25, indicating accelerating household churn, such as migration and deaths. This sustained uptick in life-cycle changes reflects accelerating household churn (migration, births/deaths, marriages). It underscores the need to shift from form-by-form handling toward event-triggered, automated updates. While. 'Guardian Registrations' remain negligible (14,341 total; 0.75 share), suggesting an opportunity to retire or merge this legacy process.

Existing Process & Bottlenecks: Ration card services in Gujarat are designed to streamline access to welfare certificates by leveraging validated family data. The Digital Gujarat Portal aims to auto-fetch household details from existing ration card records, reducing document submission burdens—especially in rural areas. However, the current delivery model remains document-intensive and procedurally complex. Transaction-specific requirements range from Aadhaar and Election Cards for new applications to affidavits, birth/death certificates, and separation declarations for updates. Applications are manually transcribed, verified biometrically, and routed through multiple approval layers before final issuance. Despite its rigor, the system faces three major bottlenecks. First, the e-Gram portal lacks approval privileges for Deputy Mamlatdars, creating a dependency on Talati-cum-Mantris who often manage multiple Gram Panchayats. This leads to delays, compounded by OTP access issues and limited certificate printing by Village Computer Entrepreneurs (VCEs), forcing citizens to visit Taluka-level Jan Seva Kendras. Second, reviving "silent" ration cards—those inactive for over three months—requires individual thumbprint authentication for each beneficiary. A multi-selection feature enabling batch biometric approval could significantly improve efficiency. Third, the predominance of name-based updates—driven by frequent life-cycle events like marriage, childbirth, and death—signals rising household churn and calls for automated, event-triggered workflows to replace manual, form-by-form processing.

B. INCOME CERTIFICATE

An Income Certificate is an official document issued by state authorities (such as the tehsildar, district magistrate, or designated officers) certifying a family's annual income from all sources—salaries, business, pensions, agriculture, and remittances. It is essential for accessing state welfare benefits, including subsidies, scholarships, fee concessions, reservations, and pensions. Applicants typically submit ID and address proof, income documents (salary slips, ITRs, bank statements), and a self-declaration. Distinct from an Income Tax Return or EWS certificate, it establishes

eligibility for state-specific schemes and entitlements. Refer to the Appendix Part E for details on the type of services related to the Income Certificate.

Insights from Service Trend: State and rural variants combined saw nearly six million filings since 2021 (1.50 million average/year), with the main Income Certificate holding steady at ~1 million applications in 2024–25. By contrast, the rural (Gram Panchayat) variant plunged 89 percent over two years (3,56,727 → 96,147), signaling a successful channel migration to online and Jan Seva Kendra outlets. Yet certificates remain the highest-volume category (56.7 percent of the top-20), repeatedly validating identical attributes. Approval rests with Mamlatdars (state), Talatis (GP), and Taluka Development Officers (GoI). Income-certificate applications remain robust at just under one million in 2024-25 (9,89,339). Applications show a clear shift from under-resourced village counters to online and Jan Seva Kendra outlets, signaling successful channel migration. Combined state and panchayat filings dropped from 2.20 million in 2021–22 to 0.99 million in 2024–25 (5.98 million total; 1.50 million average). The panchayat tier declined 55% overall, with the rural variant plunging 89% between 2022–23 (356,727) and 2024–25 (96,147), while the main Income Certificate fell only 25% and stabilized at just under one million annual applications. These divergent trends highlight persistent demand for eligibility certificates but also point to harmonizing certificate tiers and consolidating approval authorities to streamline service delivery.

Existing Process & Documents Required: The process of issuing an Income Certificate begins with applicants submitting a completed form and core proofs—Aadhaar, local attestations (Sarpanch/Talati Panchanamas), Election and Ration Cards, affidavit, land records (7/12, 8/A), and income documents (Form 16 or ITR). Secondary evidence, such as dairy bills with endorsement, corporator letters, property-tax receipts, or utility bills, may be used where unavailable. The application process remains as discussed in Section 3.2.1. The process is marred by documentation mismatches, particularly in parent names between Aadhaar and children's birth certificates. This has had serious consequences: 15% of schoolchildren remain unregistered for scholarships due to this mismatch, and another 30% due to broader Aadhaar-related issues. Officers recommend a standardized name-correction letter at the Taluka level, recognition of bona fide certificates for resolving discrepancies, and delegation of full correction authority to the Talati cum Mantri. Adding to the burden, citizens must file separate applications for the same Income Certificate to establish validity across different jurisdictions—Gram Panchayat, Government of Gujarat, and Government of India. This duplication highlights the urgent need for a uniform application form valid across administrative boundaries, ensuring consistency and reducing citizen hardship.

C. CASTE CERTIFICATE

A caste certificate in India is an official document that certifies that an individual belongs to a particular caste, especially if it is a Scheduled Caste (SC), Scheduled Tribe (ST), or Other Backward Class (OBC) recognized under the Indian Constitution. This certificate is crucial for availing various benefits—including reservation in education and government jobs, scholarships, age relaxations, and other welfare schemes—offered by both Central and State governments to uplift socially and economically disadvantaged groups. Refer to the Appendix Part E for details on the type of services related to the Income Certificate.

Insights from Service Trend: A total of 10 services are offered under the umbrella of Caste Certificates. Out of this, only SC & ST Certificates are a part of the Top 20 services list. Total volume of Caste Certificates climbed 40% (366,385 → 511,017; 1.65 million total), led by ST certificates at 48% share (791,673 total; 295,294 in 2024–25). ST certificates surged by 20% year-on-year, underscoring the need to optimize tribal-focused workflows and community outreach. SC and Unreserved certificates grew more modestly, while niche ones (e.g., nomad-denotified) remain marginal. Issuance

by Mamlatdars and Taluka Development Officers through Jan Seva Kendra underscores certificate centrality in benefits access.

Existing Process & Bottlenecks: There are about 10 types of Caste Certificates offered by the Gujarat Government. The GARC team has detailed process workflows only for Schedule Tribe (ST) and Schedule Caste (SC), owing to their application volume. Under the existing system, applicants must submit a broad set of documents: primary identification proofs (Aadhaar Card, Election Card, Ration Card, and local governance certificates), family and educational records (parental or sibling caste certificates and School Leaving Certificates), plus fallback papers (Family Panchanama, Form No. 2/A-Form, Birth Certificate, or Legal-Heir Affidavit). Optional supplements—such as PAN Card, income tax returns, or letters from public representatives—may also be requested. This extensive document matrix leads to multiple manual verification stages and prolonged processing time. Despite efforts to streamline the process, caste certificate services remain among the most challenging. JSK operators cite documentation inconsistencies, legacy data gaps, and caste classification ambiguities as key pain points. There is no system to track how many Caste Certificates a citizen has received, leading to duplication and poor record management. Aadhaar-based tracking and QR-coded e-signatures could improve repeat issuance and authenticity.

Elderly applicants often lack supporting documents, especially for Scheduled Tribe (ST) certificates. Verification becomes difficult due to missing school leaving certificates or historical land records *(Jamin na Utara)*, which are often unavailable due to low education levels, land acquisition cases, or natural calamities. In most cases, applicants must also present a caste certificate of a family member issued by the Social Justice & Empowerment Department (SJED), necessitating multiple visits to different government departments. While citizens are typically asked to submit 8–9 types of documents for other services, ST certificates often demand 30–38 documents, making the process burdensome for both administrative staff and citizens. ST applicants must prove Gujarat residency from 1950, while Scheduled Caste (SC) applicants need records dating back to April 1, 1978—both requirements are frequently unmet.

Other Backward Classes (OBC) certificates face nomenclature issues and system mismatches. Surnames like '*Modh Patel*' and *'Kalal'* often trigger discrepancies. The removal of the word 'Hindu' from caste names in 2018 continues to cause portal conflicts. Manual entry is still required for castes like *'Anjana Patel'*, *'Chaudhari Patel'*, *'Muslim Vhora'*, *'Pathan'*, and others, many of which have been discontinued from central government records but remain in local systems. Castes under Baxi Panch, such as *'Vaas Foda'* (OBC) and *'Thori'* (SC), present unique challenges when Leaving Certificates contain the full surname '*Vaas Foda Thori*', making it difficult for operators to select the correct caste category. These inconsistencies and documentation hurdles significantly prolong processing timelines and contribute to citizen dissatisfaction.

D. NON-CREAMY LAYER CERTIFICATE

A Non-Creamy Layer certificate is issued to individuals belonging to the Other Backward Classes (OBC) whose family income is below a specific threshold (currently ₹8 lakh per annum, excluding income from agriculture). Introduced in 1993 by then Prime Minister V.P. Singh following the recommendations of the Mandal Commission, this certificate was designed to ensure that reservation benefits in education, government jobs, and welfare schemes reach only the truly disadvantaged in the OBC community, not the more economically advanced section (the "creamy layer"). The initial income ceiling was ₹1 lakh and has been revised several times, most recently set at ₹8 lakh in 2017. Refer to the Appendix Part E for details on the type of services related to the Non-Creamy Layer Certificate.

Insights from Service Trends: Aggregate filings nearly quadrupled from 2021 to 2025 (590,817 → 640,944; 2.05 million total), driven by Gram Panchayat (GP). All three variants of the Caste Certificate (Rural, GoG, & GoI) show a compound annual growth rate of 9%. The rural (Gram Panchayat) variant accounts for 46% of the total volume (9,52,004 total; 2,89,469 in 2024–25). It rebounded sharply after a mid-cycle dip. The Central Government variant spiked 152% in 2024–25 (46,082 → 115,956), signaling a recent policy emphasis on central-scheme beneficiaries. Divergent growth rates across variants indicate a need for a single non-creamy-layer credential across all governance levels.

Existing Process & Bottlenecks: Income certificate services in Gujarat are delivered through the Digital Gujarat portal and Jan Seva Kendras (JSKs), with applicants required to specify whether the certificate is intended for state or central use. While both formats share similar documentation and income criteria, they differ in jurisdictional validity. State-issued Non-Creamy Layer (NCL) certificates apply to state-level jobs, education, and welfare schemes. In contrast, central NCL certificates are mandatory for national institutions such as UPSC, IITs, and central universities. Eligibility is determined by income and inclusion in the respective OBC lists, which may differ between state and central governments. The issuance process involves form submission, Talati authentication, JSK verification, data entry, approval by the Mamlatdar, and final delivery. Document requirements fall into three tiers: pre-requisites (Aadhaar, Talati Income Certificate, OBC Caste Certificate), core proofs (Election Card, Ration Card, Form 8-A/8-B, School Leaving Certificates), and optional supplements (PAN Card, ITR/Form 16-A, Tribal Department Certificate, Deputy Mamlatdar Panchanama).

Several bottlenecks hinder efficient service delivery. Format inconsistencies—where different officers sign English and Gujarati versions—lead to duplication and confusion. Caste and surname mismatches, especially for communities like 'Modh Patel' and 'Kalal', result in frequent rejections. Changes in official nomenclature, such as the removal of 'Hindu' from caste names, remain unaddressed in the portal, causing further delays. Manual entry is still required for castes not aligned with central records, increasing error rates and operator burden. The process remains heavily document-dependent, with verification relying on physical records like school leaving certificates and property cards. Integrating ITR databases and digitized Ration Card data could automate income verification and reduce document burden. The portal lacks basic functionality, such as preview and re-open options, forcing citizens to restart applications for minor corrections. Additionally, the absence of a proactive renewal system leads to seasonal surges, particularly during college admissions, straining JSK capacity. A unified bilingual certificate format, automated reminders, and a digitized caste-surname master list would significantly improve service reliability and reduce administrative load.

E. EWS CERTIFICATES

An Economically Weaker Section (EWS) certificate is an official document in India that certifies an individual belonging to the EWS category among the general population. Introduced under the Constitution (103rd Amendment) Act, 2019, the EWS certificate entitles its holder to a 10% reservation in education and government jobs at both central and state levels—an affirmative action policy for the financially disadvantaged outside the traditional SC, ST, and OBC groupings. Refer to the Appendix Part E for details on the type of services related to the EWS Certificate.

Insights from Service Trend: Demand for Economically Weaker Sections certificates climbed steadily—from 112,770 in 2021-22 to 140,872 in 2024-25. The persistence of high rural uptake (78,841 in 2024-25) signals that local access points remain indispensable for vulnerable populations, even as digital channels expand. Total EWS demand climbed 25% (112,770 → 140,872) with the rural (GP) variant consistently over 55% share (289,101 total; 78,841 in 2024–25). The other variant grew 31% year-on-year, indicating growing urban uptake. Sustained growth across both variants highlights the importance of streamlining EWS verification within broader eligibility workflows.

Existing Process & Documents Required: The issuance of Economically Weaker Section (EWS) certificates in Gujarat involves verifying income and asset ownership, making it one of the most complex services offered through Jan Seva Kendras (JSKs). Applicants must submit a layered set of documents, including Aadhaar, Income Certificate, Form 16A/ITR, Ration Card, School Leaving Certificates, and property-related proofs such as 7/12 land records and electricity bills. As discussed in Section 3.2.1, the six—stage workflow is designed to ensure rigorous eligibility checks but remains highly manual and fragmented. A critical technical bottleneck undermines the entire process: successfully generated EWS certificates in English cannot be printed due to unresolved software glitches in the Digital Gujarat portal. The Gujarati version faces similar issues, leaving citizens unable to collect approved certificates. These failures render the service non-functional and must be urgently addressed by NIC and the concerned department to restore basic operability. Verification of eligibility is another major challenge. The current system relies on physical documents to validate income and asset thresholds, increasing the burden on citizens and officials. Unlike best-practice states like Delhi and Andhra Pradesh, Gujarat lacks backend integration with Income Tax databases, rural land records (eDhara/AnyRoR), and urban property tax systems. Automating these checks would reduce manual errors, accelerate approvals, and minimize document requirements.

The absence of a standardized, bilingual certificate format leads to confusion and redundant applications. A unified format—valid across State and Central institutions—would streamline approvals and reduce administrative duplication. Similarly, the application form should be redesigned to capture all necessary data in one go, regardless of end-use. Finally, the lack of a proactive renewal system creates seasonal surges, especially during academic admission cycles. Since EWS certificates are valid for only one financial year, the portal should offer a simplified renewal module with pre-filled data and automated SMS/email reminders. This would ease citizen effort, reduce Jan Seva Kendra congestion, and ensure timely access to entitlements.

F. SEBC CERTIFICATES

The Socially and Economically Backward Class (SEBC) certificate in India is an official document certifying that an individual belongs to a community recognized as socially and economically disadvantaged. SEBCs are classified based on historical social exclusion and present-day economic hardship. This certification enables eligible citizens to access government benefits such as reservations in educational institutions and government jobs, scholarships, fee waivers, and various welfare schemes—measures designed to promote social justice and reduce inherited inequalities. Refer to the Appendix Part E for details on the type of services related to the SEBC Certificate.

Insights from Service Trend: SEBC Applications increased from 457,334 in 2021–22 to 588,985 in 2024–25, a 29% percent rise. The Gram Panchayat variant dominates at 74% share (1.41 million total; 438;460 in 2024–25) and grew 32% since last year. Non-Gram filings also rose from 127,203 in 2021-22 to 150,525 in 2024-45 - a steady ~18% - reflecting parallel demand at block and district counters. Category momentum suggests that a unified SEBC certificate with cross-level acceptance would greatly benefit service delivery.

Existing Process & Documents Required: The issuance of Socially and Educationally Backward Class (SEBC) certificates in Gujarat is governed by central and state regulations, based on frameworks established by national commissions such as Kalelkar and Mandal. Gujarat maintains an official list of SEBCs eligible for reservation and welfare schemes in the state. Citizens can apply through the Digital Gujarat portal or at Jan Seva Kendras (JSKs). The process requires a layered set of documents—identity proofs, income certificates, caste records, and land/residence documents—before the application is authenticated by the Talati and approved by the Mamlatdar. Despite this structured workflow, service delivery remains cumbersome. Multiple handoffs between clerks, operators, Talatis, and Mamlatdars create delays and increase the risk of errors. The absence of backend integration with caste databases, land records, and income tax systems forces applicants to repeatedly submit physical proofs, making the process document-heavy and time-

consuming. Unlike Karnataka's model, which leverages Aadhaar and Ration Card data to pre-fill family details, Gujarat has yet to use verified family records to simplify repeat applications, resulting in redundancy for households applying multiple times. Nomenclature inconsistencies compound verification challenges. Variations in caste names and surnames often lead to mismatches in the portal, while outdated entries that no longer align with central records still appear in the system. This creates confusion for operators and frequent rejections for applicants. The lack of a standardized, bilingual certificate format further adds to citizen frustration, as acceptance criteria differ across institutions.

Security and authenticity also remain weak points. Maharashtra's blockchain-based pilot in Gadchiroli demonstrates how tamper-proof, QR-coded caste certificates can prevent fraud and enable instant verification. Gujarat's reliance on paper-based attestations leaves the system vulnerable to duplication and forgery. Introducing secure digital issuance, DigiLocker integration, and automated renewal reminders would reduce administrative burden and strengthen citizen trust in the integrity of SEBC certification.

3.2.3 AFFIDAVIT

An affidavit is a written statement made under oath, affirming that the information provided is true to the best of the declarant's knowledge and belief. It is a legally binding document that must be signed by the person making the declaration (the deponent) and notarized or affirmed before an authorized official, such as a notary public or magistrate. Affidavits are commonly used for various legal and administrative purposes, including attestation of identity, declaration of loss of documents, proof of income, or supporting applications like caste certificates or income certificates. Refer to the Appendix Part E for details on the type of Affidavits.

Insights from Service Trend: With 3.38 million filings over four years, the affidavit category ranks fourth in the top-20 volume. About 845,120 affidavits are filed annually, with "Other Ready Affidavit" comprising ~75% of all filings. While caste- and income-specific affidavits trended sharply downward. Affidavits related to Widow Assistance also plunged by ~90%. Hence, the concentration on generic declarations reveals widespread reliance on a single form type to satisfy diverse service requirements. It indicates the potential for embedding standardized statements directly within primary application workflows.

Existing Process & Documents Required: Affidavits remain a foundational requirement across many services in Gujarat—caste, income, and Non-Creamy Layer certificates. A typical affidavit records the deponent's details, facts, declaration, date/place, and signatures, printed on non-judicial stamp paper (₹10–₹100) and notarized before an authorized officer. Despite their ubiquity, affidavits are a major pain point: citizens must procure stamp paper, locate a notary, and appear in person, adding cost and friction to routine applications. Gujarat's lack of e-stamping forces reliance on physical vendors, raising risks of counterfeit papers and complicating revenue tracking. Other states use SHCIL-managed e-stamps and digital affidavit platforms (e.g., Delhi's e-SLA with Aadhaar authentication). However, Gujarat still mandates paper affidavits even where digital self-declarations are legally valid.

This insistence contradicts DARPG reforms promoting self-attestation, undermining citizen trust. Service delivery is further hampered by the absence of standardized templates—a large share of cases falls under "Other Ready Affidavit," reflecting inconsistent formats. The process remains fully manual: applicants appear before a Deputy Mamlatdar, notary advocates must physically attest or mail license proofs, and final affidavits are issued only on paper. With no DigiLocker integration, QR-based verification, or digital trail. Reforming affidavit services is critical to improving efficiency across all certificate-based applications. Gujarat must integrate e-stamping, replace affidavits with Aadhaar-authenticated self-declarations where possible, introduce standardized digital templates, digitize the signing process using Aadhaar e-Sign, and enable secure digital issuance with QR-based verification. These changes would reduce citizen burden, improve legal consistency, and build trust in the system.

3.2.4 AADHAAR AND LAND RECORDS: ENABLERS OF EFFICIENT SERVICE DELIVERY

While not directly under the scope of Jan Seva Kendras, Aadhaar and land record services are foundational to citizen-facing delivery. Most citizen services—especially caste, income, and SEBC certificates—depend on accurate Aadhaar data and timely access to land records. Their reform is essential to improving efficiency and clarity at Jan Seva Kendras.

Aadhaar Services:

- Providing Aadhaar kits at village-level VCEs would reduce the travel burden for elderly, bedridden, and disabled citizens who need updates.
- Banks, post offices, and ICDS centers already host Aadhaar kits, but lack awareness campaigns and usage tracking.
- Fingerprint issues for children under eight and strict rejection limits (25 per kit) hinder service continuity.

Land Record Services:

- High Demand, Low Throughput: JSKs face a daily demand of 300–400 land record copies, but Web-Bhulekh restricts retrieval to 10 at a time.
- Fragmented Systems: Lack of integration between Garvi, eDhara, and m-eDhara creates redundant workflows and verification delays.
- Access to Historical Records: Citizens applying for ST certificates struggle to obtain pre-1950 land records, which remain undigitized.

3.3. PER PERSON PER DOCUMENT TIME

"Time-Work Study per Document per Person," delivers granular insights into processing durations at each stage of a document's lifecycle—from initial submission through final approval—thereby pinpointing sources of delay and inefficiency. This empirical evidence justifies workflow streamlining, the elimination of redundant handoffs, and enhanced digital integration. In doing so, this section functions as an operational blueprint, translating measured inefficiencies into actionable interventions that ensure the "one-day service" promise is realized. Understanding the **per-document processing time** is crucial for dissecting the operational efficiency of Jan Seva Kendras and identifying precise areas for intervention. This granular analysis provides a quantitative lens through which to view the current workflow, highlighting bottlenecks that impede the delivery of timely services.

The aspiration of "1-day services" at Jan Seva Kendras is significantly undermined by a workflow riddled with inefficiencies and manual dependencies. The application journey, beginning with the citizen's 15-20 minutes for form preparation, immediately encounters a significant bottleneck at the Talati's Panchnama stage, which can unpredictably extend from 30 minutes to a staggering 4 hours based on availability. This external dependency introduces substantial, unmanageable delays right at the outset, compromising the very premise of rapid service delivery. Even within the JSK, after initial operator verification (5-10 minutes) and Digital Gujarat data entry (5-6 minutes), the process reverts to manual steps. Challan generation, physical recording, and bank submission consume another 5-10 minutes. Subsequent physical verifications by the Deputy Mamlatdar (10-12 minutes) and final signature by the Mamlatdar (10-15 minutes) further prolong the cycle. While the minimum internal processing time is 53-78 minutes, the cumulative effect of fragmented handoffs, inconsistent digitization, and reliance on manual documentation, coupled with the variable Talati availability, often stretches total processing times past 4-5 hours, rendering the "1-day service" concept aspirational rather than operational.

This granular analysis reveals that the current delays are not minor glitches but systemic flaws rooted in physical workflows, the absence of parallel processing, and the lack of automation at key checkpoints. Effective Government Process Re-engineering (GPR) is therefore paramount. It necessitates moving beyond incremental fixes to structural reforms, including digital signature pipelines, auto-verification modules, parallel processing of application inputs, and automated challan integration. Such comprehensive re-engineering is crucial for achieving actual service acceleration, enhancing integrity, and ultimately delivering on the promise of efficient citizen-centric services.

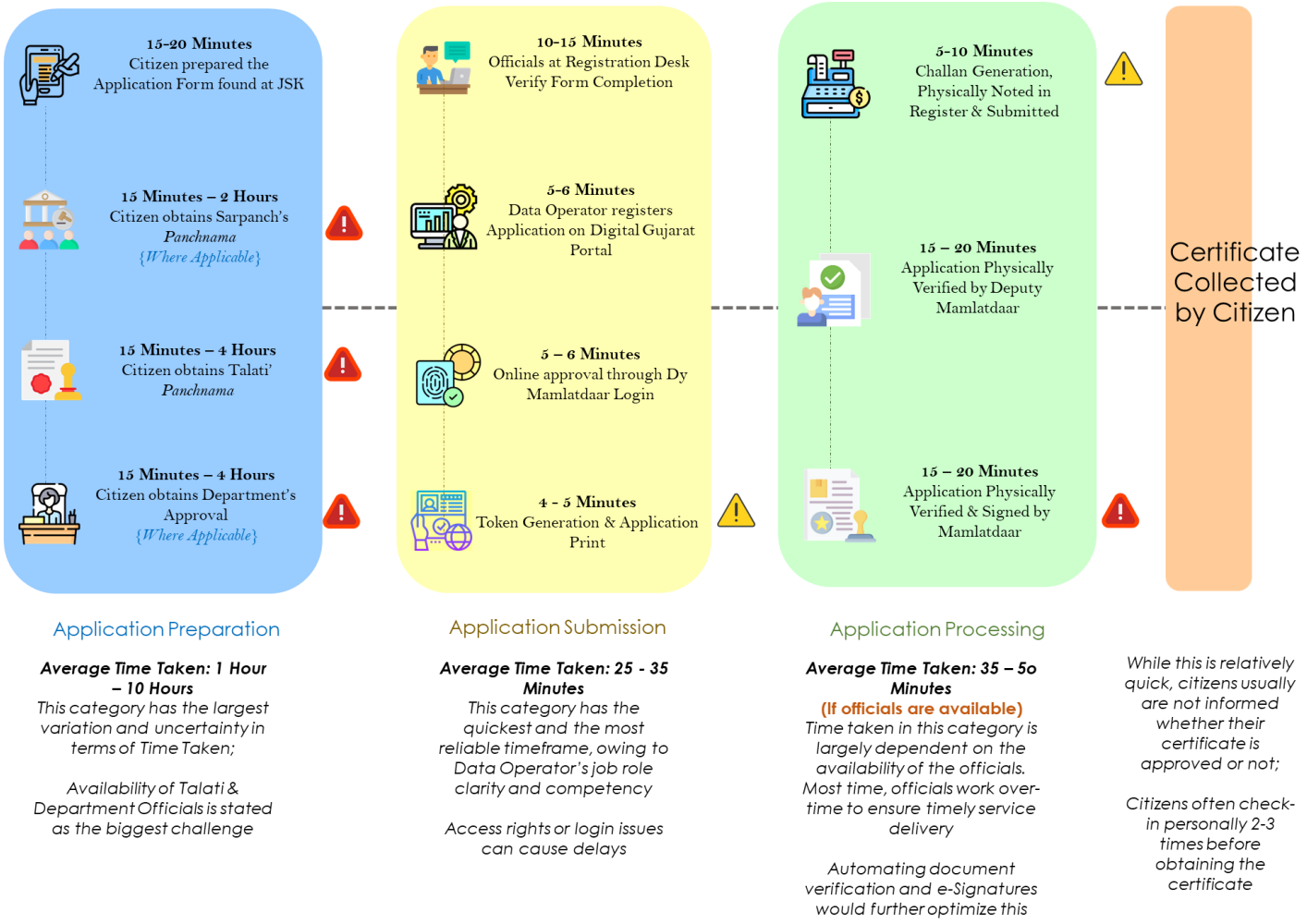


Figure 22: Per-Document Time-Study Analysis

Source: Primary Data Collection through multiple field-visits in July & August, 2025

3.4 SCOPE FOR OVERALL PROCESS RE-ENGINEERING

The scope for process re-engineering has been broadly divided into digital, procedural, and access pain points to ensure a holistic approach. Digital and Procedural pain points focus on addressing internal operational challenges, streamlining tasks, and empowering frontline staff, improving their productivity and job satisfaction. Concurrently, Access-related pain points aim to enhance the citizen experience by making services more accessible, transparent, and timely. This dual focus recognizes that internal operational health directly impacts external service quality, fostering a symbiotic relationship crucial for sustainable governance improvements.

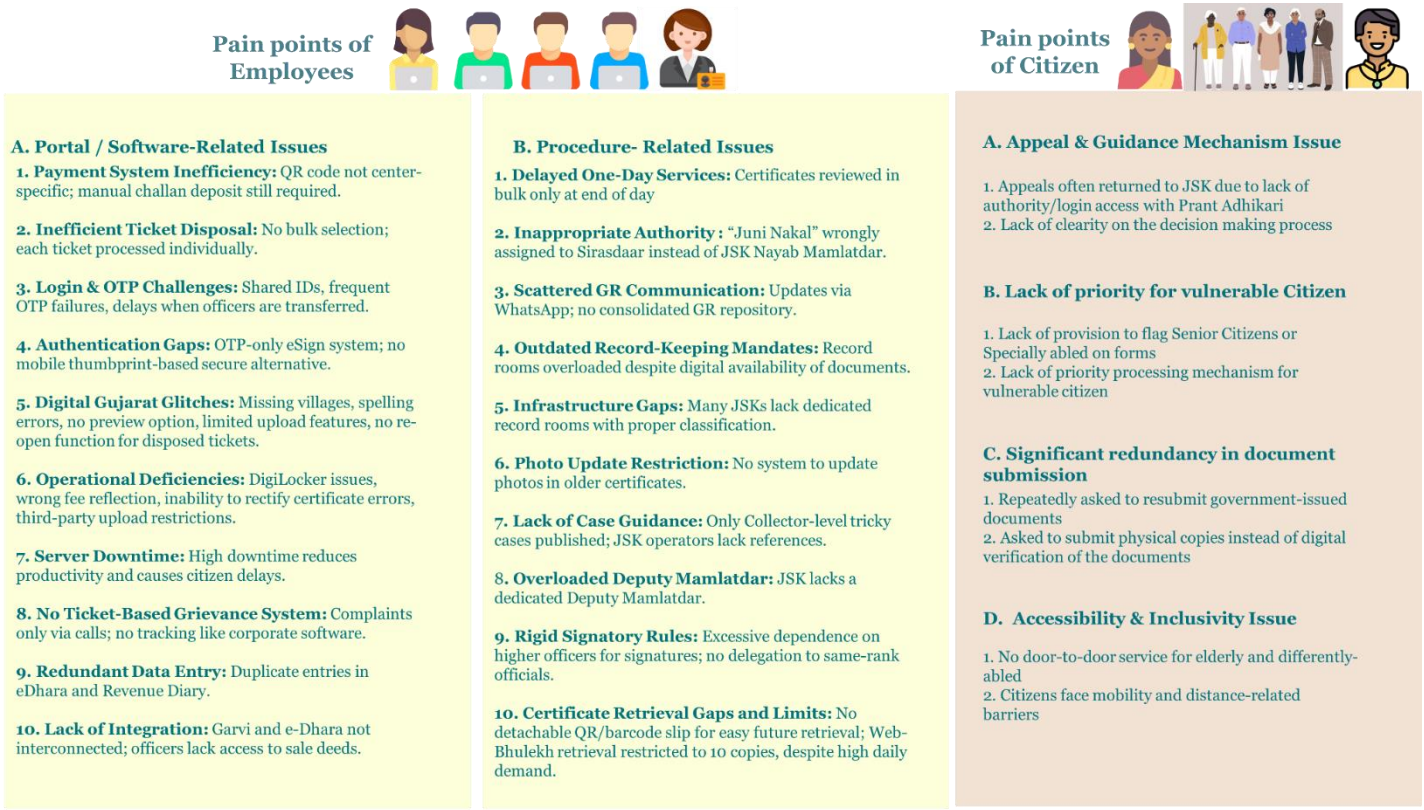


Figure 23: Pain-points Summary

3.4.1 DIGITAL PAIN POINTS

Lack of QR-Based Payment: Payments at Jan Seva Kendras should be streamlined by introducing a dedicated QR code created explicitly for each center—not linked to an individual or a generic code. All transactions should be made through this QR code only. Currently, the system requires the officer to visit the bank to deposit the amount using a challan, which is time-consuming.

Inefficient Ticket Disposal: Since 2021, the inability to select and dispose of multiple tickets simultaneously has forced operators to process each ticket individually, significantly increasing processing time.

Login and OTP Issues:

- **Excess OTP friction:** OTP required for every entry by staff and citizens causes delays.

- **Shared ID problem:** Deputy Mamlatdar login (single) shared across operators triggers repeated OTP errors and overload.
- **Transfer lag:** OTPs keep going to transferred officers due to unchanged credentials, and stalling workflows.

Mobile-Based Thumbprint Authentication in e-Sign Systems: The current e-Sign system is entirely OTP-dependent, despite the widespread availability of biometric authentication on smartphones. This reliance on OTPs slows down document review and signing, and creates unnecessary dependence on mobile numbers that may not always be accessible. Additionally, there are challenges with e-Sign for all stakeholders; hence remote e-sign for all approving officers should be enabled, especially during transfers/leave to ensure continuity.

Digital Gujarat Portal Glitches:

- The Digital Gujarat Verification Tool often fails to identify certificates issued from 2020 onwards, indicating technical glitches.
- A preview option is missing on the Digital Gujarat portal, which only shows the application number and issue date. This absence leads to verification issues, especially concerning spellings, requiring manual checks, the generation of multiple files, and slowing down delivery time.
- Several villages are not listed on the Digital Gujarat portal, hindering service provision for residents of those areas. They are also issued spelling mistakes for the village names. The English Name of the village is misspelled, leading to confusion among all the stakeholders.
- There is no provision to retrieve older versions of caste certificates and other documents that are frequently reissued over time.
- A "re-open application" option is needed for disposed tickets to allow for corrections in case of errors, preventing the need to re-generate entire applications.
- The digital platform lacks sufficient PDF/document upload options, necessitating in-person visits from citizens to submit and approve documents.
- The portal does not allow third parties (e.g., family members) to upload a citizen's photo when applying on their behalf, making online verification by the Mamlatdar impossible and requiring in-person verification.

Technical and Operational Deficiencies:

- DigiLocker integration is problematic, particularly when obtaining family details.
- The portal does not accurately reflect varying fees for different service delivery options (e.g., in-person vs. postal), leading to citizens consistently paying only the lowest fee.
- There is no mechanism to rectify errors on already issued certificates, as the barcode/serial number cannot be modified.
- Document upload is only available for citizen login; therefore, JSK has to collect physical documents.
- QR Code/ unique ID (we can't track repeated applications)
- Online payment/ UPI code for JSK is vital

Process Streamlining and Automation Needs: The Digital Gujarat Portal should display a standardized certificate format for verification requests from government job offices, ensuring consistency.

Server Capacity needs to be increased: High server downtime forces citizens to wait longer and reduces operator productivity, with Village Computer Entrepreneurs also facing notional income loss. Network glitches burden both staff and citizens. Complaints are handled informally through phone calls to NIC, as the system lacks a built-in grievance mechanism or ticketing feature to log, track, and resolve issues—unlike standard corporate software.

Eliminating Redundant Data Entry in e-Dhara and Revenue Diary: In the current workflow, Mamlatdars and Circle Officers visiting government land must record latitude–longitude coordinates and photographs in the **M-e-Dhara** system as proof of survey. The same data must be re-entered in the **revenue diary** as separate evidence, creating unnecessary duplication. Since M-e-Dhara already captures geo-tagged photos and coordinates, this should be proof of site visits. Integrating M-e-Dhara with the revenue diary to auto-sync entries would remove redundant data entry, streamline verification, and save significant time and effort for field officers without compromising evidentiary requirements.

Explore Integration Between Garvi and e-Dhara Applications: Integration of the Garvi software and the e-Dhara application needs to be done. The officer has to be given access to view the sale deed, including the mobile numbers and addresses of the buyer and seller. Access to the registered sale deed is essential for verifying the correctness of the document. This access is required from the backend. It must be explored further and examined in detail to understand why this access is necessary.

3.4.2 PROCEDURE-RELATED PAIN POINTS

Almost all one-day services are delivered the following day, as the Mamlatdar or Deputy Mamlatdar typically reviews and signs the certificates in bulk at the end of the day.

- The right to provide copies of old records (Juni nakal) is inappropriately given to the Sirasdaar of the Pranth Office, who does not handle these matters. This authority should be transferred to the Nayab Mamlatdar (JSK) for improved service delivery.
- School Leaving Certificates (LCs) are often challenging documents for citizens to provide.

Though the latest changes in GRs are communicated to the officials via WhatsApp, a consolidated list of GRs and amendments is not available at a single place.

Updating Record Keeping Mandate: The City Mamlatdar Officers highlighted growing challenges in record-keeping. Lifelong storage mandates fill record rooms with piles of papers, even though most documents are already retrievable online with barcodes, QR codes, and unique IDs. This raises the need to rationalize which records require physical storage and update outdated mandates in line with digitized systems like eDhara, which allow universal online access. Many documents are digitally generated and may not require an officer's signature—similar to banking documents marked as electronically issued. Yet, citizens must still visit centers for printing and attestation, adding unnecessary burden. Meanwhile, Jan Seva Kendras often lack dedicated record rooms, forcing them to share space with other departments. Officers stressed the importance of a separate, well-organized storage facility, structured and labeled by service category, to ensure efficient retrieval and management.

Redundancy in the service delivery process: There was a separate service-wise register to record certificates issued. This was done for quick referencing. The certificate number generated by the system does not account for the type of certificate generated locally. In an instance where seven certificates are generated, the system-generated certificate number and manual entry look something like:

System Generated		Manual Entry	
Certificate Number	Type of certificate	Local Register	Certificate Number
XXXX123	Income certificate	Income certificate	XXXX123/**01**
XXXX124	ST Certificate	ST Certificate	XXXX124/**01**
XXXX125	Income Certificate	Income Certificate	XXXX125/**02**
XXXX126	SC Certificate	SC Certificate	XXXX126/**01**
XXXX127	ST Certificate	ST Certificate	XXXX127/**02**
XXXX128	Income Certificate	Income Certificate	XXXX128/**03**
XXXX129	SC Certificate	SC Certificate	XXXX129/**02**

Every certificate or service request (SR) number is recorded manually at the end of the day, making the process tedious and time-consuming. This can be automated by integrating a reporting feature into the existing software, which is linked to the Digital Gujarat portal. It would auto-generate daily entry reports, saving valuable time for data operators and approving authorities, while improving overall efficiency.

Regarding Certificate Retrieval: Give the applicant a copy of the acknowledgement slip containing: Print QR-code/Barcode/Certificate number for future retrieval. Print a detachable slip (containing the QR-code/Barcode/Certificate number) along with the certificate. The slip can be given to the applicant for future reference. Link the certificates generated with Universal ID (Adhaar, Voter ID, Ration Card, etc). For efficient record keeping, the certificate number should contain numerals encoded for location, date, and service specificity. For example,

20250722XXXXX[YYYY] [ZZZZ]

Date Location Service

3.4.3 ACCESS-RELATED PAIN-POINTS

Appeal and Guidance Mechanisms: When citizens appeal services JSK provides to the Prant Office, the Prant Adhikari hears the appeal but lacks the login ID or implementation power to execute decisions. The Prant Adhikari should either decide to repeal or accept the Mamlatdaar's decision, rather than transferring the appeal back to JSK.

Senior Citizens and Divyang Citizens Services: Each form should have a check box at the top to notify whether the applicant is a Senior Citizen or a Divyang. Priority processing can be provided for these citizens.

Redundant Document Submission: Government departments should not require citizens to repeatedly submit documents already issued by the government itself, which exist in digital form. Instead of asking citizens to produce physical copies as proof, verification should be done using the QR code or unique identification number associated with each document. The data should be retrieved directly from the government's digital repositories, ensuring a seamless, efficient, and citizen-friendly process.

Need for Door-to-Door Services: For elderly and differently-abled citizens, VCEs should be authorized to apply via a mobile application, enabling door-to-door service provision and eliminating the need for travel. This provision is crucial for enhancing accessibility and inclusivity within public services. Enabling door-to-door service via mobile application for vulnerable populations directly addresses critical barriers to access, such as mobility constraints and geographical distances, thereby fostering equitable service delivery.

3.5 RE-ENGINEERED PROCESS & PROPOSED GRS

3.5.1. DIGITAL SOLUTIONS FOR ENHANCED USER EXPERIENCE & EFFICIENCY

As Gujarat envisions the next phase of its digital transformation, "Digital Gujarat 2.0," the goal must transcend simply digitizing existing services. The new paradigm should focus on creating a truly integrated, proactive, and citizen-centric governance platform. Best practices from global digital leaders show that this requires a fundamental shift in strategy, moving from a fragmented service portal to a unified ecosystem. The following best practices provide a strategic roadmap for this evolution.

A. UNIFIED DIGITAL IDENTITY AND THE "TELL US ONCE" PRINCIPLE

Modern digital governance rests on a single, secure digital identity that enables citizens to interact seamlessly with all government agencies under the "Tell Us Once" principle, eliminating multiple logins and repeated data submission. A leading example is Singapore's SingPass, adopted by 97% of residents over 15 years, which supports 350 million transactions annually across more than 2,000 government and private services. Integrated with MyInfo, it allows residents to manage personal data and consent for its use, with forms pre-filled automatically—cutting application time and removing the need to resubmit documents like birth certificates or proof of address. This model directly addresses Gujarat's recurring pain point of redundant documentation. In India, the "MeriPehchaan" National Single Sign-On (NSSO) platform is moving in the same direction, offering a unified authentication gateway for all government portals. These examples highlight how digital identity systems can streamline governance, reduce citizen burden, and strengthen trust in service delivery.

B. PROACTIVE AND LIFE EVENT-BASED SERVICE DELIVERY

The most advanced digital governments are shifting from a reactive model (where citizens must apply for services) to a proactive one. The system anticipates citizen needs based on life events and bundles services accordingly, creating a "No-Stop Shop" experience.

Example: Service NSW (Australia) and Estonia Service NSW has redesigned its services around common life events. For the "New Baby" event, the platform bundles birth registration, Medicare enrollment, and applications for government benefits into a single, intuitive interaction. This citizen-centric approach has earned it a customer satisfaction score of over 97%. Similarly, Estonia's digital government automatically assigns health insurance and child benefits upon birth registration, without requiring parents to file any applications. For Gujarat, this would mean the system could, for example, proactively prompt a student who has just passed their 12th-grade exams to apply for relevant scholarships and automatically verify their eligibility for an income certificate.

CHRONOLOGY OF DOCUMENTS AND DOCUMENTS AS PER CITIZEN LIFE CYCLE

To effectively design and deliver citizen services, it is essential to understand the core needs of individuals throughout their lifetime—particularly the certificates and documents they are required to obtain. This involves mapping the life cycle of each key document, including its preceding and succeeding documents, and identifying the most relevant department responsible for its issuance. To illustrate the significance of this exercise, the team reviewed documents required for Top 20 services, which can be clubbed under seven service categories - Ration Card, Income Certificate, Caste Certificate, SEBC Certificate, EWS Certificate, Non-creamy Layer Certificate, and Affidavits. The team found that applicants may need to assemble up to 55 distinct document types across these seven service categories, creating a formidable barrier that complicates access, heightens the risk of incomplete submissions, and strains JSK resources. A

detailed breakdown of 'pre-requisite' and 'required' documents is presented below, showcasing the 'most essential' documents for these seven service categories.

Figure24 presents a horizontal bar chart that maps fourteen document types against seven Jan Seva Kendra (JSK) service categories. The chart distinguishes between strictly mandatory requirements (no alternatives permitted) and conditionally mandatory cases (alternative documents allowed) for each document. The length of each bar corresponds to the number of service streams in which the document is required. Some key insights are:

- The Aadhaar Card is the most universally mandated document, designated as non-waivable in five service categories and conditionally acceptable in one.
- Ration Cards and applicants' own School Leaving Certificates each function as non-waivable proofs in four categories and as conditionally acceptable in one, highlighting their central role in socio-economic verification.
- Land-revenue instruments (Talati Panchanama, 8-A Form/Certificate, 7/12 Form/Certificate) and familial credentials (pre-1987 School Leaving Certificates, caste certificates) appear across three to five categories, reflecting their importance for lineage, property, and historical eligibility checks.
- Specialized proofs—such as Electricity Bills, Form 16-A/ITR, Election Cards, affidavits, and Sarpanch Panchanama—feature in only one or two service categories, indicating their application to niche or case-specific processes.
- Citizens seeking to access all seven service categories may be required to compile up to fifty-five distinct document types, thereby imposing substantial barriers to timely and complete submissions.

When viewed chronologically, the document workflow typically unfolds as follows:

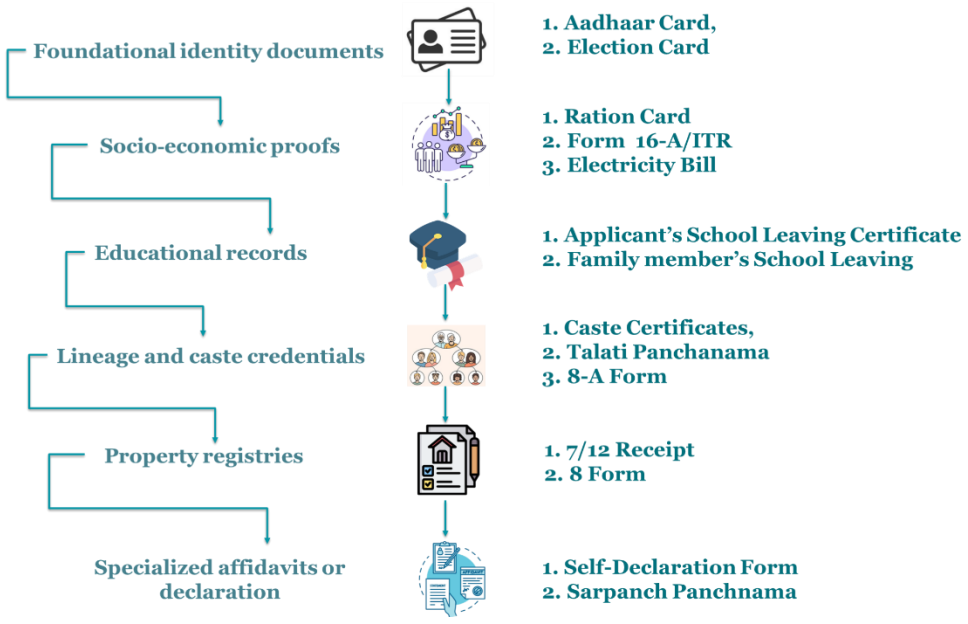


Figure 24: Current Sequential Document Workflow

This sequential dependency extends processing timelines and forces citizens to navigate multiple offices and credential sources before completing a single service request. *The count-wise priority of documents is detailed in the Appendix* Part G.

C. "GOVERNMENT AS A PLATFORM" (GAAP) MODEL

The Government as a Platform (GaaP) model builds a core set of shared digital components—such as payments, notifications, and identity verification—that all departments can use, avoiding duplication and ensuring consistency, lower costs, and stronger security. A leading example is the UK's GOV.UK Digital Service, which created GOV.UK Pay for standardized payments and GOV.UK Notify for centralized communication. Since launch, Notify has sent over 7 billion messages, saving departments millions of pounds and eliminating the need to build separate systems. These shared tools demonstrate how common infrastructure can streamline service delivery at scale. Adopting a GaaP approach would directly address recurring portal glitches and inter-departmental inconsistencies highlighted in this report for Gujarat. The state can deliver faster, more reliable, and citizen-friendly services by leveraging shared digital building blocks.

D. A CENTRALIZED GOVERNMENT API EXCHANGE (APIX)

The technical backbone that enables a "Tell Us Once" system and seamless inter-departmental collaboration is a centralized Application Programming Interface (API) Exchange. This is a secure, managed gateway where government departments can publish and subscribe to each other's data streams. *Example: Singapore's APEX and India's API Setu:* Singapore's API Exchange (APEX) is a mature platform that handles over 100 million API calls monthly, enabling secure data sharing across more than 30 agencies.

This allows a service application in one department to instantly verify data held by another. India's API Setu platform serves a similar purpose, providing a common repository of APIs for developers and government agencies to build integrated services. For Gujarat, a robust APIX would be the key to solving issues like the need for a Mamlatdar to see land registration data or for the Social Justice department to verify income information from the revenue department in real-time.

Based on analysis of the Top 20 Services and review of best practices, the GARC recommends the following digital solutions.

RECOMMENDATION 5.1: ONE STATE - ONE PORTAL

Based on the principle of "One State-One Portal", the government may integrate all citizen services into a single front-end interface for citizens. This includes all service platforms used in urban and rural areas, along with portals of various departments (like i-ORA, i-Khedut, OJAS, IFP, GARVI, e-GujCop, PDS, GUVNL, Gram Suvidha, e-Dhara, e-Nagar, e-olakh, Service+, e-parvana). These separate portals and databases must be migrated to the Digital Gujarat 2.0 portal. Hence, all citizen services (certificates, NOCs, permits, etc.) to be applied and delivered through a single portal only.

The government may appoint a specialized, full-time team to oversee the design, development, and enhancement of the Digital Gujarat 2.0 platform.

RECOMMENDATION 5.2: SINGLE SIGN-ON (SSO) FOR CITIZEN SERVICES

Based on the 'Tell-Us-Once' Principle, the government may:

a. Encourage DigiLocker adoption and enable every application to allow document submission through DigiLocker, eliminating the recurring need to upload documents and verify them
b. Ensure - under the "One Citizen - Once Entry" principle- that data filled by the citizens through the Digital Gujarat portal can be retrieved for multiple applications using a unique ID, such as the Aadhar Number
c. Empower departments to use the API Exchange technology (inspired by API Setu) for document verification (i-ORA, PDS, driving license, birth certificate, death certificate, 10th & 12th marksheets)
d. Create a data lake (or use the existing architecture of the State Data Centre) for all the departments to seamlessly share their data, and eliminate the need for physical copies of documents

RECOMMENDATION 5.3: PROACTIVE, CITIZEN-CENTRIC SERVICE DELIVERY

To evolve from a reactive, application-driven approach to a proactive, citizen-centric system, the government may:

a. Leverage Digital Gujarat profiles to generate predictive prompts—alerting citizens about eligibility for social welfare schemes, or nudging students to apply for scholarships before deadlines.
b. Bundle services around life events such as marriage, childbirth, or death, so that registering a single event automatically triggers related entitlements (e.g., widow certificate, pension, or child-related benefits) without requiring multiple applications.
c. Enable sequential document workflows, which the system recognizes when citizens apply for linked documents. For example, if an applicant secures Income and Caste certificates, the platform should automatically suggest applying for SEBC or Non-Creamy Layer certificates, depending on eligibility.
d. Adopt a "unified access" model where citizens are guided seamlessly across services, reducing duplication, delays, and missed entitlements.

3.5.2 PROCESS SIMPLIFICATION RECOMMENDATIONS

Service-specific recommendations include:

RATION CARD:

Ration cards can evolve into smart, multipurpose welfare instruments when they are fully digitized, connected with unique identity systems such as Aadhaar, applied for eligibility mapping across different government departments, and designed with interoperability at their core. Recognizing this potential, the Gujarat Administrative Reforms Commission (GARC) recommends that the government introduce essential changes to make ration card services simpler, faster, and more citizen-friendly.

People are required to fill out different forms for each service—whether it is applying for a new ration card, adding or removing a family member, correcting details, or requesting a duplicate. This often results in extra paperwork, repeated visits, and unnecessary delays. To address this, the GARC recommends that the government create a single, combined application form that covers all ration card–related services. Citizens could then use this form through the Digital Gujarat Portal, making the entire process more convenient and transparent. With this change, citizens would no longer need to visit multiple offices or manage various forms. Instead, they could complete their applications online or at their nearest service center, saving time and money. The GARC further recommends that officials at every level—from the Director of Food and Civil Supplies to District Supply Officers—be tasked with ensuring smooth implementation of the new system, so that services are delivered consistently across the state.

INCOME CERTIFICATE

At present, citizens often face multiple forms, repeated visits, and delays in getting their certificates. To address this, the GARC suggests introducing a single, standardized application form that can be used for all income certificate requests. This form would be available online and at local service centers such as Jan Seva Kendras in cities and e-Gram Panchayats in villages, ensuring that people across Gujarat can access the service easily.

The certificates would be issued in Gujarati and English, digitally signed, and equipped with a QR code for quick verification. Citizens would also have the option to request certificates showing only their income, their income combined with their parents, or the total family income—making the document more useful for different schemes and requirements. To ensure accessibility, the GARC recommends that Talati-cum-Mantris in rural areas and Deputy Mamlatdars in urban areas be authorized to issue certificates, with a clear appeals process if an application is refused. The government may also partner with the Central Board of Direct Taxes (CBDT) to access the IT Department's PAN card and income tax data, enabling accurate verification of an individual's income. To maintain trust and accountability, the reforms also propose regular verification of a small sample of certificates by senior officers, while keeping the process smooth for citizens. Each certificate would remain valid for three financial years, with citizens responsible for updating their details if their income changes. In case of false declarations, benefits would be withdrawn, and legal action would be taken. Importantly, all government departments would be directed to accept the standardized certificate without demanding extra signatures or stamps, reducing unnecessary hurdles.

CASTE CERTIFICATES:

Caste certificates are among the most important documents for citizens, as they form the foundation for accessing reservation benefits in education, employment, and welfare schemes. Caste certificates also serve as the basis for other certificates, such as SEBC and Non-Creamy Layer. Until now, citizens often faced lengthy procedures, repeated visits, and the burden of producing multiple forms of evidence.

The GARC recommends introducing a single, standardized application form for all caste certificate requests, supported by essential documents only. For SC and ST applicants, proof of residence in Gujarat prior to 6 September 1950, along with school records or service records of parents or grandparents, would be sufficient. For SEBC applicants, caste proof through school-leaving certificates and family records would be required. In all cases, Aadhaar-linked unique IDs would be generated so that officers can verify past issuances and prevent duplication or misuse. With the process fully digitized, applications would be accepted through Jan Seva Kendras in urban areas and e-Gram Panchayats in rural areas. Certificates would be issued in Gujarati and English, digitally signed, and embedded with a QR code for instant verification. Applicants would also receive updates through SMS, and certificates could be delivered in PDF format directly to their registered mobile number, reducing the need for physical visits. Please refer to the proposed GRs in the Annexure for details.

To ensure accessibility, competent authorities such as Collectors, Deputy Collectors, District Development Officers, Mamlatdars, and Taluka Development Officers would continue to be empowered to issue caste certificates. At the same time, the reforms emphasize strict vigilance: if false information is provided, certificates would be cancelled immediately, benefits withdrawn, and legal action taken against both applicants and any officials found negligent. A modest service fee would sustain the system, with clear distribution between the service center, the VCE, and the Gram Panchayat, strengthening local governance. Through these reforms, the GARC envisions caste certificate services that are faster, more transparent, and citizen-friendly, while also protecting the integrity of the system.

NON-CREAMY LAYER CERTIFICATE:

At present, applicants often face lengthy procedures, multiple forms, and repeated visits to offices. To address this, the GARC suggests introducing a single, standardized application form supported by self-declaration and linked to income details, which would be accepted across the state. Under the proposed reforms, citizens could apply for NCL certificates through local service centers such as Jan Seva Kendras in urban areas and e-Gram Panchayats in rural areas, as well as through digital platforms. Certificates would be issued in Gujarati and English, digitally signed, and embedded with a QR code for instant verification. This would reduce the need for physical copies and ensure that the certificate can be used seamlessly across departments. The process would also integrate income certificate data, ensuring eligibility is determined fairly and consistently. To make the system more citizen-friendly, the GARC recommends that competent authorities at the local level be empowered to issue certificates, with a clear appeals process in place if an application is rejected. Regular verification of a small sample of certificates by senior officers would help maintain accountability without creating unnecessary hurdles for applicants. The certificate's validity would be clearly defined, and citizens would be responsible for updating their details if their circumstances change.

EWS CERTIFICATES:

The proposed reform transitions the Economically Weaker Section (EWS) certificate application process to a fully digital workflow to enhance efficiency, transparency, and accessibility. Applications will be initiated at the Village Computer Entrepreneur (VCE) level, where data and supporting documents will be digitized and uploaded using Aadhaar-based authentication. Submissions will be transmitted online to the Deputy Mamlatdar at the Jan Seva Kendra (JSK) and subsequently to the Mamlatdar for final decision-making. Applicants will receive real-time updates, with the decision and process status communicated via SMS and downloadable PDF, ensuring end-to-end visibility and reducing the need for physical visits.

SEBC CERTIFICATE:

SEBC (Socially and Educationally Backward Class) certificates are critical for accessing reservations in education, jobs, and welfare schemes. First introduced in 1978 after the Bakshi Commission, their demand has grown as caste lists expanded—bringing duplication challenges, outdated requirements, and misuse through false claims.

The GARC recommends a single, streamlined application form, dropping obsolete fields like wealth tax details. Applicants would provide only essential evidence—proof of caste, residence, and age—supported by self-declaration. Applications through Jan Seva Kendras (urban) and e-Gram Panchayats (rural) would be fully digitized, Aadhaar-linked for unique IDs, and verified against past issuances to curb misuse. Certificates with digital signatures, QR codes, SMS updates, and PDF delivery to registered mobiles would be issued online. Issuing powers would remain with Collectors, Deputy Collectors, DDOs, Mamlatdars, and TDOs, ensuring accessibility. At the same time, strict accountability is built in: false claims would trigger immediate cancellation, withdrawal of benefits, and legal action against applicants and negligent officials. A modest service fee, shared between service centers, VCEs, and Gram Panchayats, would sustain operations and strengthen local governance. Overall, the reforms aim to make SEBC certification faster, transparent, and citizen-friendly while safeguarding integrity through digitization, reduced paperwork, and consistent acceptance across institutions.

Based on the analysis of the Top 20 services and best practices (Refer to Appendix Part F), the GARC recommends the following process simplification recommendation for all services.

RECOMMENDATION 5.4: PROCESS SIMPLIFICATION – END-TO-END DIGITAL WORKFLOWS

For process simplification of citizen services and ease-of-governance, the government may:

a. Design end-to-end digital workflows for major citizen services, enabling real-time synchronization of applications, approvals, and status updates
b. Integrate end-to-end Digital Signatures for all relevant stakeholders in the process.
c. Enable QR-based UPI Payments for all citizen services provided at JSK, eliminating the need for Challan management. The bank accounts of the e-Seva Society may be used to enable digital payments.
d. Integrate Aadhaar-based OTP/unique IDs and direct database linkages (e.g., IT returns, Aadhaar data) to authenticate applications, prevent duplication, and reduce misuse.
e. Empower Village Computer Entrepreneurs (VCEs) to digitize and upload applications for all major certificates—Ration Card, Income, Caste, Non-Creamy Layer, EWS, SEBC—and Affidavits.
f. Ensure that applications flow online to the Deputy Mamlatdar and Mamlatdar, with final decisions delivered to applicants and VCEs via SMS alerts and downloadable PDFs carrying digital signatures, QR codes, and unique IDs.
g. Enhance the system to allow photo changes in older certificates, particularly for children, while ensuring that the original digital signature is retained and transferred to the updated document
h. Enable OTP and Captcha-related modification for Deputy Mamlatdar and Operator logins
i. Publish these digital workflows on official websites to promote wider adoption of online applications

Through this reform, all steps in the process causing delays are eliminated- starting with Sarpanch and Talati Panchnamas, Manual Verifications, Department visits for specific verifications, Challans, and Rubru Jawab.

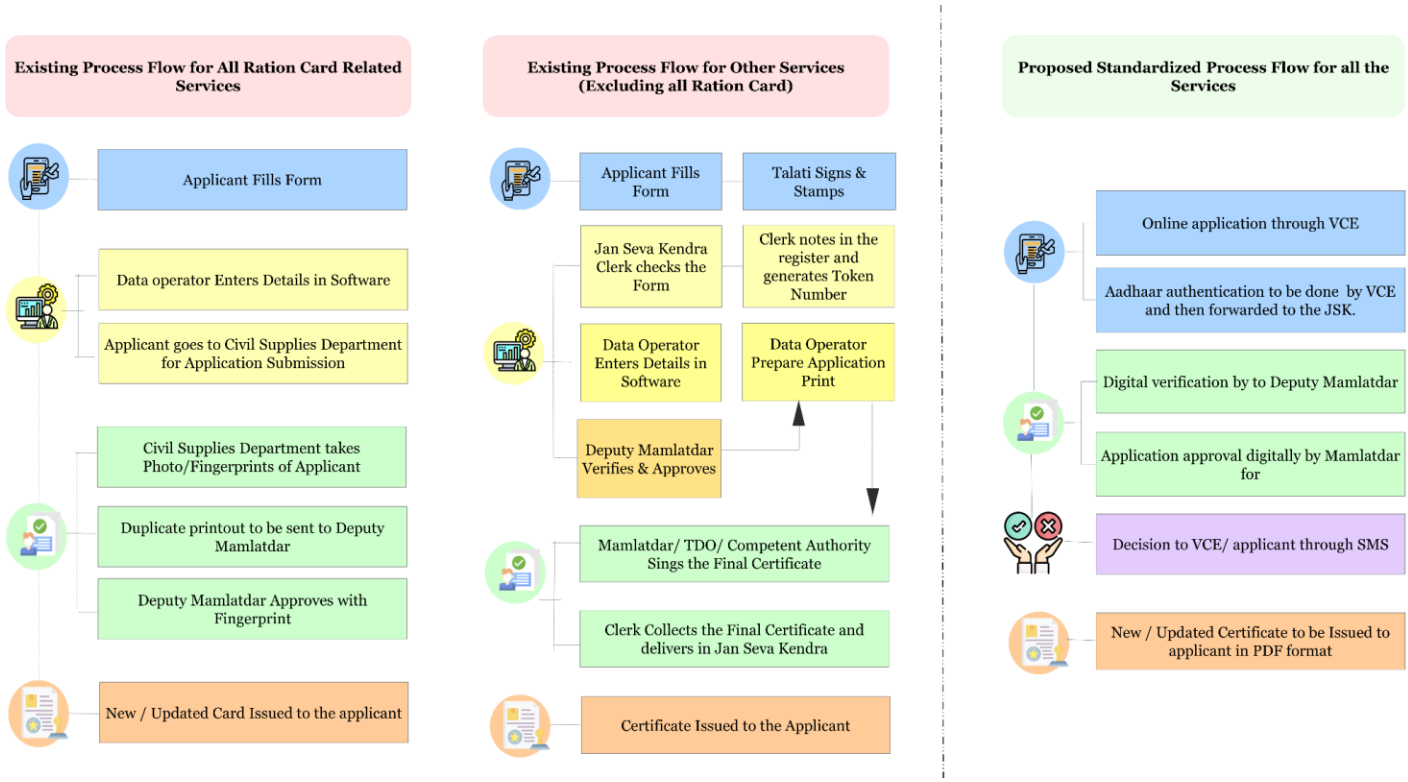


Figure 25: Existing and Proposed Application Process for Services in JSK

RECOMMENDATION 5.5: PROCESS SIMPLIFICATION – ENHANCED APPLICATION EXPERIENCE

For process simplification of citizen service applications, the government may:

a. Adopt a single, standardized Application Form, requiring only essential proofs
b. Eliminate the need for 'Sarpanch Panchnama', 'Talati Panchnama', and Rubru Jawab
c. Eliminate the need for all stamps in application forms
d. Extend affidavit services to online and local centers, reducing physical visits and ensuring wider accessibility.
e. Enable Priority Processing for Vulnerable Citizens like the elderly and Persons-with-Disability (PwD) through authorized mobile-based applications by VCEs, and a mandatory checkbox on all forms to indicate if the applicant is a Senior Citizen, PwD, or Child

RECOMMENDATION 5.6: PROCESS SIMPLIFICATION – DOCUMENT STANDARDIZATION

For enhanced clarity on Identity and Supporting Documents, the government may:

a. Explain the specific uses of various documents required as proof of identity, residence, income, caste, and age, and publish the list of valid documents for each verification category.

b. Ensure the documents requested at VCEs and JSKs align with the document requirement as per the Digital Gujarat Platform, to ensure uniformity in document processing across Talukas and to minimize the need for 'additional' documents collected by operators as a precaution.

c. Present this information to citizens through diverse multimedia formats (e.g., infographics, videos, FAQs) to ensure accessibility and ease of understanding.

d. Design structured training modules for operators to help them distinguish between necessary and optional documents, thereby reducing inconsistencies in service delivery.

e. Create a standardized checklist, prioritizing documents in order of preference, to ensure that only the minimum and most relevant documentation is requested from applicants.

f. Ensure that the required documents for each application are prominently displayed at every Jan Seva Kendra (JSK), e-Gram, or any other designated service centre, ensuring applicants are asked to provide only those documents.

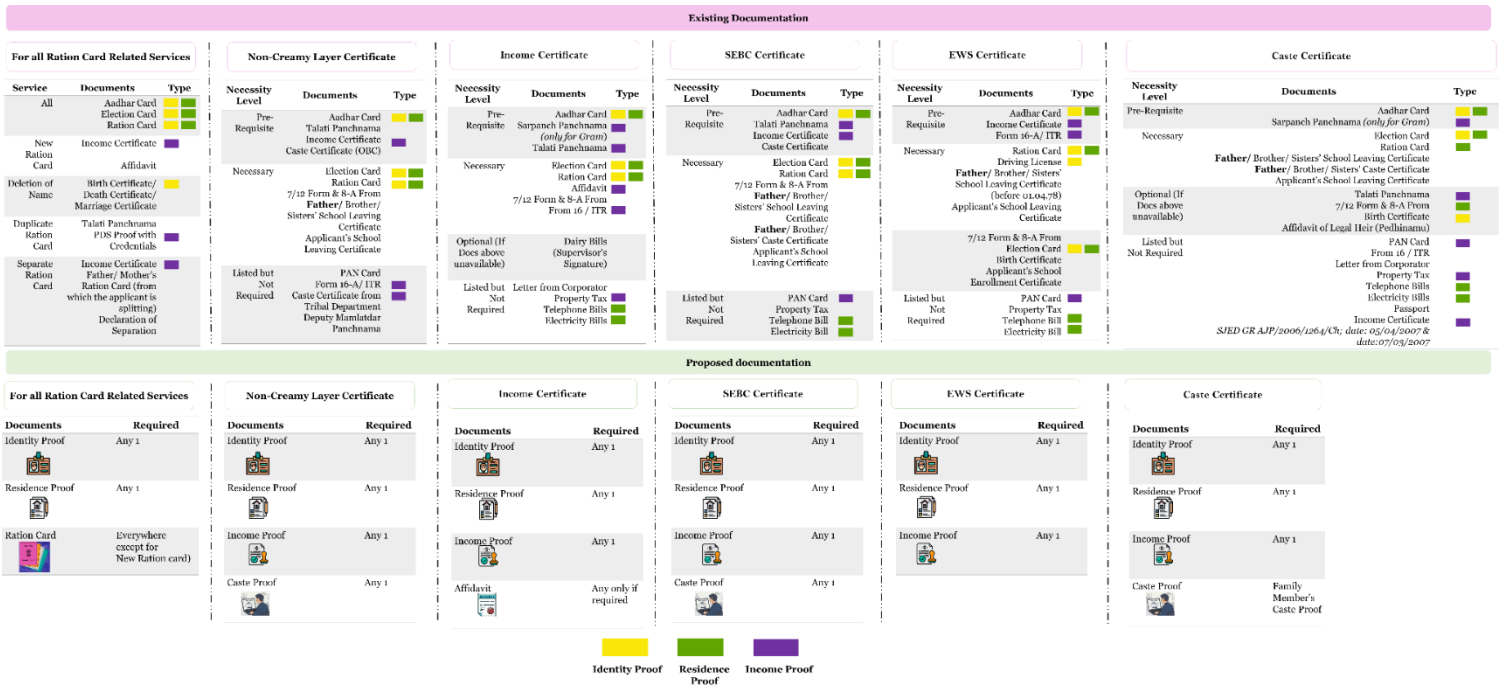


Figure 26: Existing & Proposed Document Requirements

4. INFRASTRUCTURE IN CITIZEN SERVICE DELIVERY AVENUES

Robust infrastructure at Jan Seva Kendras is a cornerstone of citizen-centric governance because physical conditions directly shape user perceptions and service outcomes. Well-designed seating, clear wayfinding, and accessible ramps reduce anxiety and waiting-time fatigue and signal the state's respect for all citizens, thereby strengthening public trust. From an administrative standpoint, standardized layouts and reliable utilities streamline foot-traffic management, minimize ad hoc accommodations, and enable staff to focus on substantive casework rather than logistical troubleshooting. Scrutiny of these elements thus yields critical insights into latent bottlenecks and guides targeted investments that enhance both user satisfaction and the predictability and efficiency of government operations.

The services selected for audit by the GARC team derive directly from the Jan Seva Kendra's core mandate to furnish essential onsite facilities and amenities. The Government Resolution published on 13 April 2011, under the Apno Taluko Vibrant Taluko (ATVT) Programme, mentions that a Jan Seva Kendra in each taluka, each centre is to be equipped with adequate seating, writing surfaces, and potable water. Furthermore, operational guidelines must be made readily available and prominently displayed at each facility. To ensure universal accessibility, ramps for senior citizens and persons with disabilities are mandated at the approach to the Jan Seva Kendra and at the service counters. The following excerpt from Government Resolution નઅપ/૧૦૨૦૧૧/૨૨૨/વસુતાપ્ર-૧ sets out these requirements in detail:

> The following arrangements will have to be made in the Jan Seva Kendra:
>
> a. The name of this center will be - "Jan Seva Kendra". The interior design for this public service center will be as decided by the Revenue Department.
> b. Logo/Symbol - The logo prepared for the Jan Seva Kendra to be uniformly used at all centres and it has to be placed at the appropriate visible locations.
> c. The details of services covered in the Jan Seva Kendra and its time limit will have to be displayed in the form of a information board.
> d. A board will have to be installed showing the services provided under One Day Governance.
> e. Seating arrangement for citizens visiting the Jan Seva Kendra are to be made as per the approved design.
> f. The Jan Seva Kendra should provide facilities for the citizens such as - a place to sit and write their application, drinking water, and provide guidance to applicants regarding their queries via information boards and helpdesks.
> g. Ramp and other accessibility services along with a separate counter for specially-abled citizens and senior citizens is to be provided at the Jan Seva Kendra.

Field visits to Jan Seva Kendras provide critical ground-truthing of the Government Resolution's infrastructure mandates, revealing compliance patterns and implementation gaps. Anecdotal observations capture contextual nuances that quantitative audits alone cannot detect. Hence, we present narrative evidence from field visits below to indicate where targeted upgrades are most needed, enriching the reform agenda with citizen-centric insights and pragmatic priorities.

4.1 OBSERVATIONS RELATED TO PHYSICAL INFRASTRUCTURE

During site visits to Jan Seva Kendras in five talukas, key infrastructure elements were assessed against the requirements of GR નઅપ/૧૦૨૦૧૧/૨૨૨/વસુતાપ્ર-૧. The following summarizes major findings and identifies areas for targeted enhancement.

a. Accessibility Features: None of the sampled centres fully complied with mandated universal-access provisions. Although all were located on the ground floor, ramps were frequently non-functional or absent, and no dedicated access pathways for persons with disabilities were observed. In multi-storey urban JSKs, the absence of elevators further limits access for senior citizens and differently-abled users.

b. Technology and Equipment: Most desktop systems and peripherals are now obsolete, with expired operating systems and antivirus licenses noted on several machines. Officers reported that the annual maintenance contracts (AMCs) available via GeM are both costly and administratively burdensome, prompting calls to permit competitively priced local vendors. Unstable GSWAN connectivity—characterized by frequent outages—exacerbates service delays, as citizens must wait for network restoration before processing applications.

c. Water Supply and Sanitation: Provision and functionality of drinking-water outlets were inconsistent across sites. In one centre, a non-functional water cooler was observed, while in others, potable water taps were located outside the entrance rather than within the service hall. Sanitation facilities, where present, were often distant from the service area and exhibited poor cleanliness, a situation attributed to under-resourced outsourced maintenance staff.

d. Waiting Areas and Seating: Though floor space is generally adequate, seating is worn and insufficient during peak periods. Temporary arrangements—often organized by local NGOs or community groups—address seasonal surges (e.g., student applicants) but do not constitute a reliable solution. Without electronic queue-management systems outside urban centres, citizens congregate at operator counters, increasing congestion and perceived wait times.

e. Photo-Identification Facilities: No JSK survey had a dedicated, well-lit backdrop for standardized image capture. Operators routinely improvise by affixing white chart paper or using personal smartphones, which raises quality and data privacy concerns.

These observations indicate that while the basic siting of JSKs meets locational mandates, substantial investment in accessibility, digital infrastructure, and user-centric amenities is required to realize the full intent of the ATVT Programme.

4.2 OBSERVATIONS RELATED TO INFORMATION PROVIDED TO THE CITIZENS -

During field visits to Jan Seva Kendras across multiple talukas, the team evaluated how service-related information is communicated to citizens. Citizen charters were born out of the idea that transparency and full information disclosure would make the government proactive and accountable towards the citizens. The importance of signage, boards, and the citizen charter has also been reinstated by the previous GARC reports. The following findings identify gaps in signage, public displays, and operational support—and suggest targeted enhancements to ensure transparency, usability, and accountability. During site visits to Jan Seva Kendras in multiple talukas, the mechanisms for communicating service-related information to citizens were assessed. The following findings identify gaps in signage, public displays, and operational support—and suggest targeted enhancements to ensure transparency, usability, and accountability.

a. Signage and Branding: Entry-point name boards were generally present but poorly maintained, and none displayed the standardized Jan Seva Kendra logo or typeface mandated under the ATVT Programme. Approach roads lacked directional signage, impeding site visibility. Reinforcing a uniform logo and consistent board design at all entry points would enhance institutional recognition and wayfinding.

b. Display of Office Hours: Most centres list identical hours for citizen services and staff operations (10:30 AM – 6:10 PM), leaving officers insufficient time for end-of-day file processing. Anecdotal evidence indicates that citizens arriving near closing time still expect service, prolonging officer engagement and reducing processing efficiency. Adopting separate "public service" and "back-office" hours—mirroring banking practices—would safeguard staff time for administrative tasks without diminishing citizen access.

c. Service Timelines and Fees: Boards outlining available services, processing timelines, and associated fees were installed at most JSKs but suffered from non-standardized fonts, colors, and awkward placements (e.g., too high or adjacent to doors). Their limited legibility compels citizens to seek fee information at the counter, undermining the citizen-charter principle of proactive disclosure. Implementing a standardized visual template and optimal mounting height would ensure critical information is immediately accessible.

d. Window Placards and Tokening: Placards identifying functional counters (e.g., Registration, Payment, Submission) were absent in most JSKs, obstructing citizen wayfinding and contributing to queue congestion at operator windows. Although token-generation systems are warranted in high-footfall urban centres, two locations exhibited non-functional machines. Restoring token machines where required and installing clear window signage would streamline visitor flows and reduce wait-time uncertainty.

e. Citizen Charter Currency: All visited centres displayed a citizen charter, yet none had updated it to reflect current procedures, document requirements, or fees. A prominently posted, up-to-date charter remains essential to uphold accountability and manage citizen expectations. Instituting a biennial review cycle for the charter would ensure that posted information remains accurate and actionable.

f. Payment Mechanisms: None of the JSKs offered digital payment options. Instead, staff record fee collections in a log book, verified daily by the Deputy Mamlatdar, with manual banking of challans the following day. Online payment facilities (e.g., UPI, e-challan) would accelerate fee reconciliation, reduce cash-handling risks, and align JSKs with broader e-governance objectives.

g. Operational Support and Resource Constraints: Chronic shortages of stationery and essential supplies—such as forms, pens, and photocopying materials—force operators to manage with limited resources or redirect citizens to external vendors. Widespread vacancies among clerical staff further exacerbate the workload of existing operators, who assume additional administrative duties. Delayed maintenance and replacement of computers and peripherals, and persistent GSWAN server outages disrupt service continuity. Stored under suboptimal conditions, physical records exhibit deterioration, underscoring the urgency of comprehensive digitization. Despite annual training in communication skills, operators report inadequate instruction on the Digital Gujarat platform, compromising their ability to perform core data-entry tasks.

h. Reception Desk and Information Kiosk: None of the sampled JSKs maintained a dedicated reception or information desk. Consequently, citizens seeking initial guidance congregate at operator windows, generating disorder and service delays. Establishing a reception kiosk with application forms, stationery, and in-house photocopying capabilities would centralize inquiries, reduce external errands, and improve overall user experience. These observations underscore the critical importance of clear, accessible information and robust operational support in realizing the citizen-centric mandate of Jan Seva Kendras. Addressing these gaps through standardized signage, digital payment integration, adequate resourcing, and dedicated reception services will enhance both transparency and ease of governance.

RECOMMENDATION 5.7: ENHANCING JSK'S INFRASTRUCTURE FOR FASTER, SMARTER CITIZEN EXPERIENCES

To enhance Infrastructure and Citizen Experience in Jan Seva Kendra, the government may:

a. Implement an automated token system to replace manual queuing, reducing wait times and improving queue management.
b. Establish a dedicated reception desk at each JSK to guide citizens, address initial queries, and streamline applicant flow.
c. Ensure regular repair, maintenance, and timely replacement of computer systems, peripherals, and essential hardware.
d. Guarantee a consistent supply of stationery, forms, and formats to avoid service disruptions.
e. Modernize display systems to provide clear, updated information to citizens.
f. Transition from physical record-keeping to a centralized digital record management system, ensuring durability and accessibility.
g. Repair or replace cameras used for citizen photographs, eliminating reliance on personal devices and safeguarding privacy.

RECOMMENDATION 5.8: EFFECTIVE MANAGEMENT AND MONITORING MECHANISMS

For effective utilization of funds and enhancing O&M, the government may:

a. Combine funding channels from e-Dhara, e-Seva, and e-Gram for dedicated JSK infrastructure improvement and upkeep
b. Institutionalize reporting through monthly performance and compliance reports to the District Collector, ACS (Revenue), and PS (ARTD).
c. Institute a structured process for regular audits and timely updates of citizen charters in line with the RCPS Act. A standardized state-wide design may be adopted to ensure uniformity, clarity, and ease of access across all departments and service delivery points.
d. Constitute a state-level monitoring cell comprising 1 Additional Collector, 1 Deputy Collector, 2 Mamlatdars, and 2 Deputy Mamlatdars to monitor pendency, conduct random checks (flying squad), and manage helpline and grievance redressals.
e. Enable robust checks and balances by integrating ITR & Caste data into the portal, and verifying ~5-20% certificates via random sampling during field visits.

5. HUMAN RESOURCE ASSESSMENT: ASSESSING WORKLOAD DISTRIBUTION, COMPETENCIES, & TASK COMPLEXITY

Chapter 5 systematically analyzes manpower distribution, workload, and task complexity across Jan Seva Kendras. With one JSK per taluka, the workforce includes 291 Mamlatdars and Deputy Mamlatdars, supported by ~54,000 data operators statewide.

Table 1: Manpower Details of Jan Seva Kendras

Manpower Details	Volume
Number of Sanctioned Positions	Mamlatdar - 291 Deputy Mamlatdar - 291
Number of Operators	54,122

Using a multi-method approach—(i) detailed staff questionnaires (with focus on Deputy Mamlatdars), (ii) review of application volumes and operator login records, and (iii) focus group discussions with JSK and VCE staff—the chapter maps staff capacity against service demand, highlights under-utilized and over-stretched roles, and identifies resource-intensive tasks. This diagnostic baseline informs targeted realignment to manage peak loads, ease bottlenecks, and sustain citizen-centric performance. The analysis of questionnaire responses from Jan Seva Kendra (JSK) staff, particularly Deputy Mamlatdars, reveals a significant misalignment between core responsibilities and actual time allocation, leading to considerable operational challenges and potential risks, as detailed below:

5.1 STRUCTURAL IMBALANCE IN ROLE ALLOCATION

Empirical insights from JSK field observations reveal a pronounced misalignment between intended job roles and actual workload distribution among staff, particularly Deputy Mamlatdars. Quantitative data indicate that only **10% of their time is dedicated to core service-related responsibilities**, the fundamental purpose of JSKs. In stark contrast, **50% is consumed by additional administrative tasks**, **15% by meetings and coordination**, and **25% by "other activities" or managing additional charges**. This pattern, consistently observed across districts, including during the Gandhinagar review, highlights a systemic issue where frontline personnel are heavily burdened with extraneous duties. This systemic drift from mandated functions significantly affects operational efficiency and service quality. The prevalence of multi-charge assignments, with officers often carrying 3-4 departmental responsibilities concurrently, leads to a critical dilution of focus. Consequently, auxiliary functions such as noting DDs, responding to "urgent" data requests, managing campaigns/activities, and election duties (which consume 40-50% of a Deputy Mamlatdar's time) are prioritized, often at the expense of mandated citizen service tasks. This imbalance strains employees and directly compromises the effectiveness and responsiveness of JSKs in delivering their core services to the public.

5.2 EXTENDED WORK HOURS

Deputy Mamlatdars, often holding 3–4 charges, routinely work beyond office hours and complete JSK verifications at home. While sustaining output, handling sensitive documents routinely outside secure government premises increases the potential for misplacement, misuse, or misappropriation. This practice exposes sensitive citizen documents to security risks, heightens fatigue-driven errors, and delays services. The blurring of official and personal workspaces undermines accountability and citizen trust—underscored by all surveyed officers reporting consistent post-work engagement, pointing to a systemic governance gap.

5.3 INEFFICIENCIES ROOTED IN INTERRUPTIONS AND MANUAL WORKFLOWS

Deputy Mamlatdars spend 61–80% of their time on tasks prime candidates for automation or structural redesign—manual document verification, repetitive approvals, and constant query resolution—while delays, escalations, and dependencies disrupt the same share of core work. This fragmented workflow fuels stress and errors and wastes 3–6 hours weekly in stalled approvals. Platforms like DigiLocker could streamline verification, yet without systemic redesign and digital integration, inefficiencies will continue to erode productivity, service turnaround, and institutional integrity.

5.4 CONFLICT MANAGEMENT AND CITIZEN INTERFACE

Deputy Mamlatdars lose 3–6 hours weekly due to approval delays while facing daily citizen conflicts at JSKs. Disputes stem from outdated Government Resolutions, incomplete or resisted documentation, and ambiguous policy guidance—creating service delays, heavier workloads, and eroding public trust. These confrontations are routine, with staff reporting arguments "every day," often escalating into tense, time-consuming exchanges that further stall service delivery and strain citizen–state relations. Root causes lie in poor policy communication, lack of updated public guidance, and fragmented grievance redressal, which fuel confusion, unrealistic expectations, and recurring conflict at the service counter.

5.5 TRAINING GAPS AND ADAPTIVE CAPACITY CONSTRAINTS

Deputy Mamlatdars receive formal functional and domain training **only once every two years**, a cycle far too infrequent for today's fast-changing governance environment. Even these rare sessions are often disrupted by workload pressures or scheduling conflicts, leaving many officers unable to attend. This lack of regular upskilling severely limits their ability to absorb dynamic policy changes, interpret new Government Resolutions, or adapt to evolving compliance frameworks. It also constrains their capacity to adopt best practices in digital governance and effectively use critical platforms like *Digital Gujarat*. As a result, staff are forced to rely on outdated knowledge, peer guidance, or ad-hoc trial-and-error approaches, which increases inconsistency and slows service delivery. The absence of structured refresher courses further weakens institutional memory and prevents the diffusion of lessons learned across districts. The gap is particularly stark in **digital verification, grievance redressal protocols, and citizen communication**, where frontline staff must constantly respond to complex queries without adequate training support. Without continuous training and knowledge renewal, staff struggle to keep pace with evolving policies, technologies, and citizen expectations, directly weakening the efficiency and credibility of service delivery.

5.6 MANPOWER DISTRIBUTION TRENDS FOR JSK OPERATORS

Like Deputy Mamlatdars, workload distribution patterns for operators were also analysed. Using the data of monthly application volume and operator logins per center, we can estimate how many documents a data operator can handle in an 8-hour workday. By comparing these estimates with historical footfall data for each Jan Seva Kendra, we determine the optimal number of computer operators and support staff required at each center. Conducting this workload analysis is essential for efficient staffing and better service delivery.

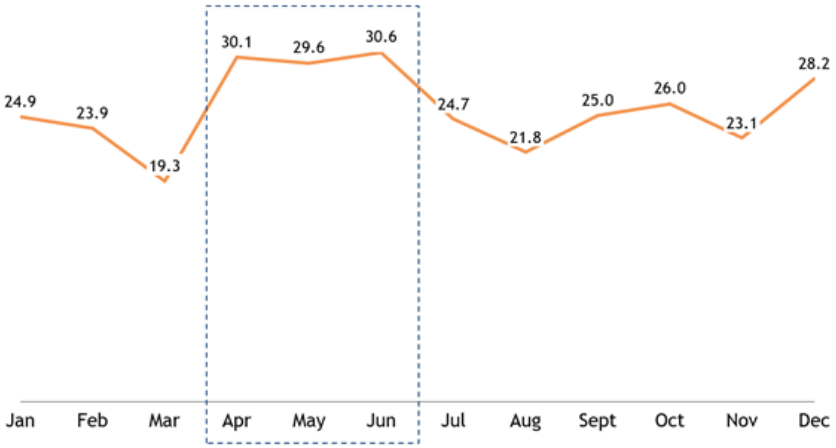


Figure 27: Number of applications per operator per day in FY25 [No. of working days per month taken as 23 (275/12)]

Number of applications per operator per day peaks between April and June (reaching as high as ~30 applications per operator per day)- which aligns with the admission & scholarship season when demand for certificates peaks, as discussed in the above section. The average application per operator per day is nearly ~25, assuming it takes 20-25 minutes per application, an operator must be productive for almost 10.5 hours, which is more than the regular working hours.

In the Appendix Part H, *read details about the per operator load with respect to the geographical area.*

The GARC recommends the following to optimize workflows, competencies, and time management:

RECOMMENDATION 5.9: ENABLING EASE-OF-WORKING

To enable ease-of-working, the government may:

a. Adopt a two-tier closing schedule, with public service counters closing one hour before the official end-of-day to allow secure, on-premises document verification and data entry.
b. Clearly display citizen service hours and official work hours at all JSKs and in the citizen charter to align expectations and workflows.
c. Prohibit after-hours handling of records or credentials outside government facilities, requiring all pending tasks to be completed within designated work hours

RECOMMENDATION 5.10: CAPACITY BUILDING FOR CITIZEN SERVICE DELIVERY

For strengthening capacity and knowledge systems at JSK, the government may:

a. Encourage regular staff workshops on policy updates, customer-service best practices, and conflict management, equipping JSK personnel to resolve disputes efficiently and uphold service integrity
b. Introduce a modular training curriculum with quarterly sessions on policy changes, Digital Gujarat proficiency, and process-reengineering best practices, delivered through a blend of on-site workshops and e-learning.
c. Align training schedules with low-volume periods, with completion tracked through a learning management system linked to performance appraisals to ensure participation and accountability.
d. Develop a digital knowledge repository featuring updated sops, grs, quick-reference guides, and policy briefs, complemented by peer-mentoring networks to reinforce continuous, just-in-time learning.

RECOMMENDATION 5.11: OPTIMIZING MANPOWER FOR EFFECTIVE SERVICE DELIVERY

To manage peak-hour/ period load and optimize manpower, the government may:

a. Base manpower tenders on footfall analysis and time-use studies to ensure evidence-driven staffing.
b. Deploy dynamic manpower allocation (ex., Increase operator availability in April–June to manage high demand and reduce citizen wait times & deploy temporary staff or cross-train support staff to assist during these months)
c. Institute district-level monitoring to track operator productivity, identify JSKs with consistently low applications per operator per day, and investigate whether this is due to low demand, citizen preference for online channels, or process bottlenecks.
d. Promote bundled service packages (e.g., income + caste certificate in one application cycle) during peak months to reduce repeat visits and operator workload.
e. Encourage concerned departments and directorates in high-volume application areas, to create additional posts of authorized functionaries to be deputed to JSKs. These officials may carry out JSK-related department-specific tasks, improving the speed and efficiency of service delivery
f. Assign a dedicated Deputy Mamlatdars in each Jan Seva Kendra. To address current gaps, **251 new Deputy Mamlatdar positions** may be created for the 251 rural Talukas (1 per Taluka), and **80 new Deputy Mamlatdar positions for the 40 urban Talukas** (2 per Taluka).
g. In-line with GARC's preliminary time-work study[5], **increase the operator strength by 1.5 times**.

[5] The existing operator-to-application ratio of 1 operator for every 80 daily applications is inadequate, as it excludes critical non-processing tasks. Based on the proposed time-use study, operator strength may be increased by 1.5 times to ensure timely and efficient service delivery

6. SERVICE DELIVERY MODELS: A COMPARATIVE PERSPECTIVE

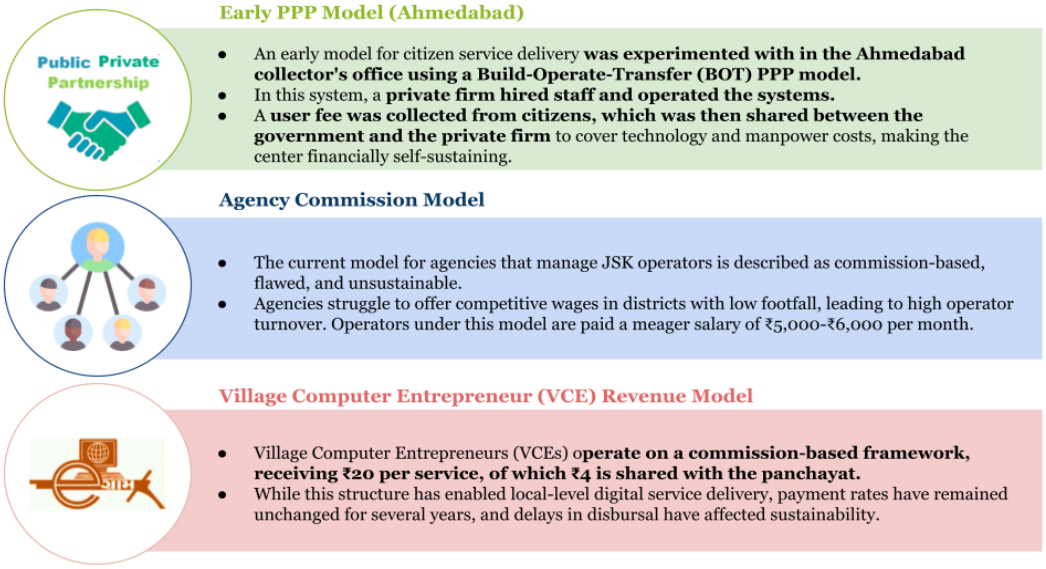


Figure 28: Jan Seva Kendra and Common Service Centre - Revenue Model

The effective delivery of citizen services in urban environments necessitates a strategic approach to designing access points and operational workflows. The choice of model profoundly impacts citizen convenience, operational efficiency, and financial sustainability. Increasingly, these models are being implemented through Public-Private Partnerships (PPPs) to leverage private sector expertise and resources.

6.1 CENTRALISED MODEL

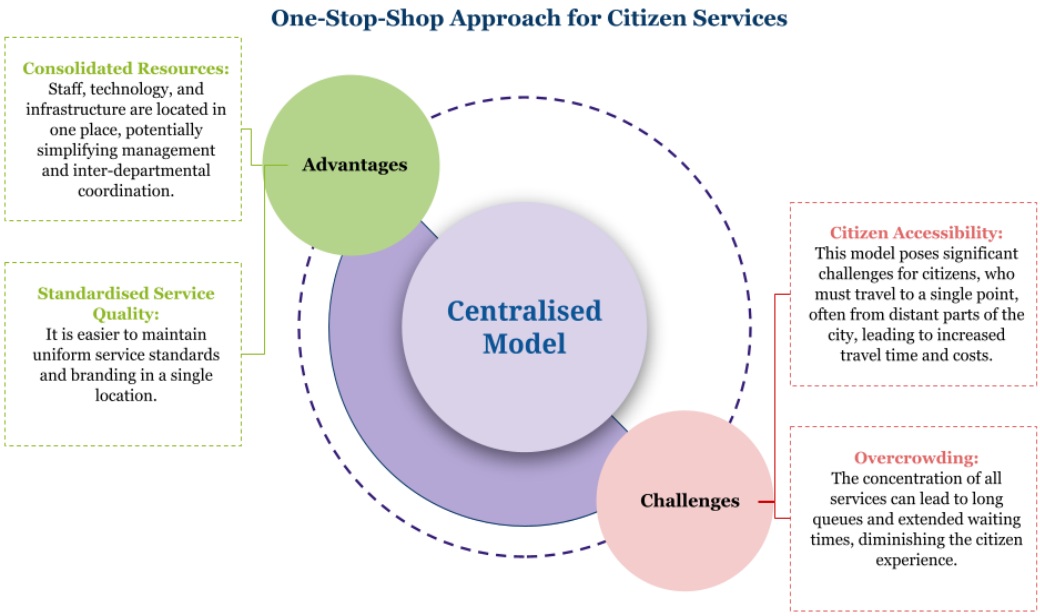


Figure 29: Centralised Model of Service Delivery

The centralised model is predicated on the "single-window" or "one-stop-shop" concept, where a wide array of citizen-centric services are consolidated and delivered from a single, large-format physical location. This approach aims to provide a unified interface for citizens, eliminating the need to visit multiple government departments.

A key example of this approach was the early experiment in the Ahmedabad collectorate office, which utilised a Build-Operate-Transfer (BOT) model of Public-Private Partnership. This initiative proved financially self-sustaining and reduced the burden on full-time government employees, as the private firm was responsible for hiring staff and managing operations. The key advantages and challenges are presented in Figure 29. The GARC team referred to several centralised models adopted nationally and internationally (Refer details in Appendix Part I). A comparative summary of the models is given in Figure30.

Feature / Criteria	Bangalore One (Karnataka)	Aaple Sarkar Seva Kendra (Maharashtra)	Meeseva (Telangana/AP)	Delhi Citizen Service Centers	Service Canada	Service NSW	ServiceSG (Singapore)	Estonia Service Bureau
Urban Coverage	●	●	●	●	●	●	●	●
One-Stop Physical Location	●	●	●	●	●	●	●	●
Online + In-Person Hybrid	●	●	●	●	●	●	●	●
Services Covered	Bill payments, certificates, IDs	Revenue, RTO, caste/income, pension	Certificates, RTO, police	Certificates, RTI, pensions	Passport, pension, tax	Driver license, health	Immigration, housing, IDs	All govt services
Multi-Department Integration	●	●	●	●	●	●	●	●
Application to Document Delivery in One Visit	●	◐	●	◐	●	●	●	● Mostly digital
Digital Signature / Print Facility	●	●	●	●	●	●	●	●
Self-Service Kiosks / Assisted Desks	Assisted desks	Assisted desks	Both	Assisted	Both	Both	Both	Assisted
Feedback & Grievance Redressal	●	●	●	●	●	●	●	●
Multilingual Support	●	●	●	●	●	●	●	●
Appointment Scheduling / Queue Mgmt	Manual or token-based	Manual or SMS-based	SMS-based	Manual token	Online + Kiosk	Online + App	Online / Kiosk	Online
Technology Backbone	e-Governance Dept (state)	MahaOnline + DeGS	ITE&C Dept / Meeseva 2.0	e-District / NIC Delhi	GCMS + Shared IT	ServiceNSW IT	GovTech Stack	X-Road Platform
No Wrong Door Policy	●	●	●	●	●	●	●	●

● Yes ◐ Partially ● No

Figure 30: Comparitive Analysis of National & International Centralised Service Delivery Models

6.2 DECENTRALISED MODEL

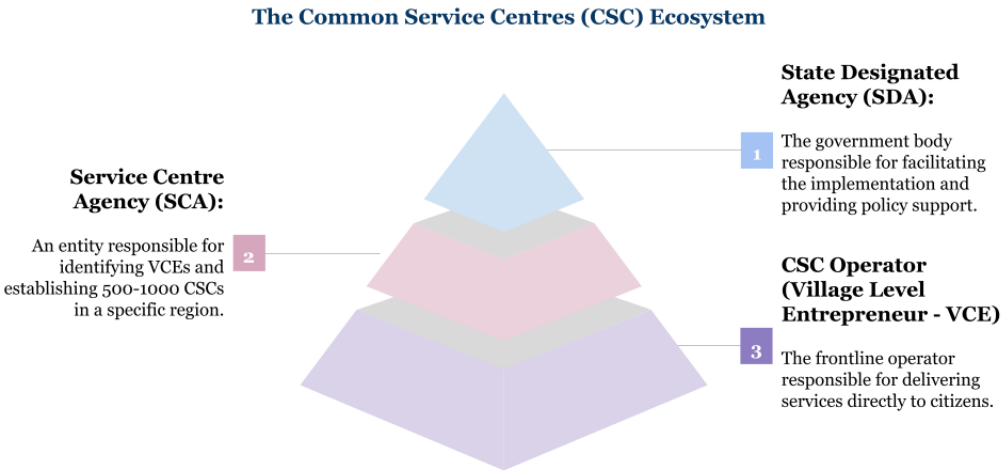


Figure 31: Decentralised Model of Service Delivery

The decentralised model emphasises delivering services closer to citizens through a widespread network of smaller service centres across urban localities. This approach prioritises accessibility and convenience over centralised resource management. The Common Service Centres (CSCs) scheme at the national level represents this standardised decentralised framework, serving as a key pillar of the Digital India programme.

The Common Service Centres (CSC) Scheme, a cornerstone of the Digital India programme, epitomises the decentralised approach. While initially focused on rural areas, its framework is highly applicable to urban service delivery. The CSC ecosystem operates on a three-tier PPP model:

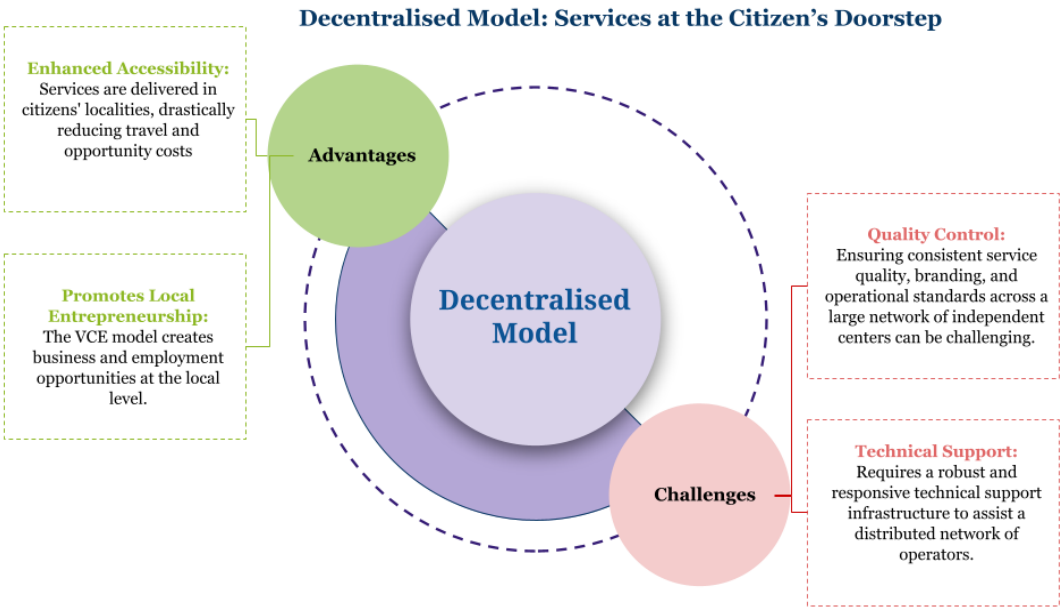


Figure 32: Decentralised Model's Key Features

CSCs are designed to be access points for a mix of essential Government-to-Citizen (G2C) and Business-to-Citizen (B2C) services, including e-governance applications, education, health, telemedicine, banking, insurance, and utility bill payments. Gujarat's network of Village Computer Entrepreneurs (VCEs) in rural areas operates on a similar decentralised principle. It can be made standard using the guidelines of the Common Services Centre.

6.3 HYBRID MODEL:

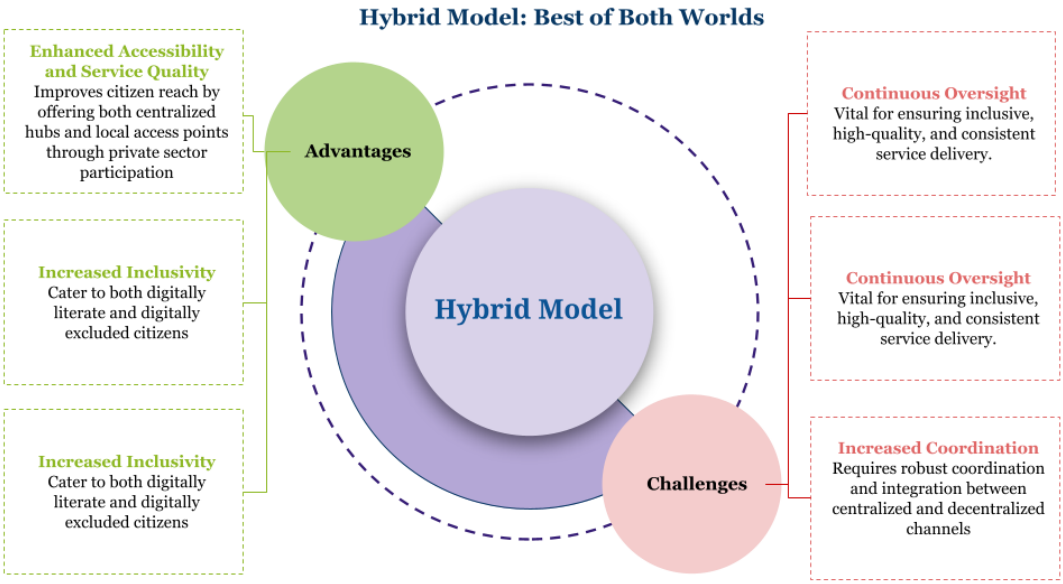


Figure 33: Hybrid Model's Key Features

The hybrid model combines the strengths of both centralised and decentralised service delivery approaches, aiming to balance efficiency, accessibility, and scalability. This tiered system allows a broad spectrum of services to be accessed through:
High-capacity centralised facilities for complex, security-sensitive, or high-volume services.
Decentralised localised service points for routine, high-frequency interactions that require proximity and convenience.

This "best of both worlds" model ensures uniformity and quality control through centralisation, enhancing last-mile delivery and inclusivity through decentralisation.

Examples of the Hybrid Model in Practice – India's Passport Seva Kendras (PSKs):

- Operate on a centralised model ensuring uniformity, security, and standardisation.
- Front-end operations are managed through a Public-Private Partnership (VFS Global), improving efficiency, reducing turnaround times, and enhancing customer service in high-demand urban centres.

Based on the analysis and best practices, the GARC recommends the following service delivery model:

RECOMMENDATION 5.12: TAILORED SERVICE DELIVERY MODELS FOR EASE-OF-GOVERNANCE

For effective service delivery, Tiered-Service Delivery (based on administrative needs) may be adopted. The government may prepare model layouts and adopt the service delivery models:

a. Urban Corporations (Class 1 & 2 cities): centralized, zone-wise service delivery models on the lines of the VFS model to ensure uniformity, efficiency, and scalability.
b. Rural areas: strengthen reliance on Village Computer Entrepreneurs (VCEs), with a clear roadmap to enhance adoption from the current rate, ensuring deeper last-mile penetration and citizen convenience.
c. Class 3–6 towns: Public-Private Partnership (PPP) model, leveraging private sector efficiency while maintaining government oversight to expand reach and improve service

7. DIGITAL GUJARAT 2.0

The Unified Citizen Interface is envisioned as Gujarat's single digital front door for all high-volume and critical citizen services. Today, citizens sometimes face fragmented journeys spread across departmental portals, mobile apps, Jan Seva Kendras (JSKs), and e-Gram centres. This results in duplication of effort, inconsistent outcomes, and low visibility and predictability in service delivery. The Unified Citizen Interface will resolve these issues by consolidating services into a seamless, intuitive, and accessible platform that ensures uniform outcomes, regardless of the channel of access. This vision aligns with Gujarat's broader commitment to inclusive and transparent governance. Built in compliance with GIGW 3.0 and WCAG 2.1 standards, and following modern mobile-first design principles, the interface will be accessible to all citizens — urban and rural, digitally literate and novice users, the elderly, and differently abled. It will ensure that every citizen interacts with the state through a consistent interface that is reliable, transparent, and accessible.

7.1 INSPIRATION FROM NATIONAL AND INTERNATIONAL CITIZEN SERVICE DELIVERY PORTALS

Karnataka's Seva Sindhu and Sakala Model: Karnataka's Seva Sindhu–Sakala model shows how a legally backed, unified platform can scale digital governance—delivering 850+ services, 30M+ transactions, and time-bound, accountable service with real-time tracking and grievance redressal. Its success underscores the power of legal mandate, interoperability, and citizen-centric design in driving efficiency and trust.

Haryana's Antyodaya-Saral Unified Service Portal: Haryana's Antyodaya-SARAL provides 550+ services across 40+ departments through a unified digital and assisted platform, integrating applications, payments, tracking, and grievance redressal. With real-time dashboards, auto-escalating grievances, and the Jan Sahayak app, it ensures transparency, accountability, and citizen-centric service delivery across urban and rural areas.

Telangana's Service Delivery Model: Launched in 2011, MeeSeva is Telangana's unified platform offering 550+ services across ~40 departments via online, mobile, kiosk, and assisted channels, processing 20+ crore transactions in FY 2024–25 worth ₹7,150 crore. It features real-time tracking, Digilocker integration, and multiple payment options, earning national and global awards. Complementing it, the T App Folio (2018) provides mobile-first access to 180+ services, while T-Wallet enables instant digital payments.

Singapore's SingPass: Singapore's SingPass and APEX showcase how a legally backed digital identity and interoperable data exchange can deliver secure, single-login access to 2,000+ services, processing 350+ million transactions annually. With features like MyInfo's "tell-us-once" model, digital signatures, and real-time API integration, they exemplify high-trust, citizen-centric digital governance, ranked among the world's best.

Interoperable Criminal Justice System - Successful backend integration with e-Guj-Cop: The Interoperable Criminal Justice System (ICJS) follows a "One Data, Once Entry" principle, integrating police, courts, prisons, prosecution, and forensics for seamless crime tracking nationwide. Gujarat's e-Guj-Cop, a state-specific CCTNS version launched in 2013, enables paperless crime tracking and daily synchronization with the National Data Centre. Bridge software shares data with NCRB, CCTNS, and ICJS while retaining a standard interface, ensuring interoperability, standardized reporting, and smooth intra-and inter-state investigations. Gujarat's e-Guj-Cop showcases how state-level digital infrastructure can seamlessly integrate with national platforms like ICJS, enabling real-time, interoperable, and efficient law enforcement operations.

Refer to Appendix _ for details on each Model.

7.2 CORE FEATURES OF THE DIGITAL GUJARAT 2.0 - UNIFIED INTERFACE FOR CITIZENS

Eight key features have been envisaged for the revamped Unified Interface for Citizens to provide best-in-class accessibility, visibility, and convenience.

i) High-Volume and Critical Services Across Departments (Phased Roll-Out)

The interface will consolidate services across key departments such as Revenue, Education, Social Welfare, Health, Agriculture, Urban Development, etc. Recognising the scale of services already delivered through Digital Gujarat, JSKs, and e-Grams, onboarding will follow a phased approach. Early phases will prioritise high-demand and high-impact services, while subsequent phases will include additional services. This phased roll-out will ensure stability and predictability, ensuring continuity of existing service delivery. It will also allow departments with varied levels of digital maturity to transition smoothly. To enable this, multiple integration models with departmental applications shall be explored, based on prioritization of services, technological stack, and digital maturity of the systems, specifically:

- End-to-end hosting of the user journey (e.g., for scholarships).
- UI-only with redirection.
- Hybrid journey, with partial UI in the unified portal, with specific API calls to the main department application.

Figure 34: Model Integration for Modern UI/ UX

ii) Modern UI/UX with Progressive Web App (PWA) and Offline Functionality

The interface will be designed in line with international standards of accessibility and usability. All forms, notifications, and dashboards will follow a consistent design system to minimise errors and confusion. By adopting a Progressive Web App (PWA) approach, the interface will work smoothly on low-end devices, provide app-like performance, and support offline capability. Citizens in low-connectivity regions can fill forms, save drafts, and later sync applications once connectivity is restored. This responsive design, standardised user experience, and offline functionality will significantly improve inclusivity and trust in digital channels, especially for semi-urban and rural segments.

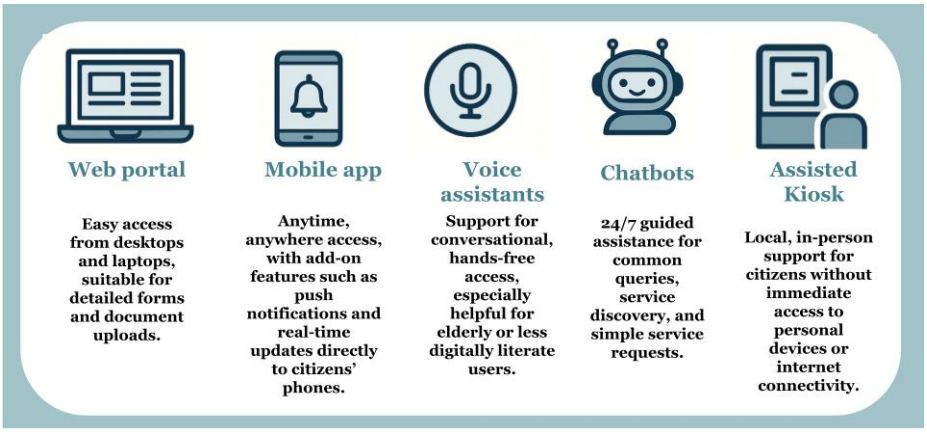


Figure 35: Services Accessible Through Different Avenues

iii) Multi-Channel Readiness (Web, Mobile, Voice, Chat, Assisted Kiosks)

The interface will be accessible across multiple channels, ensuring citizens can interact with government services in their preferred mode. A full-featured web portal will support document-intensive submissions, while the mobile app will provide access anywhere, anytime. Voice assistants and chatbots will help less digitally literate users through conversational interactions. Assisted service kiosks such as JSKs and e-Grams will continue to support those without devices or internet access.

iv) Secure Authentication and Multilingual Support

A Single Sign-On (SSO) framework will be implemented to reduce login fatigue and strengthen trust. Citizens can use Aadhaar-linked OTPs, DigiLocker credentials, or mobile verification to access multiple services securely with one set of credentials. Standardised authentication across all services will improve ease of use while maintaining strong security.

The SSO system will allow users to access multiple applications and services with a single login credential. SSO for citizen services can provide numerous advantages, primarily by eliminating the need to manage distinct service credentials, streamlining the user experience, and enhancing security. This simplification encourages greater use of online services, leading to cost savings and improved service delivery. SSO bolsters security by centralizing authentication and reducing the attack surface for cyber threats. SSO also enables the "Know your Citizen" approach – based on gathering and utilising citizen data to create a 360-degree view, enabling personalised service delivery, proactive assistance, and ultimately higher satisfaction among the citizens. Additionally, the interface will support both Gujarati and English from day one. Multilingual screens, notifications, and guidance will ensure inclusivity for rural, semi-urban, and elderly citizens who may be more comfortable interacting in Gujarati.

v) Alerts, Notifications, and Real-Time Service Status

Transparency will be enhanced through proactive communication. Citizens will receive real-time alerts and notifications about the progress of their applications, deadlines, and approvals via SMS, WhatsApp, email, and in-app notifications. Status updates will be available at every stage — from submission and scrutiny to approval or rejection. These updates will build trust and predictability in government services by reducing the need for repeated logins or physical visits to check progress. A robust communications framework is also instrumental for proactive service delivery, as mentioned below.

vi) Accessibility Features for Inclusivity

Accessibility will be built into the design of the interface front-end from the outset. Features such as screen-reader compatibility, adjustable font sizes, high-contrast modes, and gesture navigation will ensure the platform is usable for elderly citizens and those with disabilities. These measures will go beyond compliance with minimum accessibility standards; they reflect the state's commitment to leaving no citizen behind. Such features will make interaction easier for users who often struggle with digital tools.

vii) Advanced Search and Guided Navigation

To address the challenge of service discovery, the interface will deploy advanced search and guided navigation tools. Citizens can use predictive search, filters by eligibility or department, and guided journeys to locate the right services quickly. An AI-assisted chatbot will simplify the process by enabling citizens to ask simple, contextual questions and directing them to the appropriate service. By reducing the need to navigate long and complex service lists, these features will make the platform more user-friendly, especially for first-time users and those with limited digital literacy.

viii) Proactive Service Delivery

The unified interface is envisaged to evolve from a reactive platform to one that proactively offers and delivers services. For instance, event triggers such as a citizen reaching the age of 60 (based on date of birth already available within the government systems) will generate a push notification to nudge the citizen to initiate a request for issuance of a senior citizen certificate. By moving towards proactive service delivery, the state will ensure that no citizen misses out on entitlements due to a lack of awareness or access barriers. This approach will further reinforce trust in governance and reduce the burden on citizens to track or chase benefits.

Strategic Benefits for Citizens

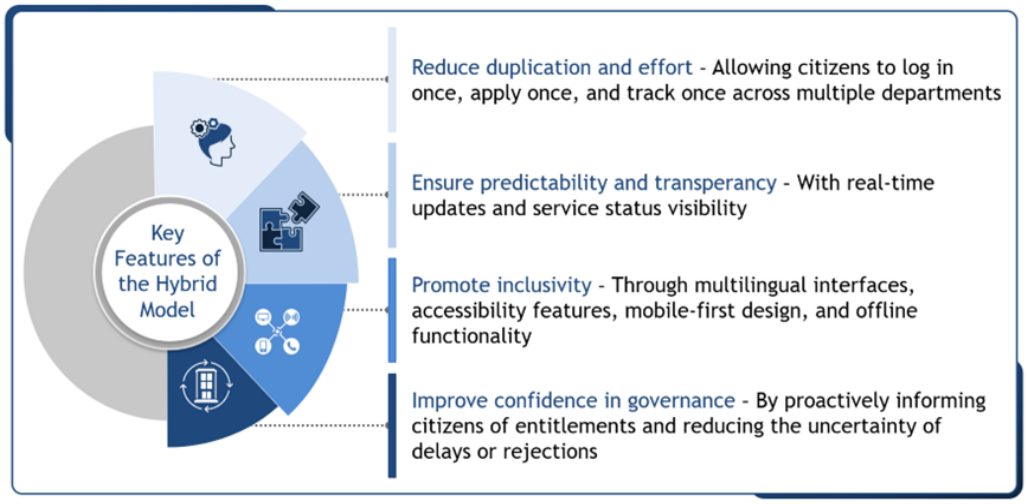


Figure 36: Strategic Benefits of Hybrid Model for Citizens

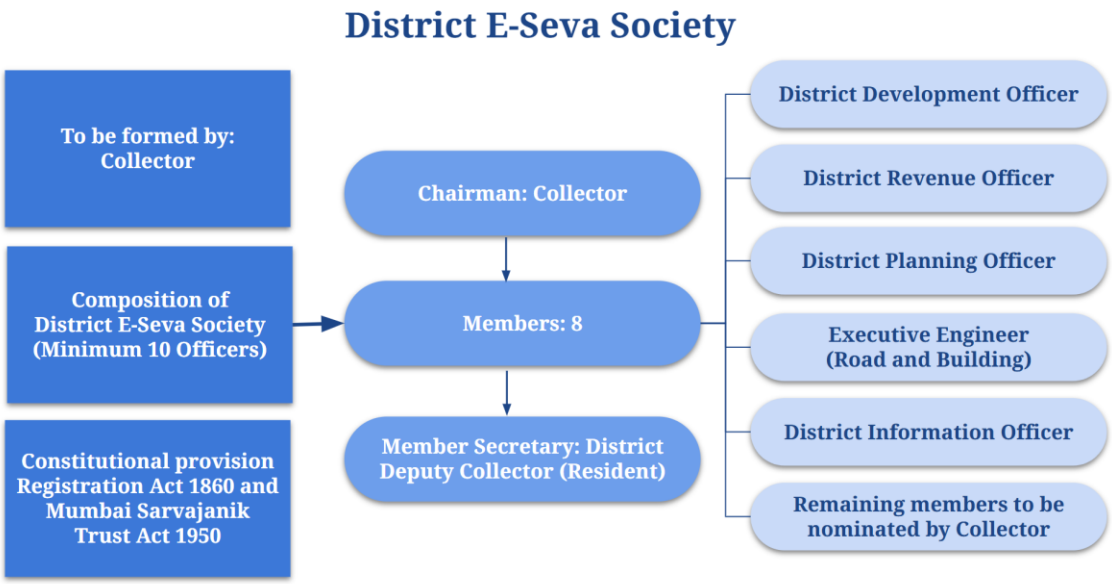
For citizens, the Unified Citizen Interface represents a significant step forward in ease of access, transparency, and inclusivity.

The interface will transform the citizen experience from fragmented, inconsistent, and opaque to unified, predictable, and inclusive, setting a new benchmark for digital service delivery in Gujarat.

APPENDIX I:

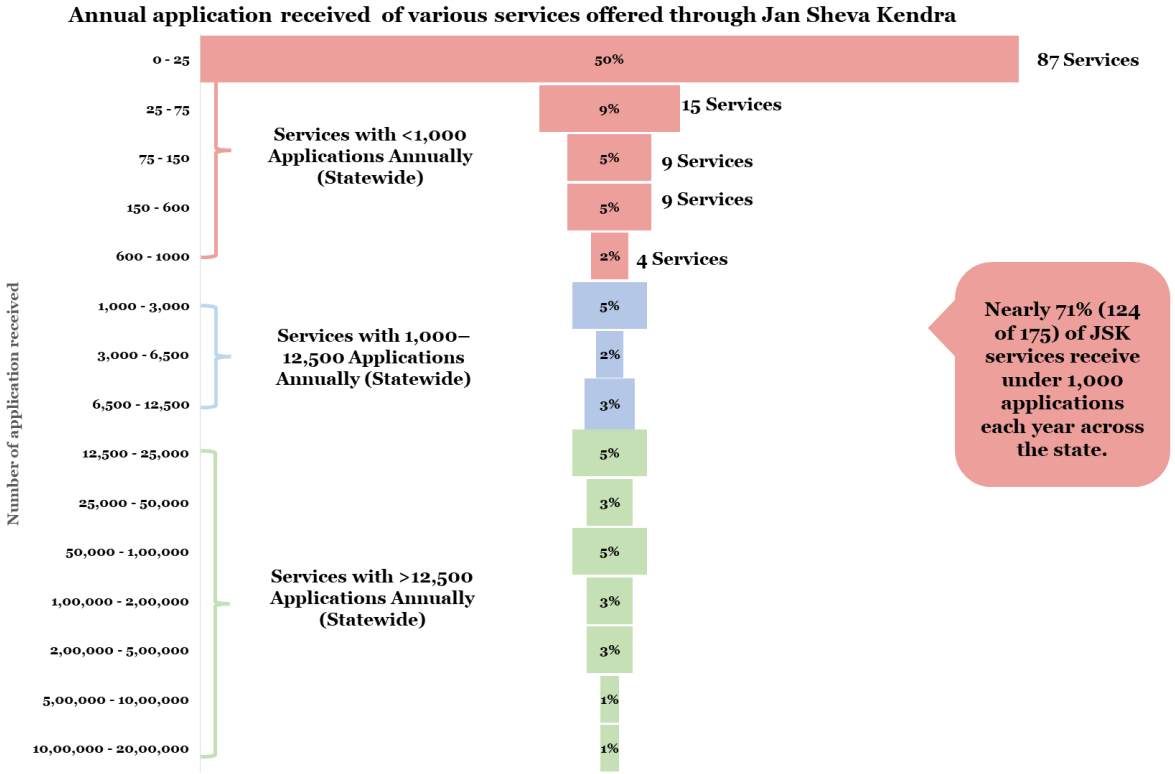
PART A

STRUCTURE OF THE DISTRICT E-SEVA SOCIETY



PART B

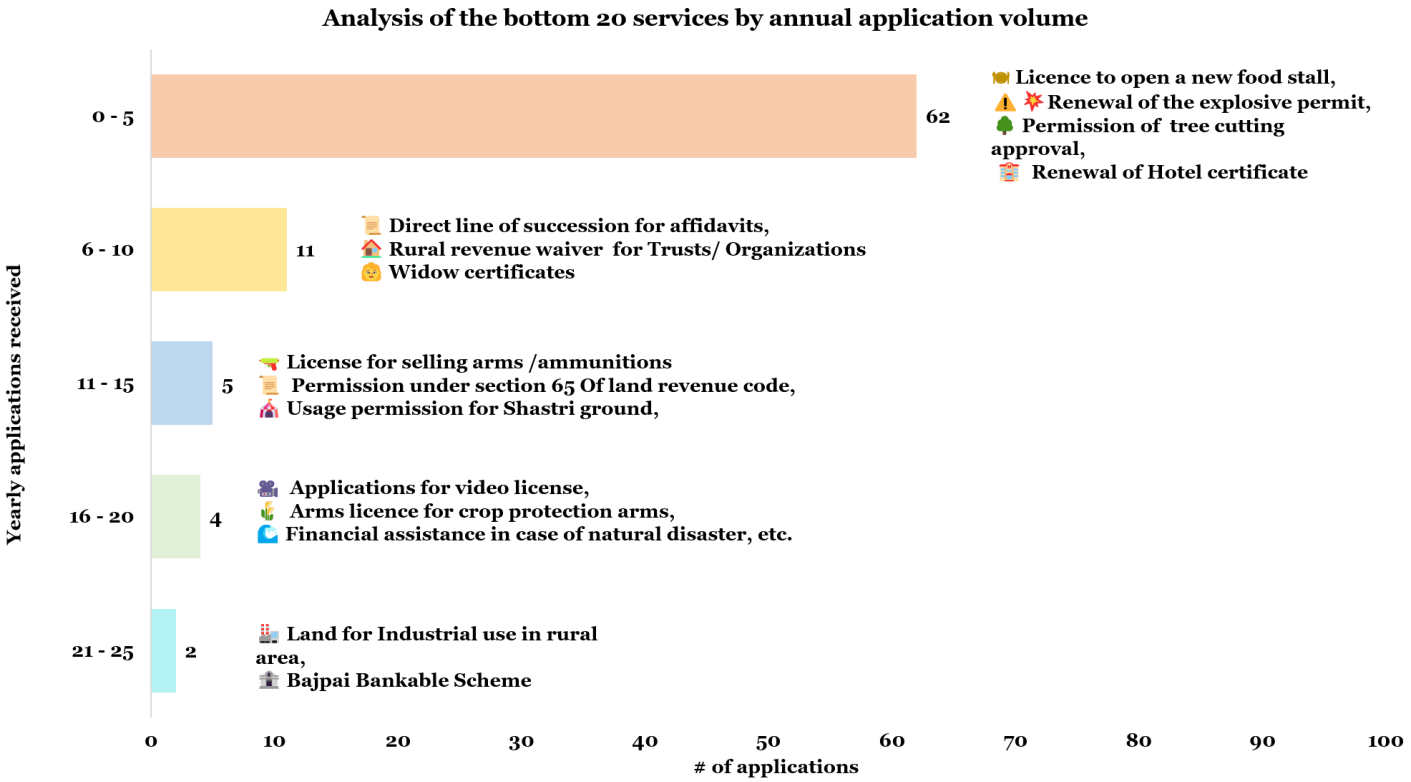
INSIGHTS ON THE ANNUAL APPLICATIONS RECEIVED THROUGH JAN SEVA KENDRA FOR ALL LISTED SERVICES



- The distribution of application volumes is markedly right-skewed: half of JSK services receive fewer than 100 applications per year, and nearly 71 percent handle under 1,000 annual requests. This indicates that a small cohort of high-volume services accounts for the bulk of citizen interactions, while the majority of services remain underutilised.
- Only 1 per cent of services exceed 10,000 applications annually, and just 5 percent fall in the 1,000–1,999 band. These high-throughput outliers demand dedicated staffing, expedited workflows, and potentially extended hours, whereas mid-range services (200–999 applications) require flexible resource allocation to absorb variable workloads.
- The predominance of low-volume services underscores an opportunity for consolidation and digitisation. By migrating infrequently used offerings to online or hybrid channels, JSKs can streamline counter operations, reduce idle capacity, and reallocate physical resources to core, high-demand transactions.
- Services clustered in the 100–999 range—together representing roughly one-quarter of all offerings—call for a differentiated staffing model. Rotating or multi-skilled operators could be deployed to balance peaks in this mid-volume segment, enhancing responsiveness without inflating headcount.

SERVICES WITH LESS THAN 25 APPLICATIONS (AVG.) ANNUALLY:

The bottom-tier cohort exhibits an extreme "long-tail" distribution: half of these 20 services receive fewer than 10 applications annually, with four licensing and permit processes (food-stall licences, explosive-permit renewals, tree-cutting approvals, hotel certific-ate renewals) each processing under six requests per year. For several such services, separate departmental portals exist, affecting the inflow of applications in Jan Seva Kendras.



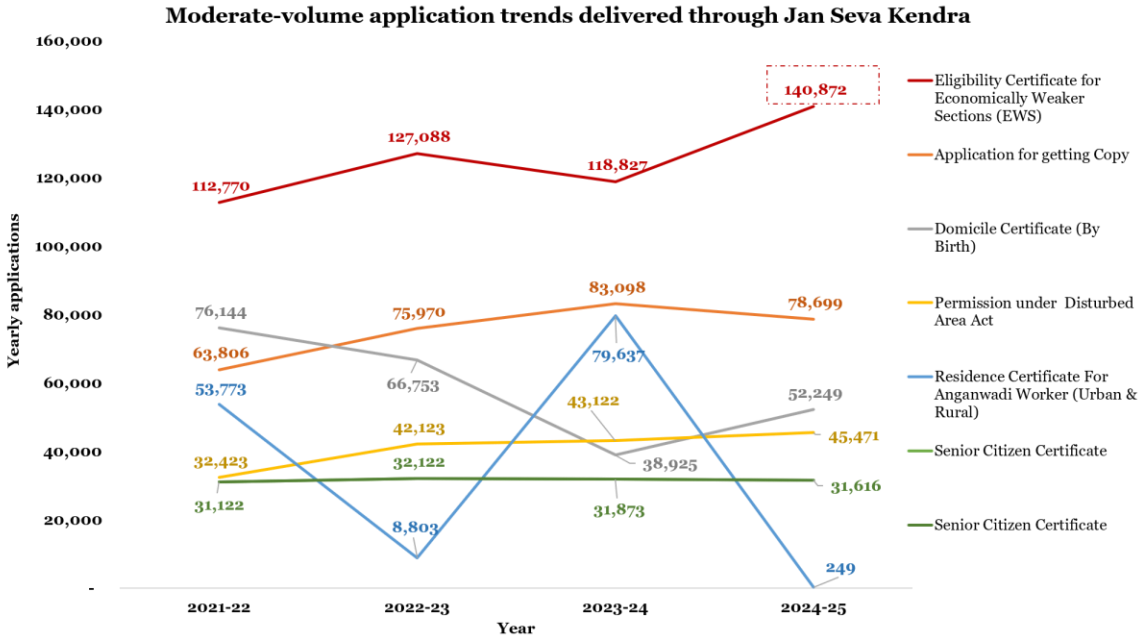
This ultralow demand suggests that bespoke counter handling for such infrequently used permits imposes a disproportionate burden on JSK staff and infrastructure. Migrating these services to a single portal or appointment-based model would reclaim valuable counter capacity for higher-volume transactions. A secondary cluster—including arms/ammunition sale licences, land-revenue permissions, and widow pensions—secures modest yet steady demand (11–20 applications per year). Streamlining these specialised workflows through pre-submission checklists, consolidated documentation portals, or periodic "camp" days for niche services could enhance efficiency without compromising accessibility.

MODERATE AND LOW VOLUME SERVICES AT THE JAN SEVA KENDRA

The EWS certificate exhibits a generally upward trajectory—rising from 120,000 in 2021–22 to 140,872 in 2024–25, despite a modest dip in 2023–24—underscoring its growing, resilient demand and the need to allocate sustained processing capacity.

- "Permission under the Disturbed Area Act" applications climbed steadily from 63,786 to 81,373 over three years before collapsing to just 2,249 in 2024–25, indicating a major policy or procedural change that warrants immediate investigation and potential realignment of service channels.
- Domicile certificates, Anganwadi-worker residence certificates, and Senior Citizen certificates each oscillate in a narrow band (32,000–42,000), reflecting stable, predictable mid-volume workloads that can be managed through standardized processing protocols and calibrated staffing levels.

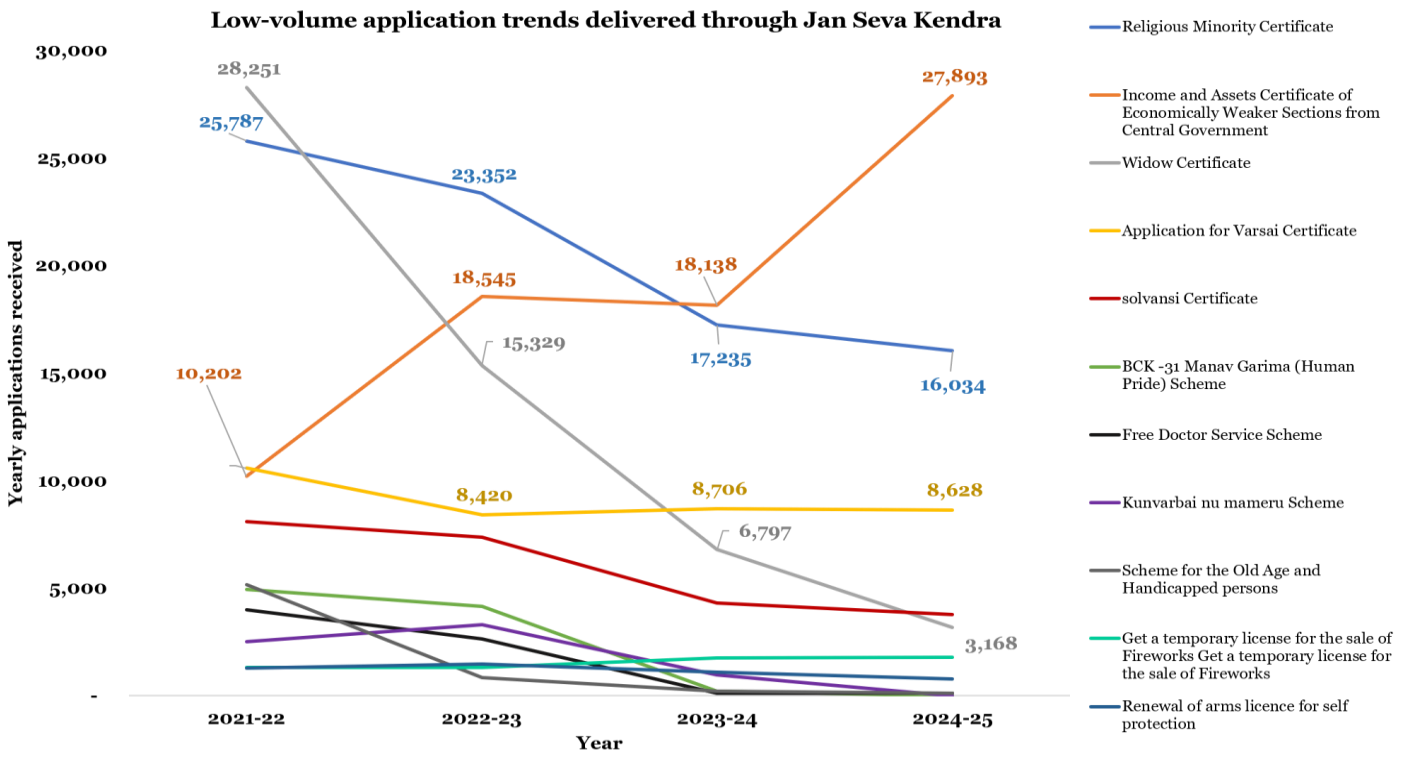
- Copy-request submissions peaked at 83,098 in 2022–23 and have since stabilized around 80,000 applications annually, suggesting a persistent baseline demand that could benefit from streamlined digital self-service options to alleviate counter pressure.



Medium Volume: Applications for the Assistance to Destitute Old Age Pension Scheme (ASD) have climbed steadily from 3,792 in 2021–22 to 6,797 in 2023–24, then surged to 22,188 in 2024–25, reflecting either widened eligibility, intensified outreach, or improved digital accessibility. Affidavit requests have experienced a precipitous decline, from 33,101 applications in 2021–22 to just 346 in 2024–25—suggesting major procedural changes, channel migration (e.g., self-service portals), or a consolidation of affidavit types. The starkly divergent trajectories underscore evolving citizen priorities and channel preferences, indicating the need to reallocate resources toward burgeoning pension-related workflows while reassessing the delivery model for affidavit services.

LOW VOLUME SERVICES:

- The Religious Minority Certificate displays a pronounced downward trajectory—from 28,251 applications in 2021-22 to 15,387 in 2023-24—followed by a modest uptick to 17,893 in 2024-25, indicating both waning awareness and potential process barriers that require targeted outreach and service simplification.
- Applications for the Central-Government EWS income and caste certificate decline steadily through 2023-24 (18,138 → 16,274) before rebounding sharply to 27,043 in 2024-25, suggesting the impact of recent policy shifts or enhanced facilitation efforts at JSKs that merit further investigation and possible replication across similar services.
- Several specialized welfare schemes—Manav Garima (Human Pride), Free Doctor Service, Kuvarbai nu Mameru —maintain nearly flat annual volumes (4,700–8,100), underscoring stable but limited demand; these services may be more efficiently delivered via scheduled camps or digital platforms rather than continuous counter operations.
- The Varsai Certificate experiences a sustained contraction (15,379 → 6,797), reflecting either declining eligibility populations or migration to alternative application channels, and pointing to an opportunity to retire or integrate this service into broader certification workflows.



Both Birth and Death Certificate applications delivered via e-Gram have declined sharply over four years—Birth Certificates fell from 819 in 2021-22 to 184 in 2024-25 (−78 %), while Death Certificates plunged from 883 to 101 (−89 %)—indicating significant shifts in channel use or administrative processes. The steeper drop in Death Certificate filings relative to Birth Certificates suggests differential migration to alternative service points, such as gram-level registers or hospital-based issuance, warranting an examination of back-end workflows and stakeholder practices. Given the minimal volumes in 2024-25, continuous counter provision may be inefficient; scheduled outreach camps or integration into broader civil-registration drives could better align resource deployment with actual demand.

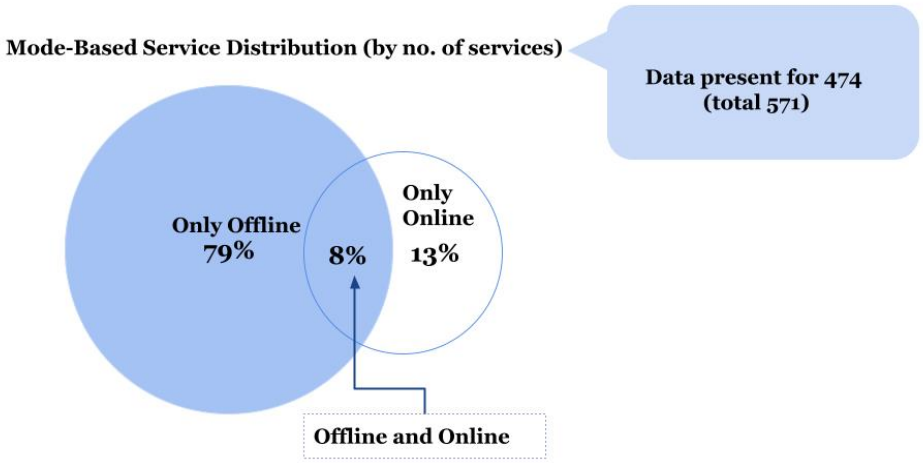
SERVICES PROVIDED USING THE E-NAGAR PLATFORM

Financial Year	2019-20		2020-21		2021-22		2022-23		2023-24		2024-25	
Module Name	Transaction	Revenue	Transaction	Revenue	Transaction	Revenue	Transaction	Revenue	Transaction	Revenue	Transaction	Revenue
Property Tax	1,79,757	34,83,20,643	7,75,014	1,82,83,31,099	14,59,875	3,82,40,55,394	21,60,759	5,58,50,57,672	24,27,292	6,22,46,87,421	23,40,538	6,54,81,39,265
Water & Drainage	941	5.17.365	10.585	63.14.103	28.139	1.21.01.485	60.128	1.82.98.762	2.05.494	3.78.19.140	1.74.357	3.91.52.038
Hall Booking	574	63.24.322	143	14.23.186	375	50.45.097	483	3.31.776	501	50.66.134	355	41.33.852
Complaint & Grievances	96.460	NA	73.169	NA	84.094	NA	62.202	NA	69.141	NA	64.442	NA
Building Permission	8.660	1.35.10.75.763	27.224	4.52.41.64.840	57.096	2.46.11.16.970	84.482	3.50.76.16.724	92.476	5.50.82.91.584	1.21.986	7.39.11.50.154
Estate Management	11	3.11.43.410	13	2.95.63.538	105	3.56.94.513	290	2.09.06.404	65	4.38.42.942	342	6.11.50.127
Registration of Marriage	97.388	10.57.735	46.176	7.55.995	57.971	9.05.040	68.267	11.24.250	5.368	17.62.090	5.491	15.72.810
Professional Tax	63,982	56,30,19,037	60,209	63,43,76,726	47,044	73,44,13,163	80,851	83,62,63,803	61,982	85,50,10,473	50,807	19,67,295
Shop & Establishment	72.367	24.35.994	98.927	40.70.409	49.814	17.92.402	46.711	12.64.300	40.532	13.84.600	27.588	9.88.100
Total	5,20,140	2,30,38,43,834	10,91,460	7,02,89,99,896	17,84,513	7,07,51,24,064	25,64,173	9,97,08,63,691	29,02,851	12,67,78,64,384	27,85,906	14,04,82,53,641

PART C

ANALYSIS OF MODES OF SERVICE DELIVERY

For the "Only Online" services, the major share is of the educational scholarships provided by the Department of Education and the Social Justice and Empowerment Department. Technically the scholarship schemes are not part of the Jan Seva Kendra. Out of the ~60-70 services available only via the online portal, 98% are scholarship-related: pre- and post-matric schemes. While this reflects successful digitization in a complex domain (DBT + multi-stakeholder validation), it also reveals that core government-to-citizen workflows (e.g., certifications, licensing, welfare services) remain offline-dependent.



Despite the push for digital delivery, over ~80% of services are still accessible only through offline channels. This limits scalability, restricts transparency, and increases dependence on physical infrastructure and operator discretion. This suggests a need to expand the scope of services offered online & transition existing offline services into digitally enabled workflows.

The Jan Seva Kendra provides crucial certificates and documents. The issuing authority of major services is Mamlatdar, and hence the Jan Seva Kendra has to serve the most number of applicants (83%).

The Digital Gujarat Portal and the App was also designed to enable citizens to submit their documents online and get the concerned certificate issued as an electronically signed PDF. Even though the portal is capable of serving in an end-to-end online mode, there are certain glitches and breaks in the workflow that curtail citizens and officers alike from using it. **Therefore, only ~4% of citizens choose to use the online route, while 96% rely on assisted service centers. This indicates that the digital channel is functionally present but practically underutilized.**

Channel	% Users	Avg. Monthly Users (Mn)
Online (self-service)	3.86%	0.29 Mn
JSK (assisted)	72.48%	5.62 Mn
e-Gram (assisted)	23.60%	1.83 Mn

Mode	Channel	No. of services	Top Services (>80% of total volume)	Avg Monthly Users across state%
Hybrid Mode (Online+ Offline)	JSK, e-gram & Online	32	Ration, income & caste certificate	52% (4.57 Lakh)
Online Only	Online portal	68	Pre & Post Scholarship Schemes	38% (3.34 Lakh)
Offline Only	JSK	163	Other Affidavit Certificate, Socially and Economically Backward Class Certificate	10% (0.88 Lakh)
	e-gram	303	Pension Schemes; Vahli Dikri Yojana; ASD	
	JSK, e-gram	5	Temporary Residence Certificate, Affidavit of caste	

SERVICE-WISE LOAD DURING PEAK MONTH

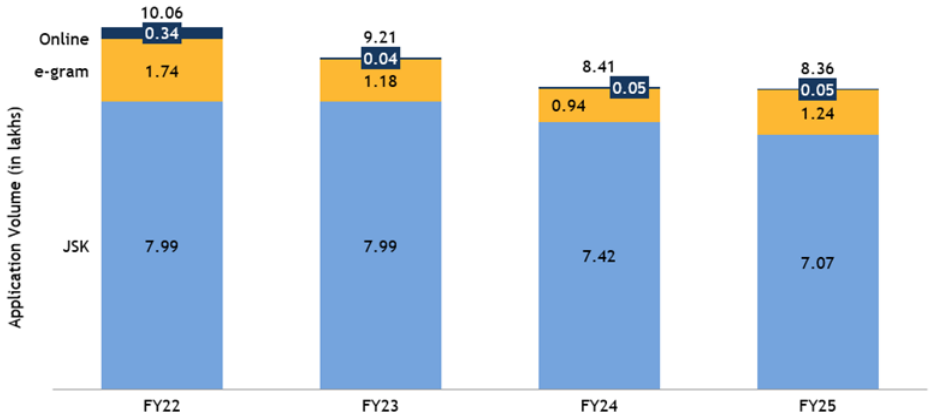
Key services at JSK in June FY25	
Service name	% Share of annual load
1. SEBC Certificate (Panchayat) (Rural)	17%
2. ST Caste Certificate	17%
3. Affidavit of Caste	16%
4. Income Certificate	16%
5. SC Caste Certificate (Panchayat) (Rural)	16%
6. Nomad-Denotified Caste Certificate (Panchayat)	15%
7. Domicile Certificate (By Birth)	15%

Key services at e-gram in June FY25	
Service name	% Share of total load
Nomad-Denotified Caste Certificate (Gram Panchayat)	35%
Religious Minority Certificate (Gram Panchayat)	18%
Affidavit of Caste	18%
Unreserved Caste Certificate(Gram Panchayat Without Income)	16%
Income certificate (Gram Panchayat)	15%

PART D

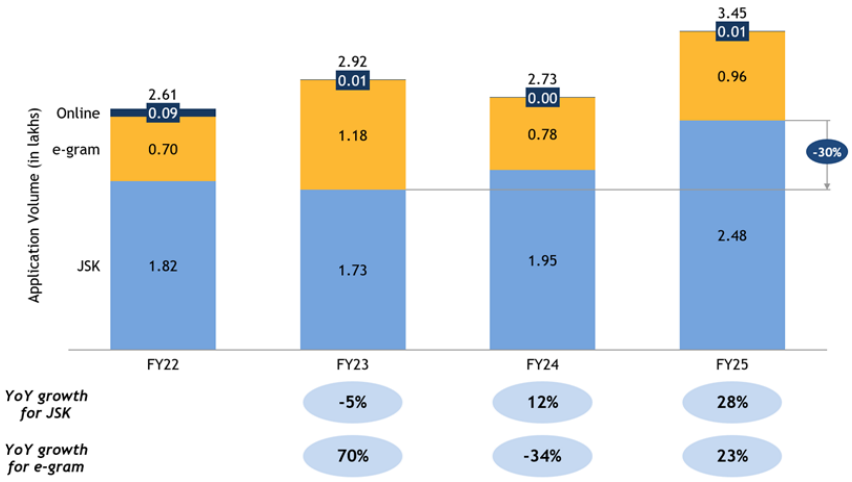
GEOGRAPHICAL TRENDS OF VOLUME

Heavy Footfall - Sample District – Ahmedabad: The volume of annual applications in JSK for Ahmedabad has shown an overall decreasing trend whereas transaction load at e-gram has shown a slight upward trajectory in FY25.



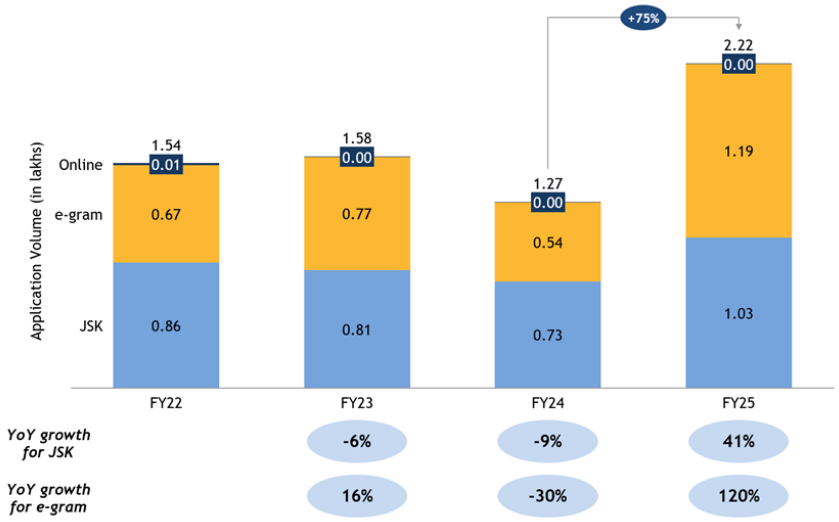
Yearly application volume (in lakhs) for JSK, e-gram & online between FY22 to FY25 for Ahmedabad

Moderate Footfall - Sample District – Valsad: The volume of annual applications in JSK for Valsad has shown an upward trend with 28% y-o-y growth in FY25 over FY24 and 30% growth over the last 2 years, whereas applications load at e-gram peaked in FY23 and has remained similar in the rest of the years.



Yearly application volume (in lakhs) for JSK, e-gram & online between FY22 to FY25 for Valsad

Light Footfall - Sample District – Chhota Udepur: The volume of total annual applications at both JSK and e-grams grew by 75% y-o-y from FY24 to FY25, with a higher increase (120% y-o-y) at e-grams – indicating overall growth in penetration of services in the district.



Yearly application volume (in lakhs) for JSK, e-gram & online between FY22 to FY25 for Chhota Udepur

PART E

REASONS FOR THE DEMAND FOR VARIOUS DOCUMENTS

- **Demand concentration:** The top three services alone account for 4,237,105 of 8,385,929 applications (50.6%), with the rural Income Certificate (Gram Panchayat) contributing 1,889,214 (22.5%). Such concentration means staff shortages, network issues, or seasonal peaks in a few locations could disrupt a large share of statewide service delivery.
- **Household changes as a demand driver:** Ration-card lifecycle updates—name addition, deletion, correction, new/separate/duplicate—total 2,933,525 applications (35.0%). This suggests that life events (marriage, births/deaths, migration, household splits) generate substantial administrative workload, making event-based, one-touch updates a high-yield reform.
- **Eligibility documentation dominates usage:** Income, Non-Creamy Layer (GoG/GoI/Gram), SEBC (general/Gram), EWS, and caste certificates together comprise 4,751,103 applications (56.7%). Since these repeatedly verify the same attributes (income, social category, domicile), a "verify once, reuse for validity period" approach can cut repeat visits and back-office rework.
- **Single-channel dependencies are a vulnerability:** Four high-volume services—Income Certificate (Gram Panchayat) via e-Gram (1,889,214) and Affidavits (624,126), Caste Certificate–ST (298,185), Request for Copy (77,175) via Jan Seva Kendra—sum to 2,888,700 applications (34.4%) through a single channel. Building redundancy (alternate channels and digital self-service) for specific services would materially reduce outage risk.
- **Workload is concentrated at the Mamlatdar tier:** Mamlatdars sanction 5,522,706 applications (≈66%), compared with Talati (1,889,214) and Taluka Development Officers (974,009). Streamlining documentation,

delegating low-risk cases, and enabling automatic approval where rules are unambiguous at this level would deliver system-wide gains in time and queue reduction.

- **Parallel certificate variants drive repeat applications:** Variants such as NCL for GoG vs GoI, Income for state vs GoI, and SEBC general vs Gram indicate non-harmonized documentary requirements. Formal mutual recognition and a common data standard across schemes would limit citizens' need to reapply for the same underlying facts.
- **Village-level capacity shapes overall performance:** Services explicitly anchored in Gram Panchayat or Gram variants account for 2,765,959 applications (33.0%), with e-Gram frequently used in ration-card workflows. Investments in village counters—staffing, connectivity, and standard procedures—would disproportionately improve statewide outcomes.
- **Procedural add-ons inflate footfall:** High demand for Affidavits (624,126) and Requests for Copy (77,175) signals that compliance steps sit outside primary transactions. Converting these into in-workflow self-declarations with targeted post-verification would reduce additional visits without weakening integrity.
- **Reframe delivery around life events, not forms:** The coexistence of high certificate demand and heavy ration-card updates argues for event-centric bundles (e.g., marriage, newborn registration, inter-district move) that trigger proactive updates to ration cards and eligibility status, replacing multi-form, multi-counter journeys with a single, data-driven process.

DATA ANALYSIS FOR VARIOUS SERVICES PROVIDED OVER THE YEARS 2021-22 TO 2024-25

RATION CARD

Service Name - Ration Card	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
Addition of Name in Ration Card	987,154	991,419	889,433	1,207,166	***4,075,172***	***1,018,793***
Removal of Name from Ration Card	457,620	505,194	478,065	630,046	***2,070,925***	***517,731***
Change in Ration Card	372,135	413,323	470,730	500,044	***1,756,232***	***439,058***
Application for New Ration Card	148,820	153,410	136,922	141,692	***580,844***	***145,211***
Application for Separate Ration Card	113,032	123,393	145,040	171,686	***553,151***	***138,288***
Application for Duplicate Ration Card	44,746	57,494	76,241	83,951	***262,432***	***65,608***
Application for Ration Card Member's guardian	6,313	5,798	1,483	747	***14,341***	***3,585***
Grand Total	***2,129,820***	***2,250,031***	***2,197,914***	***2,735,332***	***9,313,097***	***2,328,274***

INCOME CERTIFICATE

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
Income Certificate	1,321,612	1,187,098	1,027,889	989,339	**4,525,938**	1,131,485
Income certificate (Panchayat) (Rural)	878,066	356,727	125,333	96,147	**1,456,273**	364,068
Grand Total	***2,199,678***	***1,543,825***	***1,153,222***	***1,085,486***	***5,982,211***	***1,495,553***

EWS CERTIFICATES

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
Eligibility Certificate for Economically Weaker Sections (Panchayat-With Income) (Rural)	65,684	75,834	68,742	78,841	289,101	72,275
Eligibility Certificate for Economically Weaker Sections (With Income)	47,086	51,254	50,085	62,031	210,456	52,614
Grand Total	***112,770***	***127,088***	***118,827***	***140,872***	***499,557***	***124,889***

NON-CREAMY LAYER CERTIFICATE

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
Non-Creamy layer Certificate for Gujarat Government (Panchayat) (Rural)	290,695	194,810	177,030	289,469	952,004	238,001
Non-Creamy layer Certificate for Gujarat Government	252,331	182,195	169,873	235,519	839,918	209,980
Non-Creamy layer Certificate for Central Government	47,791	51,118	46,082	115,956	260,947	65,237
Grand Total	***590,817***	***428,123***	***392,985***	***640,944***	***2,052,869***	***513,217***

CASTE CERTIFICATE

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
ST Caste Certificate	64,127	187,274	244,978	295,294	791,673	197,918
SC Caste Certificate (Panchayat) (Rural)	65,440	53,887	57,117	60,124	236,568	59,142
Unreserved Caste Certificate (Panchayat-Without Income) (Rural)	38,068	43,412	42,215	42,647	166,342	41,586
Unreserved Caste Certificate (Without Income)	22,582	24,620	24,228	30,504	101,934	25,484
SC Caste Certificate	26,463	20,681	21,151	22,475	90,770	22,693
ST Caste Certificate- Old	90,734				90,734	90,734
SC Caste Certificate from Central Government	10,522	12,326	13,337	44,900	81,085	20,271
Nomad-Denotified Caste Certificate (Panchayat) (Rural)	7,511	10,956	11,383	10,515	40,365	10,091
ST Caste Certificate (Panchayat) (Rural)	36,891				36,891	36,891
Nomad-Denotified Caste Certificate	4,047	4,823	4,850	4,558	18,278	4,570
Grand Total	***366,385***	***357,979***	***419,259***	***511,017***	***1,654,640***	***509,379***

SEBC CERTIFICATE

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
SEBC Certificate (Panchayat) (Rural)	330,131	309,323	332,192	438,460	1,410,106	352,527
SEBC Certificate	127,203	101,983	107,382	150,525	487,093	121,773
Grand Total	***457,334***	***411,306***	***439,574***	***588,985***	***1,897,199***	***474,300***

AFFIDAVIT RELATED DATA

Service Name	#Applications (2021-22)	#Applications (2022-23)	#Applications (2023-24)	#Applications (2024-25)	Total	Average
Affidavit of Caste	18,136	12,555	14,073	13,386	58,150	14,538
Affidavit of Income	398,641	124,391	29,526	5,790	558,348	139,587
Affidavit of Income (Non-Creamylayer)	49,445	34,553	30,486	41,650	156,134	39,034
Other Ready Affidavit	802,193	575,818	568,875	621,073	2,567,959	641,990
Affidavit of Widow Assistance related	21,708	14,014	3,766	401	39,889	9,972
Grand Total	***1,290,123***	***761,331***	***646,726***	***682,300***	***3,380,480***	***845,120***

PART F

COMPENDIUM OF BEST PRACTICES FOR VARIOUS SERVICES PROVIDED IN DIFFERENT INDIAN STATES

RATION CARD

Tamil Nadu – TNPDS Smart Ration Card Initiative

Tamil Nadu has introduced the Smart Ration Card under the TNPDS mobile app, enabling citizens to digitally link Aadhaar with their ration cards via OTP-based e-KYC, even through SMS or in-person at fair price shops. This ensures almost universal Aadhaar seeding, improving subsidy targeting and eliminating duplicate cards. With 99.8% Aadhaar seeding nationwide, Tamil Nadu's integration is among the highest in the country. The eKYC linkage enables:

- Automatic pre-fill of family details during applications for certificates (income, caste, etc)
- Digital eligibility checks across welfare schemes, reducing documentation burden
- Real-time monitoring and cancellation of fraudulent or duplicate cards

INCOME CERTIFICATE

Maharashtra – Aaple Sarkar & eDistrict Portal

- Online Application via Aaple Sarkar: Citizens can register on the Aaple Sarkar portal, submit income certificate applications, upload documents, pay fees, track status, and download certificates—entirely online.
- Streamlined Process & Accessibility: The eDistrict portal offers 24x7 access for key documents like income certificates, along with a dedicated helpline for support.
- Transparent Workflow & Accountability: Revenue department mandates include fee structure, processing timeline (~15 days), and escalation layers in cases of delay.

CASTE CERTIFICATE

Maharashtra – Blockchain-Based Caste Certificate Innovation

Maharashtra piloted a Polygon blockchain-based caste certificate issuance system in Gadchiroli district in 2022:

- Tamper-Proof Issuance: Certificates are anchored on Polygon via LegitDoc; each includes a blockchain-backed QR code for instant verification on any device
- Reduced Fraud Risk: Fake certificates are immediately identifiable due to a mismatch between QR data and blockchain records
- Targeted Rollout: Phased across tribal populations (~65,000 in initial rollout), including high-impact communities in Etapalli and Bhamragad

NON-CREAMY LAYER CERTIFICATE

Telangana's MeeSeva e-governance platform facilitates NCL certificate issuance through an end-to-end digital workflow:

- Dedicated Service Page: Available as a public-facing service with clear instructions on documents and eligibility.
- Online and Assisted Channel Access: Applications supported via MeeSeva portal or through networked village-level kiosks, with backend verification linking to family income data.
- Unified Eligibility Mode: Consistent validation logic ensures uniformity between online and offline processes.

EWS CERTIFICATES

Karnataka – Efficient Digital Integration via Nadakacheri

- Karnataka enables online applications for EWS certificates via the Nadakacheri portal, allowing upload of required documents and seamless tracking.
- Applicants visit Janasnehi Kendras or use the portal to apply; status and collection timelines are communicated digitally.
- The process includes local verification by Revenue Inspectors and Taluk-level officers, followed by issuance within a defined service window.

Kerala – Tailored, Localized Eligibility Framework

Kerala implemented EWS reservation with tighter state-specific criteria, including:

- Lower income threshold than the central ₹8 lakh cap.
- Strict constraints on property ownership (e.g., <2.5 acres in panchayats; small plot thresholds in urban areas).

This specificity ensures greater targeting accuracy and reduced misuse, aligning eligibility closely with local economic conditions.

SEBC CERTIFICATE

Karnataka – Nadakacheri

Karnataka enables SEBC (OBC) certificate applications via its Nadakacheri (AJSK) platform, offering online submission, document uploads, OTP-based authentication, e-sign, fee payment, tracking, and digital or kiosk-based issuance. This allows citizens to apply seamlessly via mobile number login—either online or assisted at a Janasnehi Kendra—with status updates and e-delivery where supported.

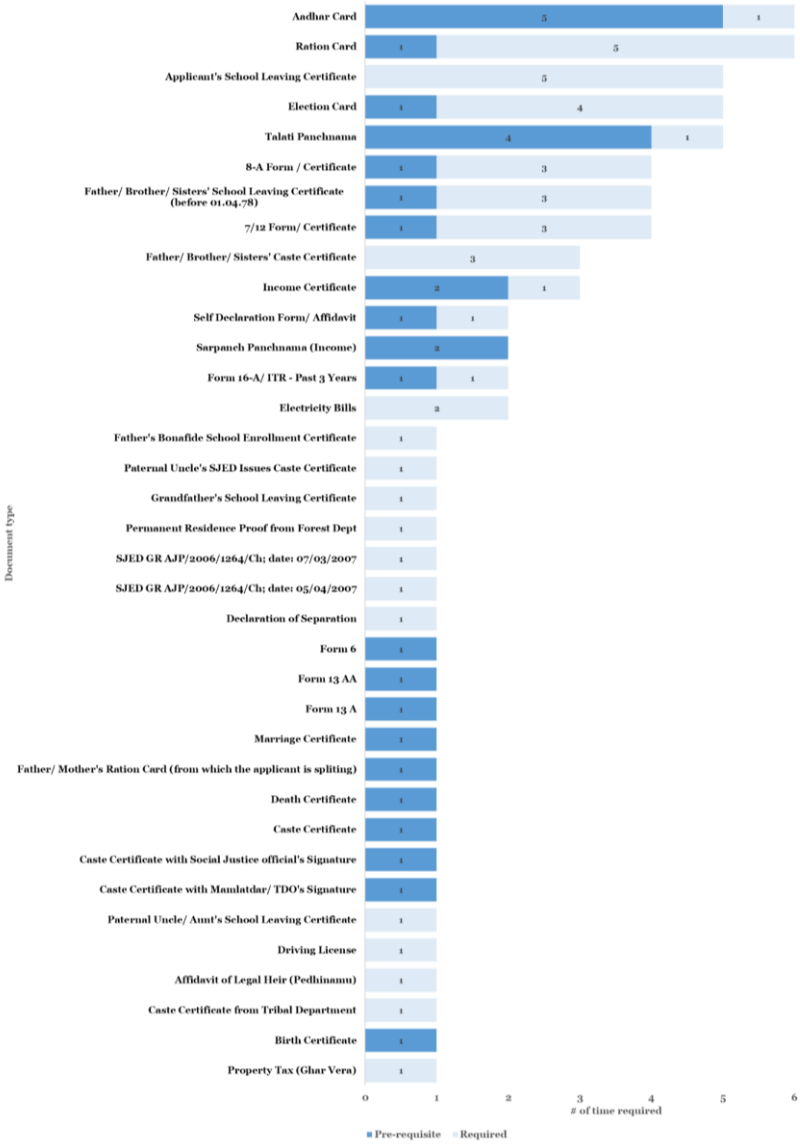
BEST PRACTICES ON E-STAMPING AND AFFIDAVITS

E-Stamping across other states: India's shift to e-stamping has paved the way for digital affidavits. States such as Karnataka, Gujarat, Tamil Nadu, Odisha, Haryana, and West Bengal now support e-stamping—a secure, tamper-proof replacement for physical stamp papers. Users can pay stamp duty online and receive a digital certificate with a unique QR code. Benefits include the instantaneous generation of valid stamp certificates and a fraud-resistant design with easy online verification. Several tech-enabled services now offer end-to-end digital affidavit processing:

- LegalParihar: Drafts affidavits online, gets them e-stamped, notarised, and delivered—soon, often same-day delivery nationwide.
- eSahayak and NotaryKart: Provide templates, e-stamp integration, and e-signing options for affidavits, along with pre-configured use-case formats.

PART G

CHRONOLOGY OF DOCUMENTS AND THE IMPORTANCE THEREIN



PART H

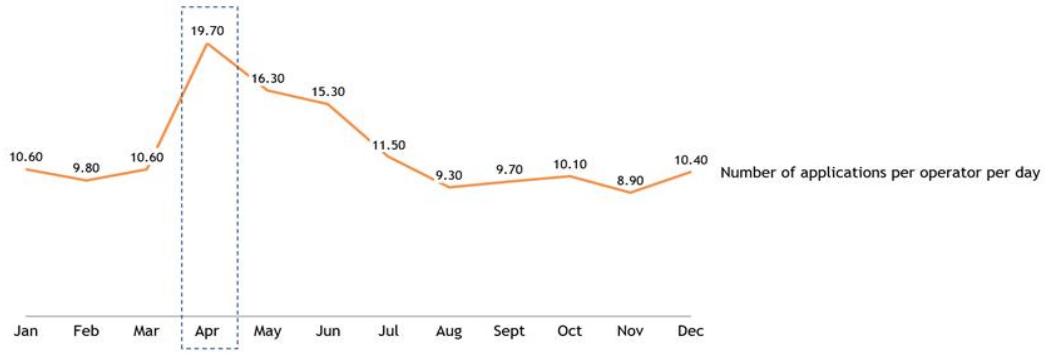
SAMPLE ANALYSIS OF THE CURRENT STATUS OF MANPOWER AT THE JAN SEVA KENDRA

To analyze workload estimates, districts are classified into three archetypes basis volume of total applications recorded via all modes (online, offline & digital) as:

- Heavy Traffic: More than 5L annual applications
- Moderate Traffic: Between 2.5L to 5L annual applications
- Light Traffic: Less than 2.5L annual applications

HEAVY TRAFFIC || SAMPLE DISTRICT – AHMEDABAD

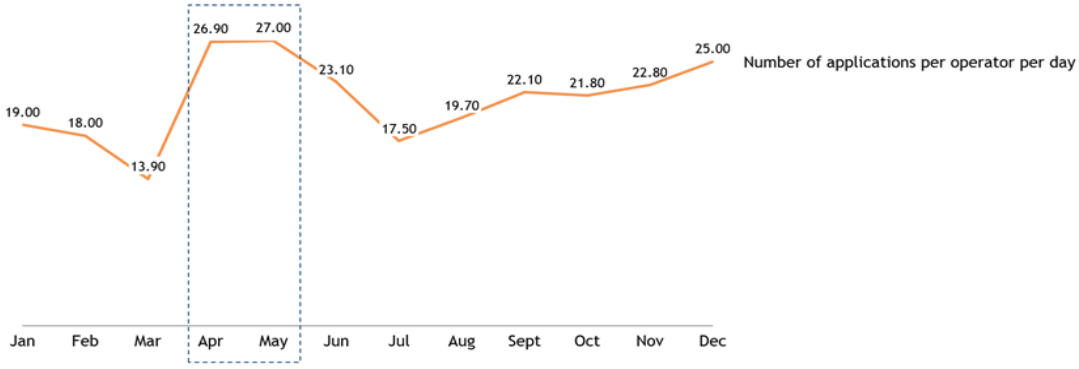
The number of applications per day per operator for a heavy traffic district peaks in April with ~20 applications per operator per day, aligning with the need for more services related to certificates for admission processes, as discussed above.



Number of applications per operator per day in FY25 for Ahmedabad (No. of working days per month taken as 23 (275/12))

MODERATE TRAFFIC || SAMPLE DISTRICT – JUNAGARH

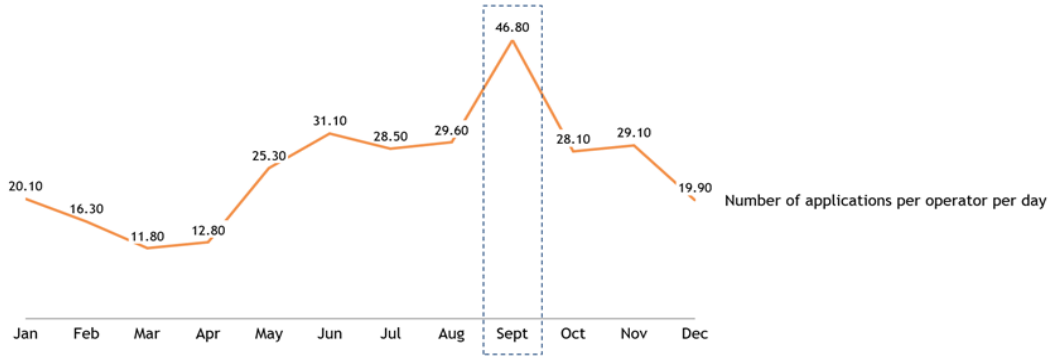
The number of applications per day per operator peaks in April & May – for the same reason as discussed above in case of heavy traffic district, with ~27 applications per operator per day.



Number of applications per operator per day in FY25 for Junagarh (No. of working days per month taken as 23 (275/12))

LIGHT TRAFFIC || SAMPLE DISTRICT – CHHOTA UDEPUR

The number of applications per day per operator peaks in September with ~47 applications per operator per day – possibly due to increased transaction load (from services related to welfare schemes and benefits) caused by the incoming festival season. The average peak application load per operator per day increases from heavy footfall (urban) district to moderate footfall (semi-urban) district and is maximum for light footfall (rural) district – strongly emphasizing on the need for manpower re-distribution.

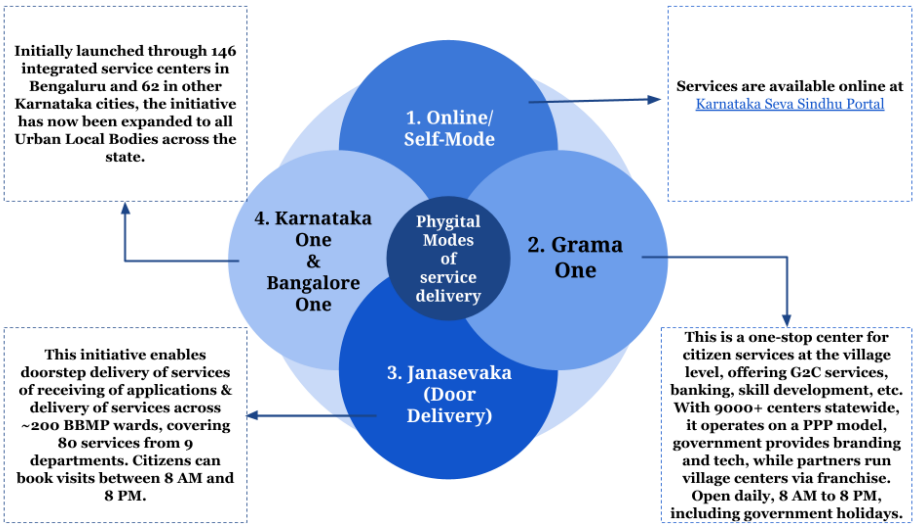


Number of applications per operator per day in FY25 for Chhota Udepur (No. of working days per month taken as 23 (275/12))

PART I

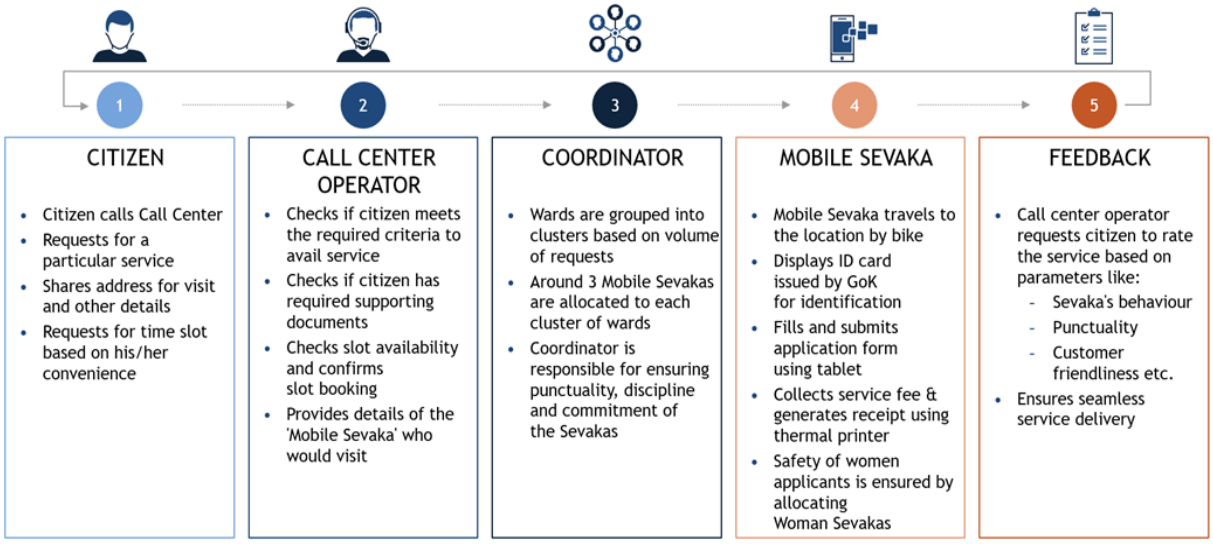
KARNATAKA'S SEVA SINDHU AND SAKALA MODEL

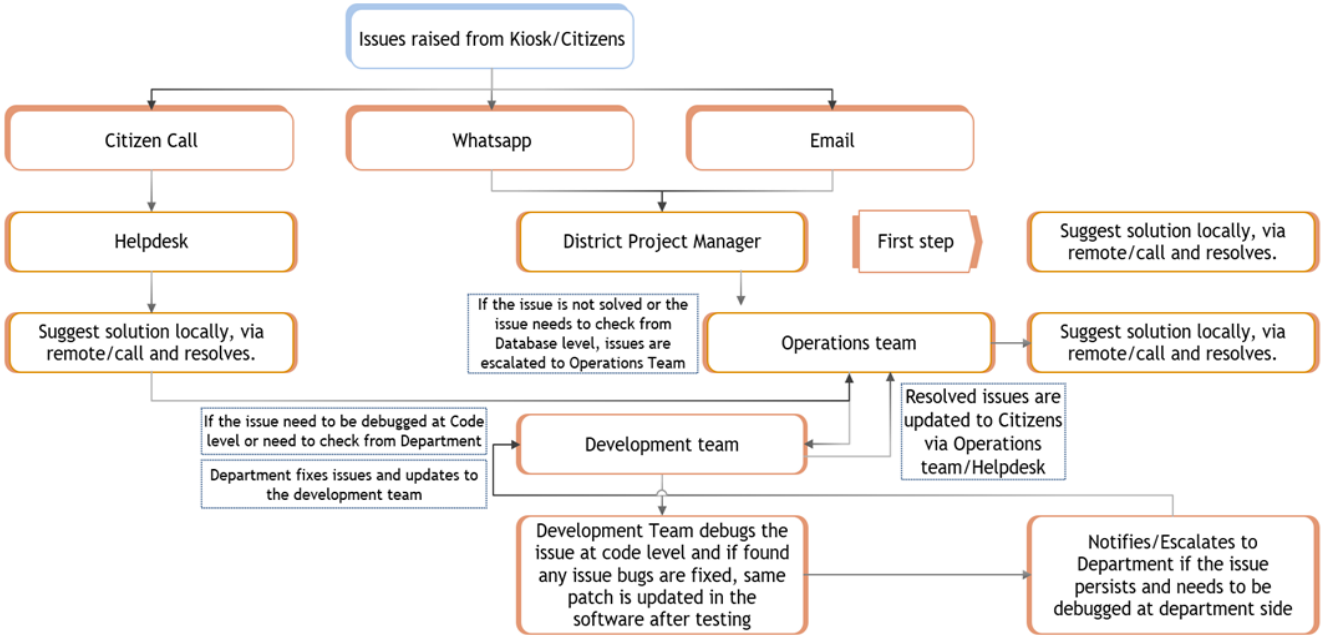
Karnataka has established a citizen-centric, legally backed service delivery framework integrating the **Seva Sindhu** digital portal with the **Sakala Mission**. This unified platform offers over 850 cashless, paperless, contactless services from 80+ departments via web and mobile, processing ~30 million transactions to date. Key features include Single Sign-On, Aadhaar-linked auto-filled forms, mobile-responsive design, real-time multi-channel status updates, citizen dashboards, and integrated feedback with centralized grievance redressal. Payments are routed through the DBT platform, and proactive information is shared via *Mahiti Kanaja*. Services are delivered through both online and physical channels, with all requests digitally tracked.



Under the Karnataka Guarantee of Services to Citizens Act, time-bound delivery is mandated, with public dashboards, unique tracking IDs, and monetary compensation for delays. A centralized grievance system resolves

issues locally or escalates them systematically, ensuring transparency, accountability, and improved citizen experience across the state's governance ecosystem.





HARYANA'S ANTYODAYA- SARAL UNIFIED SERVICE PORTAL

Antyodaya-SARAL is Haryana's flagship single-window platform providing seamless access to 550+ services across 40+ departments, both online and via assisted channels like Antyodaya Kendras and CSCs. Awarded the Gold at the 23rd National Conference on e-Governance (2019–20), it integrates applications, payments, tracking, and grievance

redressal into an end-to-end digital journey. Citizens can apply, pay, and download approvals without physical visits, track progress in real time via unique ARNs with SMS/email alerts, and raise grievances that auto-escalate if unresolved. A public dashboard displays service performance, SLA compliance, and turnaround times, ensuring transparency and accountability. The bilingual Jan Sahayak app, integrated payment gateways, and citizen feedback loops further enhance accessibility, efficiency, and service quality across urban and rural areas.

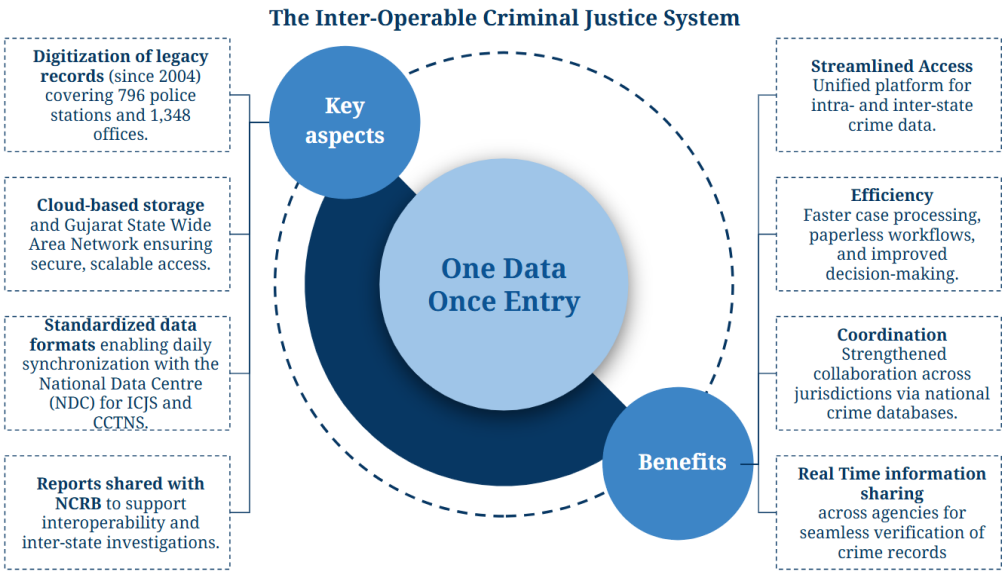
TELANGANA'S SERVICE DELIVERY MODEL

Launched in 2011, **MeeSeva** is Telangana's unified platform offering 550+ services across ~40 departments via online, mobile, kiosk, and assisted channels, processing 20+ crore transactions in FY 2024–25 worth ₹7,150 crore. It features real-time tracking, Digilocker integration, and multiple payment options, earning national and global awards. Complementing it, the **T App Folio** (2018) provides mobile-first access to 180+ services, while **T-Wallet** enables instant digital payments.

SINGAPORE'S SINGPASS

Singapore's **SingPass** National Digital Identity (NDI) and **API Exchange (APEX)** form the backbone of its globally acclaimed digital governance model, ranked top 3 in the 2024 UN E-Government Development Index. Launched in 2003, Singpass serves 97% of residents over 15, enabling secure single-login access to 2,000+ public and private services across 340 agencies, with 350+ million annual transactions. Key features include **MyInfo** (consent-based pre-filled data), digital signatures, QR login, face verification, and multi-user SMS OTP. **APEX** facilitates secure, interoperable data sharing, handling 100+ million API calls monthly and supporting 2,400+ API functions across 30+ agencies. MyInfo's "tell-us-once" model streamlines workflows, linking over 220 government and 2,400 commercial services. Together, Singpass and APEX deliver high-trust, inclusive, and efficient multi-channel service experiences.

INTEROPERABLE CRIMINAL JUSTICE SYSTEM - A CASE OF SUCCESSFUL BACKEND INTEGRATION WITH E-GUJ-COP



The Inter Operable Criminal Justice System (ICJS) operates on the principle of "One Data, Once Entry", integrating police, courts, prisons, prosecution, and forensics on a centralized platform. This ensures seamless tracking of crime records from FIR registration to conviction, with nationwide accessibility for authorised officials.

Since 2013, Gujarat has operated the e-Guj-Cop system, a state-specific version of CCTNS[6], aiming to create a paperless, efficient platform for crime tracking and

[6] Crime and Criminal Tracking Network System

analysis. Gujarat has demonstrated effective backend integration of e-Guj-Cop systems, with the National Crime Records Bureau (NCRB) and the ICJS systems using bridge software. The integration was easy due to a bridge software that helps the user to use the same front-end interface but seamlessly shares data with the other parent software. Reports generated by e-Guj-Cop are submitted to the NCRB using standardised formats, enhancing interoperability with CCTNS and facilitating inter-state coordination. For intra-state crime investigations, Gujarat's police access records via e-Guj-Cop; in instances of inter-state cases, they rely on the CCTNS and ICJS databases for a broader search. Data is updated daily at the National Data Centre (NDC), ensuring daily synchronization with national crime records through bridge software. Gujarat's e-Guj-Cop showcases how state-level digital infrastructure can be seamlessly integrated with national platforms like ICJS, enabling real-time, interoperable, and efficient law enforcement operations.

APPENDIX-II

A team of Chief Minister's Fellows visited 4 Districts to learn, observe and document the processes of the Citizen Service Delivery. The field visits also included observing and documenting the functioning of Primary Health Centres, Community Health Centres, Primary and Secondary Schools, Pay Centre Schools and interactions with the following officers of the District Administration:

BANASKANTHA DISTRICT

Collector of the District

PALANPUR TALUKA (DISTRICT HEADQUARTERS)

- Mamlatdar Rural
- Mamlatdar City Area
- SDM of Deesa
- Deputy Election Officer, Palanpur (Nodal for Visit)

AMIRGARH TALUKA

- Deputy Mamlatdar ATVT
- Deputy Manlatdar eDhara
- Deputy Mamlatdar Revenue

THARAD TALUKA

- VC at Rah Village
- UIDAI Supervisor (Outsourced)
- UIDAI Operator x2
- Deputy Mamlatdar ATVT
- Deputy Manlatdar eDhara
- Deputy Mamlatdar Revenue

CHOTA UDEPUR DISTRICT

Collector of the District

CHOTA UDEPUR TALUKA

- RAC (Nodal)
- SDM CU
- Mamlatdar
- Deputy Mamlatdar (ATVT)
- Deputy Mamlatdar (Civil Supply)
- Supervisor (JSK)

DHANDHODA GRAM PANCHAYAT (CHOTTA UDEPUR TALUKA)

- Talati cum Mantri
- VCE

DAHOD DISTRICT

Collector of the District

District Development Officer, Dahod

Resident Additional Collector, Dahod

Prant Officer, Dahod

DAHOD - TALUKA

- Mamlatdar- Dahod
- Deputy Mamlatdar-ATVT
- Data Entry Operator- ATVT
- Data Entry Operator- e-dhara

GARBADA – TALUKA

- Mamlatdar- ATVT
- Deputy Mamlatdar- e-dhara
- Data Entry Operator- ATVT
- Data Entry Operator- e-dhara
- DLE, Jilla Panchayat, Dahod
- DLE: District Level Executive

CHHAPRI- PANCHAYAT

- VCE, Chhapri village, Taluka-Dahod
- VCE: Village Level Computer Enterprise

JHALOD- TALUKA

- Mamlatdar- Jhalod
- TDO, Jhalod
- TCM- Dungri, Limdi, Mundha, Pipaliya, Suthar Vasa, Thala, Bilwani, Golana, Pareva
- Principal- Bilwani School, Jhalod
- CSE, Dahod
- CSE: Common Service Centre (Private)

ARAVALLI DISTRICT

Collector of the District

MODASA TALUKA (DISTRICT HEADQUARTERS)

- Mamlatdar
- Deputy Mamlatdar (ATVT)
- Talati
- VCE Operators

DEPUTY MAMLATDARS OF THE FOLLOWING TALUKA

- Modasa,
- Meghraj
- Bhiloda,
- Malpur,
- Dhansura

VCE OPERATORS

- Khalikpur Gram Panchayat
- Bherunda Gram Panchayat
- Kishorpura Gram Panchayat
- Medhasan Gram Panchayat
- Bhachadiya Gram Panchayat
- Nava Vadvasa Gram Panchayat

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2. B. R. Sagar, Resident Additional Collector, Ahmedabad
3. H. U. Shah, Additional Resident Deputy Collector, Ahmedabad
4. J. S. Desai, Mamlatdar, Asarva
5. Dhaval Desai, Taluka Development Officer, Detroj

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