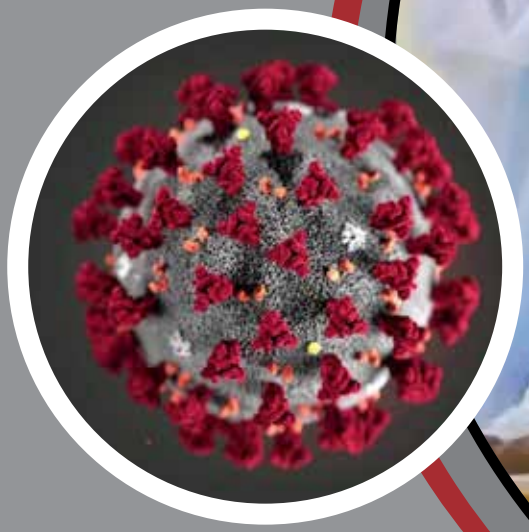
विद्याविनियोगाद्विकासः
IIM
AHMEDABAD



MANAGEMENT OF THE COVID-19 PANDEMIC IN GUJARAT

Understanding the governance initiatives, leadership processes and their impact

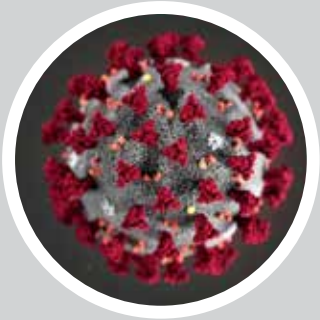
Principal Investigator

Prof. Ranjan Kumar Ghosh

(IIM Ahmedabad)

Research Team

Nikita Tank, Madhubanti Dutta, Satyam Saxena and Pratik Suthar



MANAGEMENT OF THE COVID-19 PANDEMIC IN GUJARAT

Understanding the governance initiatives, leadership processes and their impact

Principal Investigator

Prof. Ranjan Kumar Ghosh

(IIM Ahmedabad)

Research Team

Nikita Tank, Madhubanti Dutta, Satyam Saxena and Pratik Suthar

विद्याविनियोगाद्विकासः

IIM AHMEDABAD

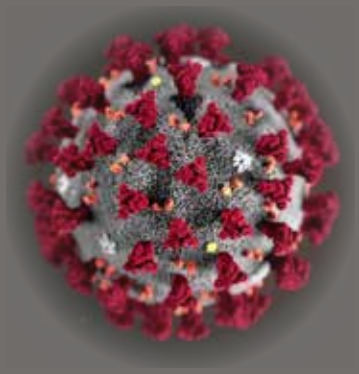


TABLE OF CONTENTS

1. Preface xi

2. Executive summary xiii

3. Background 1

4. Governance response 7

4.1 Initial preparedness 7

4.2 Public health 8

(1) Airport screening 9

(2) Information, Education and Communication (IEC) 9

(3) Contact tracing 9

(4) Establishment of COVID-19 hospitals & care centres 10

(5) Testing 11

(6) Manpower augmentation and training 12

(7) District level taskforce 12

(8) Other non COVID-19 related support 12

4.3. Lockdown enforcement 13

(1) Surveillance technique for lockdown enforcement 15

4.4. Supply of essential food 15

(1) Distribution of food grains 15

(2) Supply of fruits & vegetables and milk 22

4.5. Support to migrant labour 23

(1) Inter-state and intra-state movement of labourers 23

(2) Shelter home management 25

(3) Governance through social media platforms 25

4.6. Sectoral adaptations in agriculture and industry 26
(1) Agriculture 26
(2) Industries 26
(3) Some initiatives under Aatmanirbhar Gujarat Package 27
4.7. Ensuring social distancing 28
4.8. Public awareness & engagement 29
4.9. Brief narration of the role of municipal corporations 30
(1) Ahmedabad Municipal Corporation 30
(2) Rajkot Municipal Corporation 31
(3) Surat Municipal Corporation 32

5. Leadership response 33
5.1. Role of executive leadership 33
(A) Specific initiatives 33
(B) Establishment of Chief Minister's war room 35
5.2. The Samaritan role of police 37

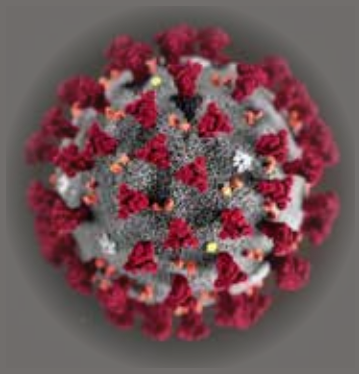
6. Stakeholder opinion survey 39
6.1 Citizen experiences amidst COVID-19 39
6.2 Administrative workers' experience amidst COVID-19 46
6.3 Health workers' experiences amidst COVID-19 53

7. Lessons and best practices from other states 61
7.1 Karnataka 61
7.2 Uttar Pradesh 62
7.3 Kerala 63
7.4 Rajasthan 64
7.5 North Eastern States 65

8. Conclusion 67

9. Annexure 69

References 78



LIST OF TABLES

Table 1: Revised ceiling rates for COVID-19 patients in Ahmedabad as on May 16, 2020 11

Table 2: Details of beneficiaries under the National Food Security Act (in Lakhs) 16

Table 3: Details of the beneficiaries not covered under National Food Security Act (in Lakhs) 17

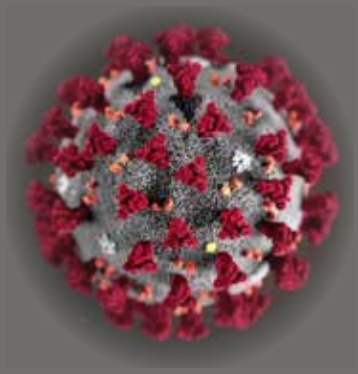
Table 4: Details of food distribution under other schemes 17

Table 5: Total quantity (in lakh metric tonnes) of food grains distributed in three months 18

Table 6: The district-wise classification of respondents in this category is listed below: 40

Table 7: The district-wise classification of administrative workers in Gujarat 47

Table 8: District-wise classification of health workers in Gujarat who participated in the survey 54



LIST OF FIGURES

Figure 1: Epidemiological situation in major cities 1

Figure 2.a: Inter-state comparison of cases – CDGR (%) & doubling days as on 24.07.20....2

Figure 2.b: Inter-district comparison of cases CDGR (%) & doubling days as on 24.07.20...2

Figure 3.a: Daily deaths reported due to COVID-19 and those with co-morbid conditions..3

Figure 3.b: Trend of CDGR (%) for deaths of COVID-19 in Gujarat since 1st May, 2020 3

Figure 3.c: Inter-state comparison of CDGR (%): death as on 24.07.20.....4

Figure 3.d: Age wise distribution of deaths due to COVID-19 as on July 23 4

Figure 4: Recovery rates in Gujarat 5

Figure 5: Salient features of the Gujarat Epidemic Diseases, COVID-19 Regulations, 2020.....7

Figure 6: Dedicated COVID-19 isolation facilities 10

Figure 7: Two-part pricing for treatment of COVID-19 patients in Ahmedabad 11

Figure 8: Benefits due to lockdown 13

Figure 9: Key notifications issued to restrict movement in the state 13

Figure 10: Strategy adopted by the state police force for the success of the lockdown ...14

Figure 11: Challenges faced during the distribution of food grains 19

Figure 12: Members and roles of the distribution committee 19

Figure 13: Classification of the ration card holders on the basis of their last digit in April.....20

Figure 14: Banners used for providing information about the distribution of grains in April 2020.....20

Figure 15: Banners used for providing information about the distribution of grains 21

Figure 16: Vegetables and fruits supplied in state during initial time period..... 22

Figure 17: Milk supply in Gujarat during April, 2020 23

Figure 18: Benefits of WhatsApp coordination 26

Figure 19: Measures of the state government under Aatmanirbhar Gujarat Package 28

Figure 20: Banners used for the launch of Hu pan corona warrior 30

Figure 21: Approaches and initiatives by Ahmedabad Municipal Corporation 31

Figure 22: Approaches and initiatives by Rajkot Municipal Corporation 31

Figure 23: Approaches and initiatives by Surat Municipal Corporation 32

Figure 24: Some of the relief measures announced by Chief Minister 34

Figure 25: The 5C strategy adopted for sustainable development and good governance 36

Figure 26: CM connecting to various stakeholders through CM dashboard..... 36

Figure 27: Some of the initiatives by police and their family members..... 37

Figure 28: Category wise classification of the respondents 39

Figure 29: Testing ratio of citizens after experiencing COVID-19 symptoms 41

Figure 30.a: Citizen opinion about spitting in the public during COVID-19. 41

Figure 30.b: Citizen behavior on spitting in public during COVID-19. 42

Figure 31: Citizen experience regarding sanitization facilities by municipal corporation and voluntary groups. 42

Figure 32: Respondents benefited from government schemes (supply of essential commodities and other financial assistance) 43

Figure 33: Sources of essentials purchased during the lockdown..... 43

Figure 34: Citizen views about COVID-19 guidelines. 44

Figure 35: Suggested areas for continued focus of the government 44

Figure 36: Citizen experience with front line COVID-19 workers role during the lockdown. 45

Figure 37: Respondents' feedback on CM's role in COVID-19..... 46

Figure 38: Citizen suggestions to deal with the situation 46

Figure 39: Administrative workers operating in different zones 47

Figure 40: Gender distribution of administrative services and transportation..... 48

Figure 41: Number of hours working by the state administrative bodies 48

Figure 42: Protective gears provided to the administrators during the lockdown 49

Figure 43: Level of risk and difficulties experienced by administrators during duties 49

Figure 44: Administrative workers provided with an immunity booster (Ayurvedic Kadha) 50

Figure 45: Administrative workers experience with citizen during the lockdown 50

Figure 46: COVID-19 administrative workers using the Aarogya Setu app. 51

Figure 47: Personal experience of administrative officers during the lockdown. 51

Figure 48: Administrative workers experience and overall supports during their duties..... 52

Figure 49: Administrative workers experience in getting support from Chief Minister .. 53

Figure 50: Suggestions to the state government for further strengthening its efforts..... 53

Figure 51: Protective gears provided to the health workers 55

Figure 52: Different health workers paid for their overtime 55

Figure 53: Frequency of testing of health workers for COVID-19 56

Figure 54: Immunity booster (Ayurvedic Kadha) provided to health workers at their workplace 56

Figure 55: Health workers have Aarogya Setu app in their device 57

Figure 56: Risk involved in health services during the COVID-19 57

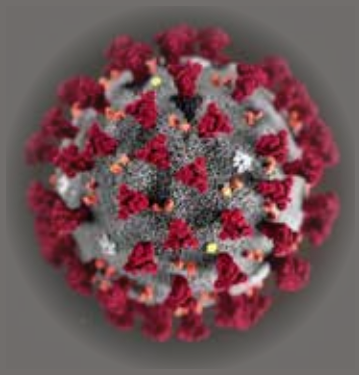
Figure 57: Personal experience of health workers during the lockdown..... 58

Figure 58: Health workers' experience of support from the Chief Minister 58

Figure 59: Suggestions to the state government to combat further spreading of COVID-19. 59

Figure 60: Satisfaction level on the support received in maintaining health & hygiene from the government 59

Figure 61: Orders issued by the Karnataka state government on 14th March 2020 61



TABLES IN ANNEX

Table A: Auxiliary task force deployed in the state during COVID-19 69

Table B: Total police force deployment in the state during COVID-19 69

Table C: Violation of law and order during the lockdown in Gujarat 70

Table D: Actions taken and offense recorded by police during the lockdown in Gujarat 70

Table E: Proceedings under the Prevention of Anti-Social Activities (PASA) Act 71

Table F: Details of shramik special trains from Gujarat from 02/05/2020 to 02/06/2020 72

Table G: Transportation of stranded workers from March 25, 2020, to March 29 2020 . 73

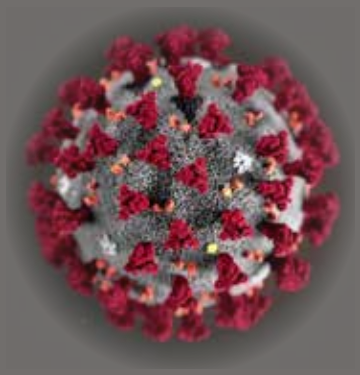
Table H: Details of people moving from Surat district to other districts of Gujarat as of May 19, 2020 74

Table I: Shelter homes established by administration in April 2020 75

Table J: Shelter homes established by administration in May 2020 76

Table K: Labour in shelter homes by Migrant Labour Support Team 77

Table L: Relief operations during lockdown as of June 8, 2020 77



1 PREFACE

Coronaviruses are a large family of viruses that may cause sickness in humans. They are known to cause respiratory infections ranging from common cold to more severe diseases such as Middle East Respiratory Syndrome (MERS) and Severe Acute Respiratory Syndrome (SARS). The novel coronavirus was named severe acute respiratory syndrome coronavirus-2 (SARS-CoV-2), and the associated disease was named as COVID-19 on February 11, 2020.[i] The World Health Organization (WHO) declared the coronavirus disease outbreak as a public health emergency of international concern on January 30, 2020, and on March 12, it was declared a global pandemic.

As a premptive measure, the Government of India announced a travel advisory for the travellers visiting China way back on January 17, 2020. The first case was subsequently reported on January 30 from Thrissur district in Kerala.

Since the first case in India, there have been several initiatives taken both by the Central and State Governments. Several strategies & guidelines have been devised, inspirations have been drawn from other countries and best practices have been shared across the Indian states to collectively deal with this pandemic. This unprecedented crisis and the unprecedented response motivated the team to document the governance systems and processes. The report is an effort to bring together various areas of response such as law & order, supply of essential commodities, healthcare infrastructure among others. The document aims to provide an overview of the situation and the dynamic yet effective strategies adopted by the Government of Gujarat (GoG) with a caveat that the pandemic is far from being over and hence initiatives are still being devised and implemented as we draft the report. Therefore, the initiatives and data point till the middle of June have been captured in this report. This is a work-in-progress as we are overwhelmed with new data and challenges in real time as this unprecedented disaster continues.

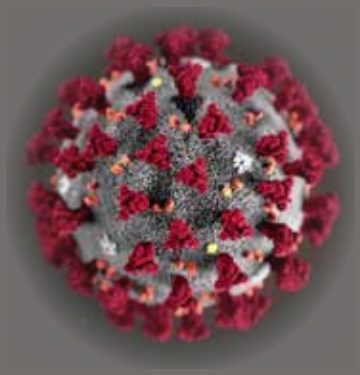
Information has been captured using secondary sources where clearly available and primary, wherever required, which the students of management & public policy and the administration can refer to, in the future.

Taking into account four areas of consideration: public health service, lockdown enforcement, essential food services and migration management; the report highlights the challenges faced by the government and the commensurate response.

The information curation has been appended by an online survey with a random sample of citizens and administrative & health workers to evaluate their opinions on the state's response. The survey also brought out recommendations for the government for future discourse.

We are grateful to all stakeholders who supported us in developing this report during these busy and tough times by sharing information, real-time data and their experiences. These include the offices of the Additonal Chief Secretary, Labour and Employment Department (GoG); Principal Secretary, Climate Change Department and Chairman, GSRTC (GoG); Inspector General of Police (Planning and Modernization), GoG; Secretary, Information and Broadcasting Department (GoG); Secretary, Food, Civil Supplies and Consumer Affairs (GoG), Commissioner of Health (GoG), Trinity Education and Charitable Trust (T.E.C.T) and respondents of our online surveys. We also thank the Swami Vivekananda Gujarat State Youth Board, especially Dr. Jigar Inamdar and Mr. Apurva Mehta, who supported us throughout, ensured our safety and facilitated the team's interaction with various stakeholders engaged in responding to the pandemic. Our special thanks to Somya Jain and Paresh Amleshwarwala for their excellent editorial and designing support, respectively.

Despite the best efforts, if there are any errors or failings, we are solely responsible for that.



2 EXECUTIVE SUMMARY

This report is motivated by a need to document governance processes adopted by the state of Gujarat in dealing with this enormous, unexpected and ongoing crisis of the COVID-19 pandemic. The report attempts at capturing the challenges which were encountered and responded to, lessons learnt and innovative solutions have been implemented to effectively respond to this crisis. To do so, reliable secondary and primary information sources have been referred and referenced to at the end of the report.

The report is divided into four sections focusing on on-ground response, role of the leadership, feedback from the citizens & frontline workers and concludes with an overview of best practices adopted by other Indian states.

The first section highlights the epidemiological situation of the state and the initial preparedness & response to the crisis specifically highlighting the healthcare infrastructure, enforcement of law & order, community participation, support to migrant labour, supply of essential commodities and support to the agricultural sector and industy. Some of the initiatives elaborated under the healthcare space include issue of health advisories, conversion of hospital beds for exclusive corona treatment & earmarking of isolation wards, launching of GIS based mobile apps for contact tracing among others. In addition to these, the government also institutionalized special task forces at state and district levels, created a Human Resources Management Policy, involved ASHA workers for facilitating the medical facilities and circulated private and public hospital regulations. The government also took several measures to address the distress of the migrant labours. To this effect, helpline numbers were set up, private and public businesses were appealed to pay salaries and provide food to the labourers associated with them, over 1000 shramik trains were operated to ferry nearly 14.80 lakh migrants back to their home states, around 770 buses were used, in various rounds, to support movement of over 52,000 workers within the Gujarat state districts, etc.. This was possible through real time coordination with central agencies, businessmen and civil society organizations using various innovative, flexible, electronic and social media platform based governance modes.

Another key initiative taken by the Government was ensuring constant and adequate supply of essential commodities (food grains, milk and fruits & vegetables) during the lockdown. Over 70 lakh families, constituting 80% of the state's population and the migrant labourers, were provided ration that included wheat, rice, sugar, salt and pulses under various provisions of National Food Security Act, Anna Brahma Yojana

and Pradhan Mantri Garib Kalyan Yojana. Through this initiative, for the first time, the population above the poverty line was also brought in the distribution system with the intention that no one goes hungry. In addition, direct benefit transfers were made to 75 lakh families (including migrants) under the Mukhya Mantri Garib Kalyan Yojana (MMGKY).

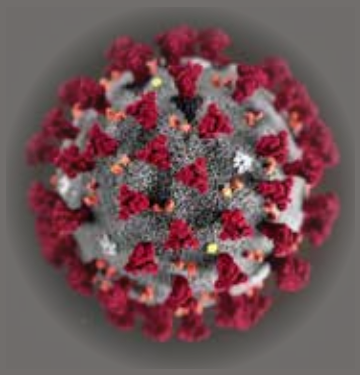
Additionally, the police under the state Home Department enforced lockdown with the help of State Reserve Police Force, Village Defense Force (Gram Rakshak Dal), Home Guard, and Traffic Brigade using strategic management principles, innovative surveillance technologies and in cooperation with the Health and Family Welfare Department and the municipal corporations. The police force also played an important Samaritan role through overseeing community kitchens to ration distribution to managing shelter homes.

The first section also documents various sectoral adaptations in agriculture and industry such as those linked to welfare, animal husbandry, self-employment, and rural credit among others – encompassed by the Aatmanirbhar Gujarat Package to the tune of INR 14,000 crore. In addition, the state government played a proactive role in generating public awareness & garnering their participation in their response framework through campaigns such as 'Hu pan Corona Warrior', 'Jitse Gujarat - Harse Corona' and village level programs that involved cattle, animals and music.

Section 2 narrows down on the role of leadership in the state, especially the Chief Minister, in all spheres such as public health management, facilitating return of migrant labour to their native states & districts, coordinating with the healthcare industry for ensuring adequate medical supply and infrastructure facility, liasioning with foreign governments for providing HCQ, supply of essential commodities through fair price shops, lockdown enforcement, safe water and sanitation, among others. The striking feature was the effective use of Chief Minister's Dashboard for coordinating the aforementioned activities on real-time basis. .

In Section 3 of the report, results from a primary survey with stakeholders such as citizens, administrative and health workers are presented to gather their experience of the response strategy and any incremental recommendation that they may have. Due to the lockdown restrictions, the survey was administered through online mode such as emails and mobile links. Some 2387 respondents from 16 districts of Gujarat participated in this survey out of which 1265 were citizens, 642 were administrative staff and 480 were health workers.

The final Section, captures in brief, the best practices adopted by other states such as Karnataka, Uttar Pradesh, Kerala, Rajasthan, etc. with the intention that it can benefit the local administration in this ongoing battle against the COVID-19 pandemic.

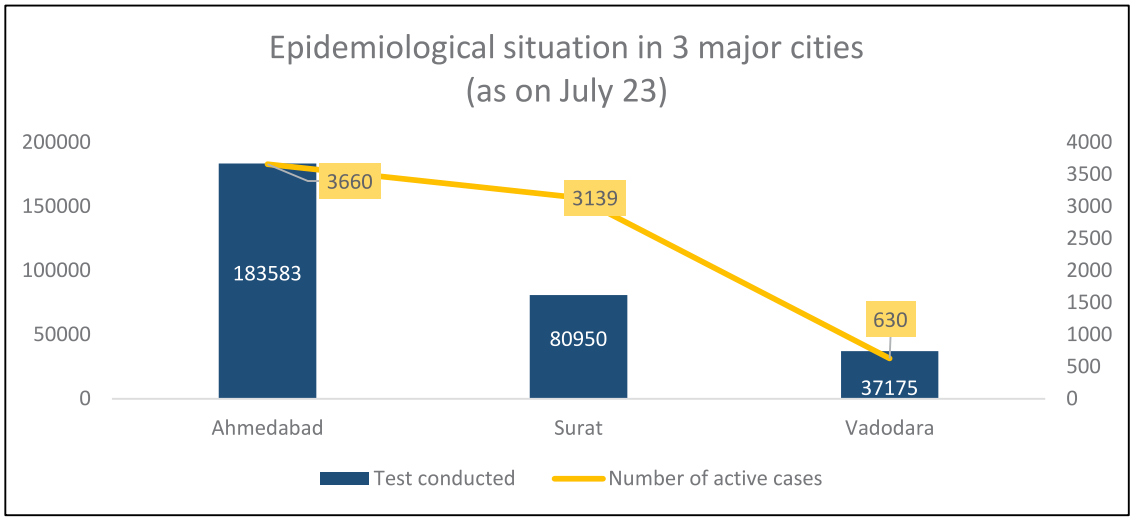


3 BACKGROUND

Gujarat reported its first two cases on March 19, 2020, one in Surat and another in Rajkot of a young woman who had returned from New York and a man who had returned from Mecca respectively[ii]. The officials from district administration, the Commissionerate of Health, Medical Services, Medical Education and Research, Home Department, Government of Gujarat (GoG) immediately initiated contact tracing associated with both these cases, to isolate them and prevent further transmission. After this incident, various steps were taken, such as screening of passengers traveling from COVID-19 hotspot countries at the airports, allocating flu corners for screening in hospitals, collection of details of people with recent international travel and quarantining them as needed etc. The Chief Minister of Gujarat's office instructed the municipal corporations and district magistrate to intimate the public at large about the standard precautions that needed to be taken.

However, due to several entry points in Gujarat for people returning from COVID-19 infected regions, the disease spread to various regions with concentration in major cities such as Ahmedabad, Rajkot, Surat and Vadodara. As of 24th July 2020, there were about 12,418 active cases in the state of Gujarat. The number of people tested stood at 6,06,136 and 38,849 patients had recovered. An overview of the epidemiological situation of the three major cities can be seen in the figure 1 below:

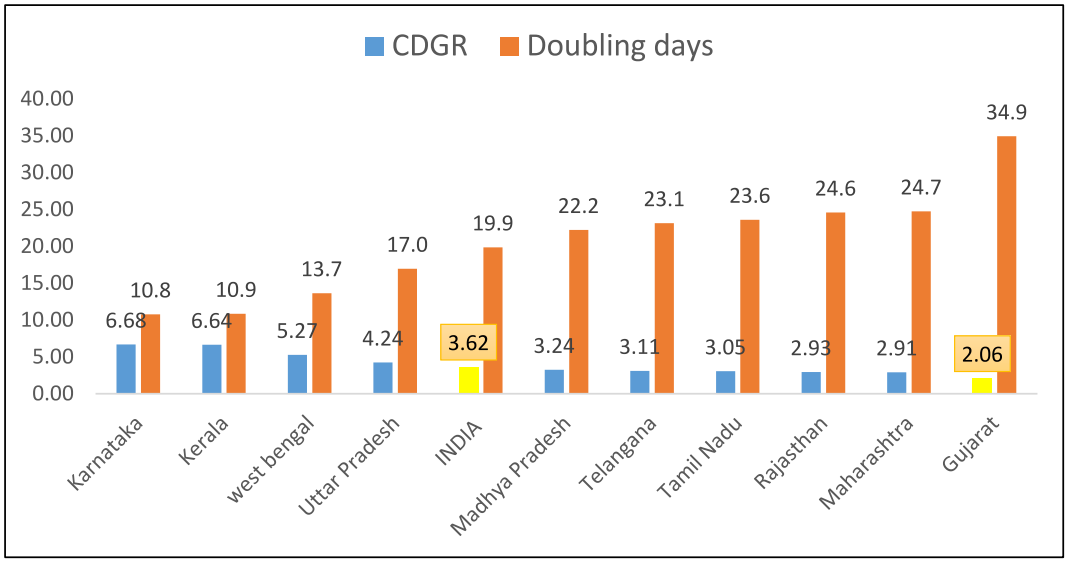
Figure 1: Epidemiological situation in major cities



Source: CMO, Gujarat

The cases of COVID-19 were doubling within 3 to 4 days in the first half of the April month in Gujarat which improved to nearly 28 days by mid-June, much above the national average of nearly 17 days[1]. An inter- state and inter- district comparison of doubling days as on 24th July is depicted in figures 2.a. and 2.b. respectively

Figure 2.a: Inter-state comparison of cases – CDGR (%) & doubling days as on 24.07.20

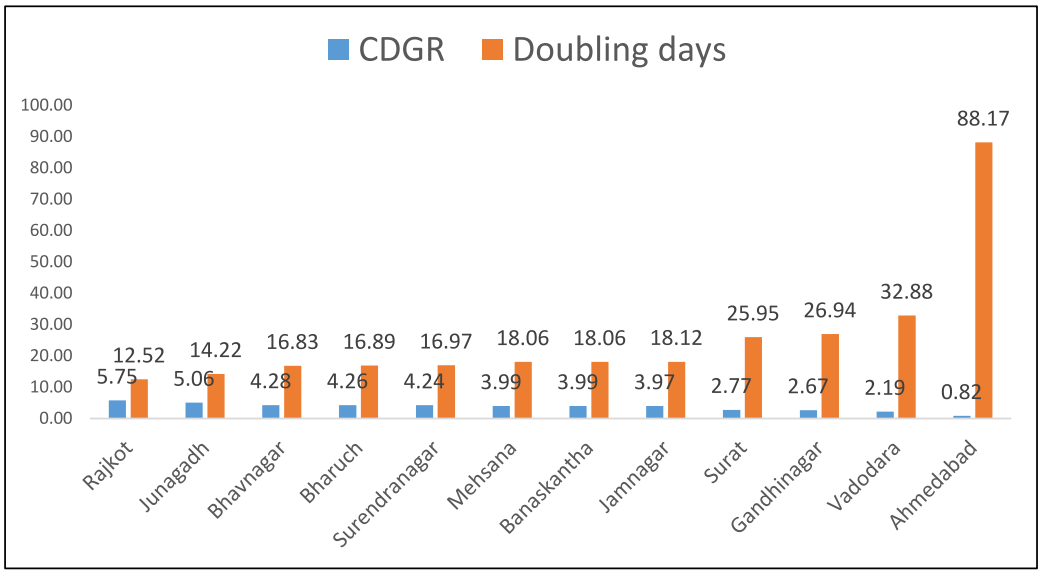


Source: CMO, Gujarat

Note: CDGR- Compounded Daily Growth Rate

The comparison of the doubling rate in the major districts has been highlighted in the graph below (See figure 2.b). It indicates that the number of days in which the cases were rising is highest in the Ahmedabad, followed by Vadodara, Gandhinagar and Surat. The CDGR is lowest in Ahmedabad.

Figure 2.b: Inter-district comparison of cases CDGR (%) & doubling days as on 24.07.20

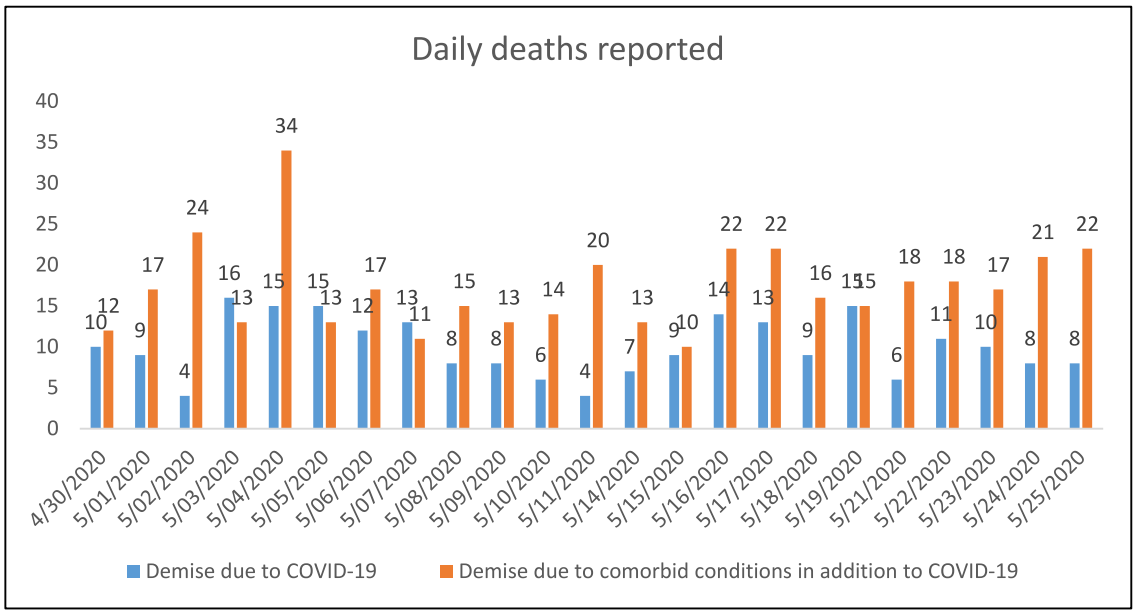


Source: CMO, Gujarat

[1]**Source:** *The Hindu, June 12, 2020*

Data analysis also suggests that deaths were higher in case of patients with comorbidity. The same is shown in the figure below:

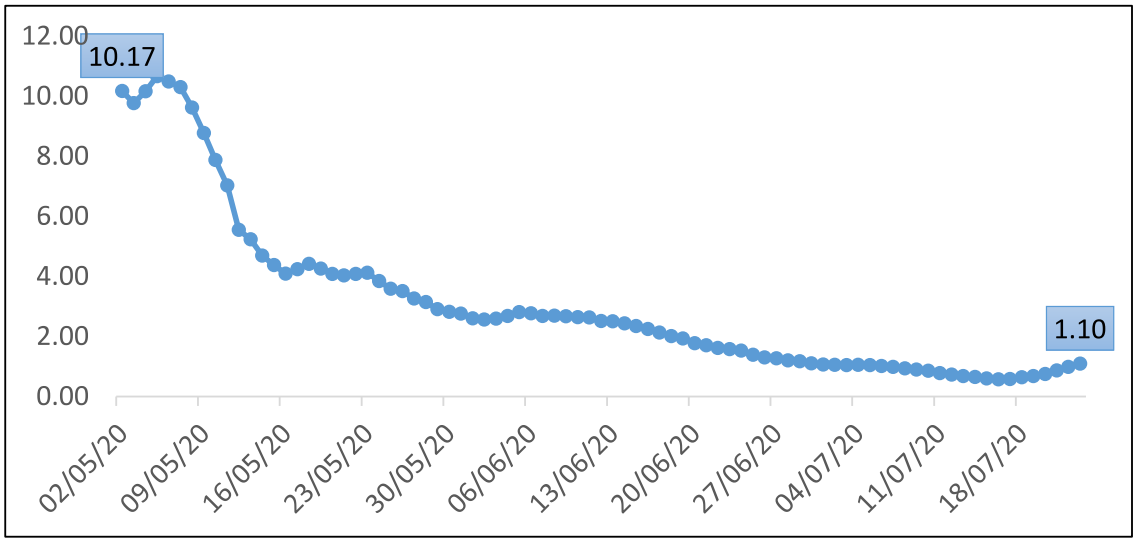
Figure 3.a: Daily deaths reported due to COVID-19 and those with co-morbid conditions



Source: COVID-19 Dashboard – Gujarat

The diagram 3.b depicts the trend of the CDGR of deaths from May to July, 2020. It shows that Gujarat has managed to reduce the CDGR of death by 89.18 per cent as compared to the 1st May, 2020.

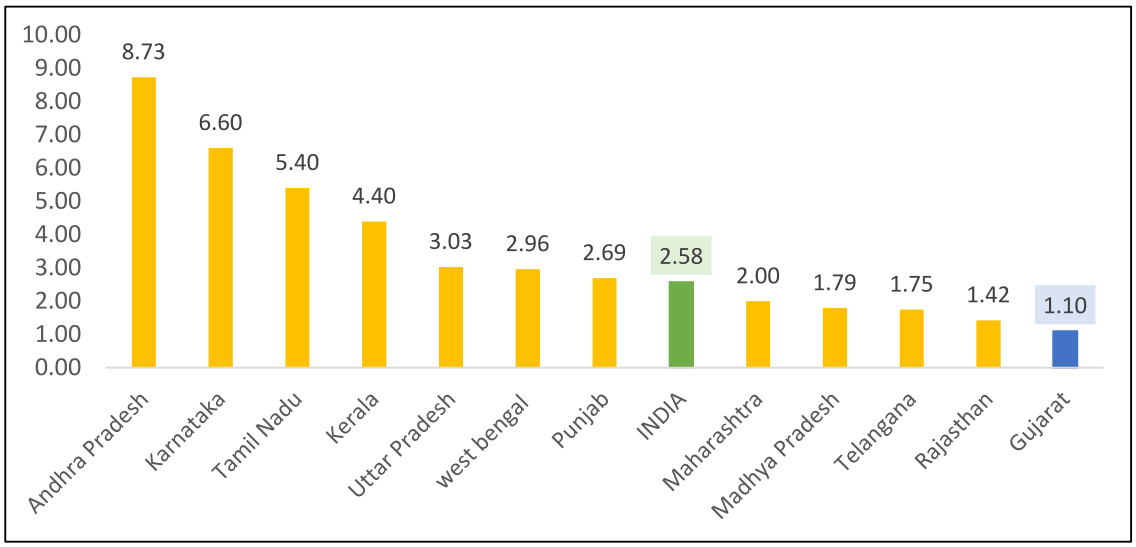
Figure 3.b: Trend of CDGR (%) for deaths of COVID-19 in Gujarat since 1st May, 2020



Source: CMO, Gujarat

Figure 3.c shows the inter-state comparison of the CDGR of deaths. It shows that Gujarat holds much better position compared to other states. Also the CDGR is well below the National CDGR.

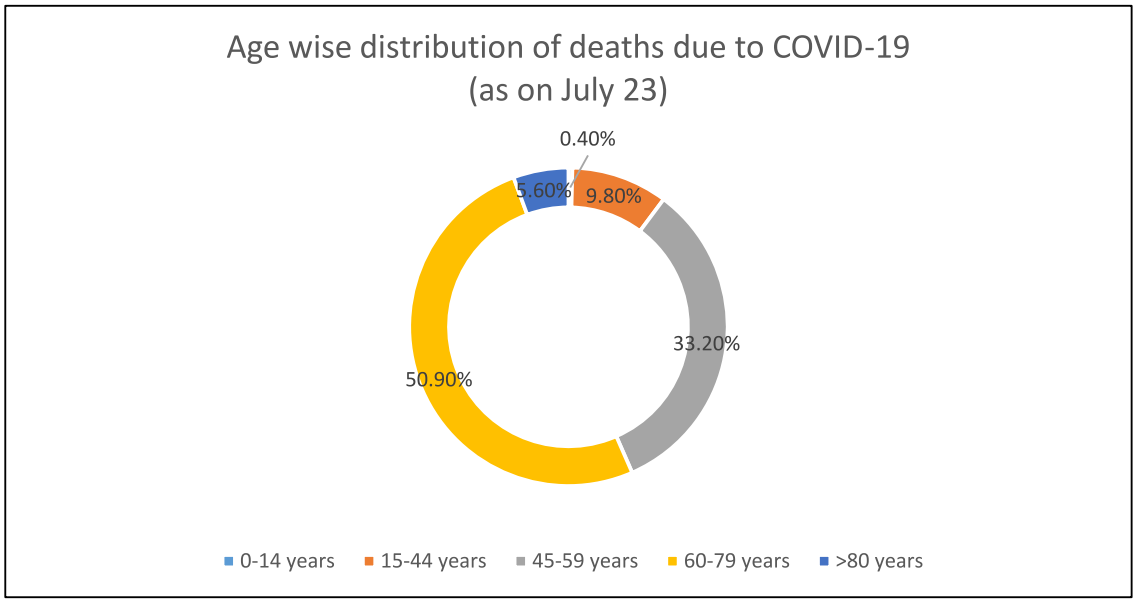
Figure 3.c: Inter-state comparison of CDGR (%): death as on 24.07.20



Source: CMO, Gujarat

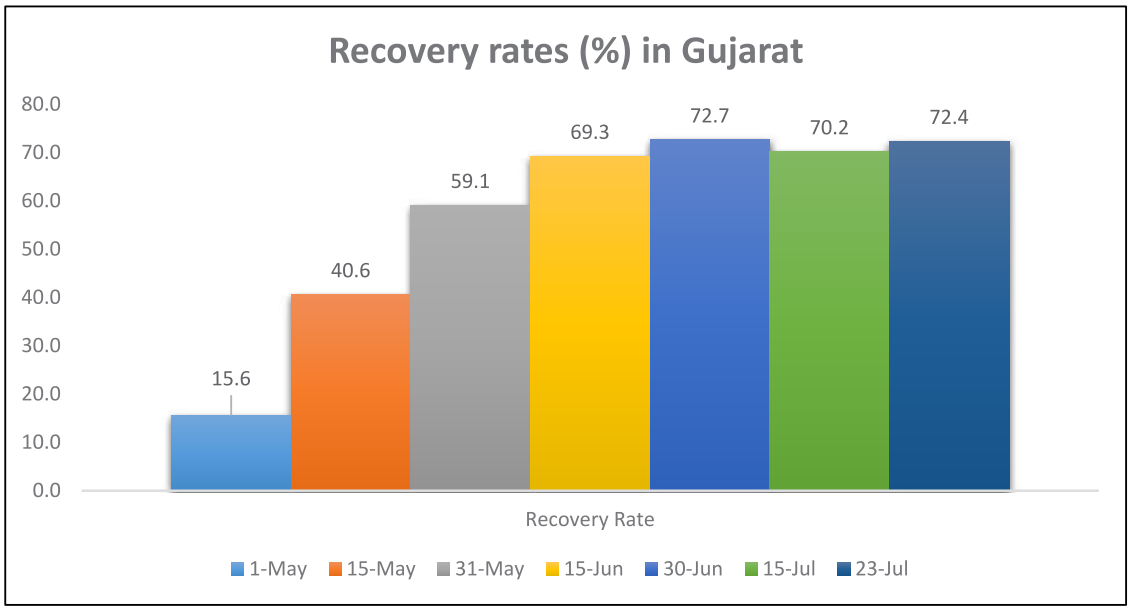
In diagram 3.d, the age wise distribution of deaths due to COVID-19 as on 23rd July, 2020 is shown. The highest percentage of deaths reported is in the age group of 60-79 years followed by 45-59 years. The proportion of the deceased among young group i.e. 0- 14 years is only 0.40 percent.

Figure 3.d: Age wise distribution of deaths due to COVID-19 as on July 23



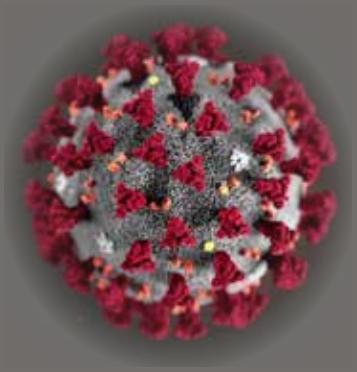
Source: CMO, Gujarat

Figure 4: Recovery rates in Gujarat



Source: CMO, Gujarat

Data analysis suggests that the recovery rate of Gujarat is improving over a period of time. The recovery rate has increased from 15.6 percent to 72.4 percent in the three months' time period.



4 GOVERNANCE RESPONSE

This section documents the steps and strategy adopted by the state government to deal with COVID-19 crisis caliberating the initial preparedness to the ongoing activities during the lockdown.

4.1. Initial preparedness

In wake of the increasing cases of COVID-19 across globe, as a preventive measure, the Gujarat government on 4th March 2020, with the help of Airport Authority of India (AAI) set up special screening desks at the Ahmedabad and Surat international airports for the passengers arriving from abroad[iii]. The passengers were required to declare details of their health including any ailment or disease. With the increasing cases of COVID-19 in others parts of the country, the Government of Gujarat on 13th March, 2020 exercised its powers conferred under section 2,3, and 4 of the Epidemic Diseases Act,1897 and issued a regulation regarding COVID-19. The salient features of the regulation are illustrated in the diagram below:

Figure 5: Salient features of the Gujarat Epidemic Diseases, COVID-19 Regulations, 2020

- Flu corners in all hospitals for screening purposes
- Mandatory collection of travel history of people during screenings in all hospitals
- Mandating people with travel history to COVID-affected countries to be isolated /quarantined based on symptoms
- Containment measures in an area once positive cases are detected
- Forced detention and isolation of suspected patients who refuse voluntary isolation

Source: gujhealth.gujarat.gov.in

At the education front, all the schools, colleges, and other educational institutions were shut down from March 16, 2020, to March 29, 2020, to prevent social gatherings and in case of courses where examinations were ongoing, Universities were directed to complete the same within one week[iv].

On 18th March, 2020 the government also issued guidelines specifying preventive measures to be taken in all government offices and employees. They were recommended to avoid face-to-face meetings and non-essential travel, home quarantine for officials exhibiting any symptoms, and mandatory leave to be given to such persons going in quarantine. They were also directed for the closure of gyms and yoga centres in the Secretariat[v].

After the first 2 positive cases of COVID-19 were reported on March 19, 2020, in Gujarat, the number jumped to 13 within three days. To keep the situation under control, the Government imposed Section 144 of Criminal Procedure Code (CrPC) across all the major cities & districts like Ahmedabad, Surat, Vadodara, Rajkot, Jamnagar, and Devbhumi Dwarka from March 21, 2020, to March 31, 2020[vi]. Orders were circulated for closure of malls, multiplexes, swimming pools, dance classes, gyms, clubhouses, sports complexes, paan shops, and educational institutes, among others. The state government appointed three testing labs in the very first week of the first instance reported with a capacity to test 200 samples in a day.

Additionally, all intra-city and inter-city state transport bus services were suspended on 22nd March 2020 in Gujarat. The Government also set up infection control hospitals at four locations in the state, i.e., Ahmedabad, Surat, Rajkot, and Vadodara[vii]. In Ahmedabad, the worst affected municipality, the CM announced immediately to convert 1,200-bed[viii] new civil hospital to treat coronavirus COVID-19 patients exclusively[ix]. Additional 1000 beds with isolation facilities were made available in Ahmedabad.

During the first days, there were many instances of people violating the home quarantine norms. This had the potential to increase the cases exponentially in the state. To deal with this unusual challenge, under the instruction of the Chief Minister's Office (CMO), the state agencies launched a Geographic Information System (GIS)-based mobile application within two weeks of the first positive cases[x]. Along with GIS mapping, this application was also equipped with 'Geo-Fencing' that alerted the concerned authorities if the person under home quarantine moved away from a specific area. This application helped police authorities take notice of the violators.

4.2. Public health

The public healthcare system focused on 8 primary areas. These are enlisted below and further elaborated in the section:

(1) Airport screening

Government of India had issued an advisory for screening the passengers travelling from China. However, in a proactive response to this burgeoning problem Gujarat Government started screening all the flights coming from China and the other affected countries such as Spain, Italy, etc. The Health and Family Welfare Department (GoG) also started preparing a database of the Gujarat residents in China to closely monitor their return and take necessary precautionary measures thereafter. Additionally, on January 16, 2020, the Department constituted an advisory committee for deciding the protocols for screening of passengers and also creating mass awareness. On the advice of the committee, all the passengers coming from Mumbai and Delhi were also screened.

(2) Information, Education and Communication (IEC)

The strategy of Information, Education, and Communication (IEC) was followed as an effective method for ensuring precautions among the masses. The officials believed that leanings from the other states such as Kerala, Maharashtra, Tamil Nadu, etc. helped the state in delaying the onset of the first case.

(3) Contact tracing

The first case in Gujarat was registered on March 19, 2020 in Rajkot and Surat districts. The person from Rajkot traveled via flight, train, and also a bus, whereas the person from Surat had traveled by train to Delhi and then to Jaipur. The Administration started extensive contact tracing and coordinated with all the respective administrative authorities in other states (primarily the District Collectors and Municipal Commissioners) to quarantine those co-passengers and other people who came in contact with the two infected patients.

Box 1: Case study of contact tracing in Ahmedabad

The police in the city of Ahmedabad was coordinating with the Health and Family Welfare Department and Ahmedabad Municipal Corporation for contact tracing and for ensuring the quarantine. It was a peculiar challenge for all to ensure that the person who has come in contact with the infected person stays indoor. To this effect, the Deputy Commissioner of Police, the Ahmedabad city,

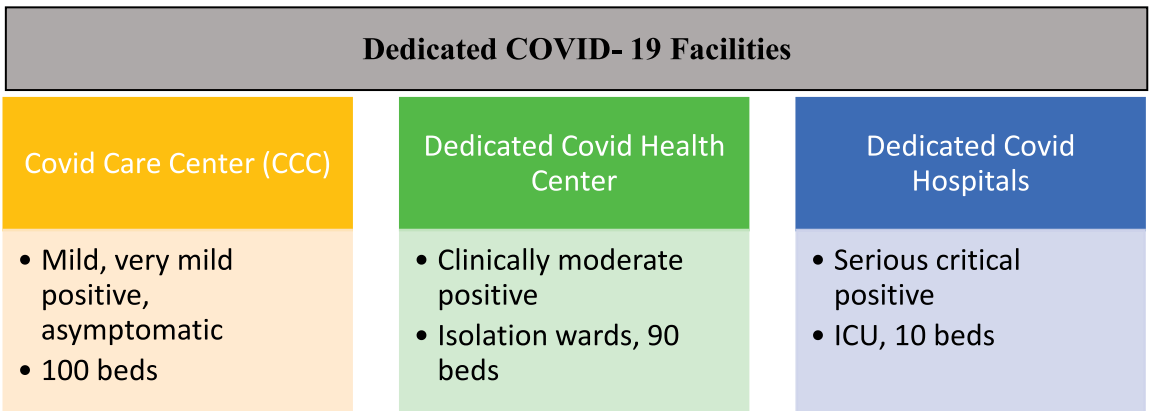
developed an application **COVID-19 Quarantine** for monitoring persons under home quarantine. To ensure that the person does not violate the norms of home quarantine, the application seeks online attendance three times a day along with photographs. The application also has the option for periodic updates of the COVID-19 symptoms. In case the person develops any symptoms, the periodic updates can notify the Administration, and immediate actions can be ensured. When the person under quarantine installs the application, it captures the location of the person and creates geo-fence around his latitudes and longitudes. It generates alerts whenever a person moves out of his/ her location. This helped the police to ensure implementation of home quarantine and accordingly, legal action in case of violation of the protocols by the person could be taken

(4) Establishment of COVID-19 hospitals & care centres

On a parallel front, the state government, on March 21, 2020, directed all the civil hospitals in the state to exclusively treat COVID-19 patients. The Administration ensured that every district had at least one hospital solely dedicated to treat COVID-19 affected patients. A team led by senior bureaucrats were entrusted with the responsibility of ensuring the availability of beds in these designated COVID-19 Civil Hospitals in every district.

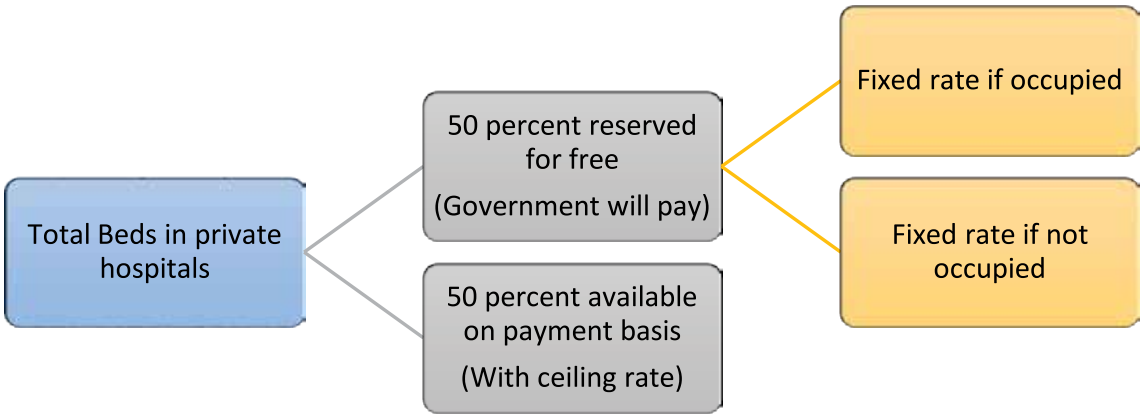
To judiciously use the hospital beds and provide them to serious patients who need critical care the administration designed three types of facilities under HRM policy. The details of the facilities are illustrated in diagram below:

Figure 6: Dedicated COVID-19 isolation facilities



Two-part pricing structure was adopted in the district of Ahmedabad in conjunction with association with the private hospitals. 50% of the beds were blocked by the government which were available at free of cost to their referred patients. The cost (priorly negotiated) was borne by the government, instead. In case if the beds were vacant at any point in time, a fixed amount was being paid to the hospital by the government. This model added to the government healthcare infrastructure and ensured constant availability of beds and professionals. The remaining 50% of the beds were available on payment basis with a defined ceiling rate by the government[xi]. The model is illustrated in Figure 7 below.

Figure 7: **Two-part pricing for treatment of COVID-19 patients in Ahmedabad**



The ceiling rates have been revised for the Ahmedabad city then earlier decided price on April 16, 2020, considering the cost of operations (See Table 1). However, no private hospital within the limits of AMC, whether designated or not, is allowed to charge above the ceiling rates[xii]. For the beds reserved by the AMC (on the free basis to the patients referred by AMC), the administration has to make a payment of INR 4,500 to INR 11,250 to the COVID designated hospitals. If the beds reserved by the AMC are empty then the administration will make a payment ranging from INR 720 to INR 1,800 depending on the facilities. The remaining 50 percent of the beds in the COVID designated hospitals can be provided on a chargeable basis to those who desired to avail. However, the rate cannot be more than INR 10,000 to INR 23,000 depending on the type of facility availed.

Table 1: **Revised ceiling rates for COVID-19 patients in Ahmedabad as on May 16, 2020**

Bed Charges (Rs/ Day)			
Bed	**Empty**	**Revised Rate**	**Ceiling Rates for a private bed**
Ward	720	4,500	10,000
High Dependency Unit	1,080	6,750	14,300
Isolation and ICU	14,40	9,000	19,000
Isolation and ICU with Ventilator	1,800	11,250	23,000

Source: Times of India, May 16, 2020
Note: The rates will not include the cost of medicine, Tocilizumab medicine, special doctor's visit fee, specialized lab test, and dialysis.

(5) Testing

Another key initiative taken by the government was in the testing area. Initially, all the samples were sent to the National Institute of Virology, Pune. But within a week of reporting the first case, the state established its testing lab at B J Medical College in Ahmedabad. The lab personnel were trained to identify the virus by a specialist. The Administration also started an orientation program for the patients who tested positive to understand the virus better.

(6) Manpower augmentation and training

The Department of Health & Family Welfare, GoG, also created an online platform to train the doctors, nurses, and other paramedical staff to treat COVID-19 patients for which approximately 7 lakh people registered. In the first phase, three rounds of virtual training were provided to all, and the hands-on training was provided in the second phase. Ventilator management training was provided to MBBS and Ayush doctors. Also, to ensure a better understanding of the practice, all the training modules were scripted in the Gujarati Language.

(7) District level taskforce

The government constituted district level taskforce to monitor and ensure adequate availability and deployment of healthcare professionals. A Human Resource Management policy was developed to this effect, details of which are mentioned below:

Box 2: Human Resources Management policy for COVID-19

The state also prepared its Human Resources Management (HRM) policy for COVID-19. As per this policy, all districts and corporations of Gujarat were advised by the Departmental Crisis Management Committee, to form the District COVID-19 Task Force.

The taskforce was entrusted with the responsibility to regularly review the Human Resource deployment in their given area on the basis of demography, number of the COVID-19 cases and availability of the man power. Along with this, the committee was also advised to identify the gap and prepare a plan for deployment of human resources, preparing the pool of medical and paramedical personnel from both government and private hospitals, and implementing the guidelines, circulars and advisories issued by the state government.

Source: Health and Family Welfare Department, Government of Gujarat, April 28, 2020.

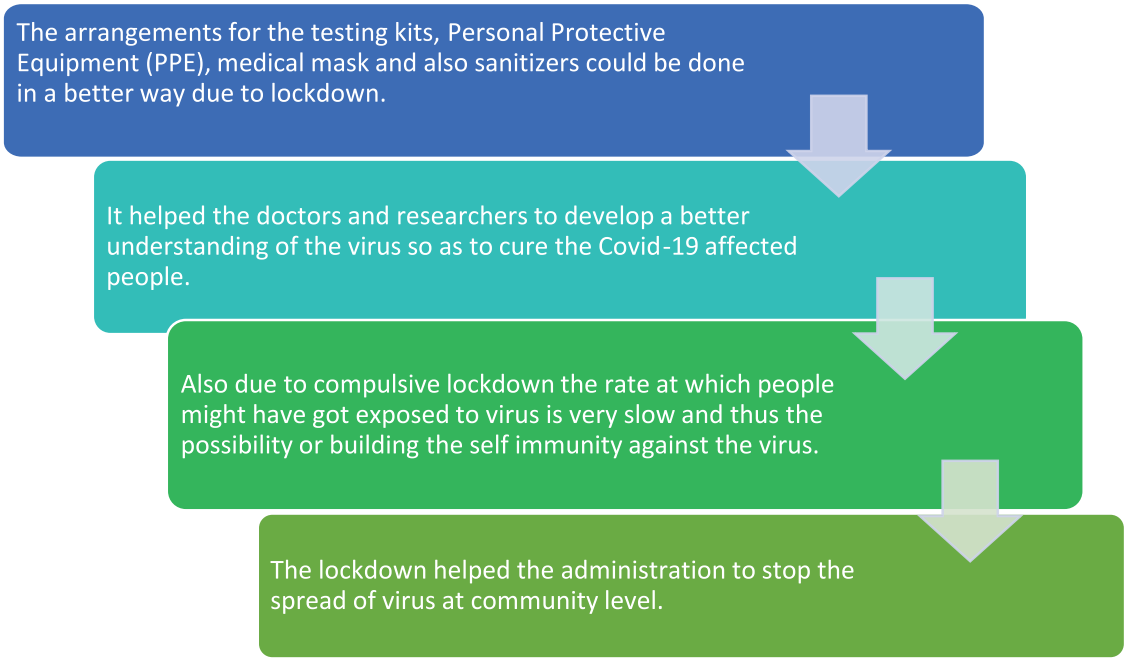
Particular focus was also given on deployment and rotation of human resources and the ideal requirements of staff[xiii]. The policy also included the plan for the deployment of Residents and Nursing Students in medical and paramedical colleges at three different levels, i.e., Screening Area, Non-Critically, and Critically.

(8) Other non COVID-19 related support

In the initial week, after the first case was reported, it was observed that there was a significant drop in the Outpatient Department (OPD) patients. A team was constituted that went door to door to check the symptoms for Non-Communicable Diseases (NCDs), not only in the containment but also in the non-containment areas. People were requested to avoid any kind of surgery if not critical, but maternal health was a challenge for the administration. The administration also focused on maternal health so that the cases of mis-delivery or delivery at home could be reduced. In every district, the primary health care centers were advised to keep a record of any expected delivery in the gap of 15, 45, and 60 days. Asha workers were entrusted with the responsibilities of safe delivery. Simultaneously, with the upcoming monsoon season, the Department of Health & Family Welfare has been focusing on the precautions to be taken against dengue and malaria.

With all these challenges, the Administration believes that the nation-wide lockdown has helped them in making all the necessary logistic arrangements and provide training to the staff, as shown in Figure 8.

Figure 8: Benefits due to lockdown

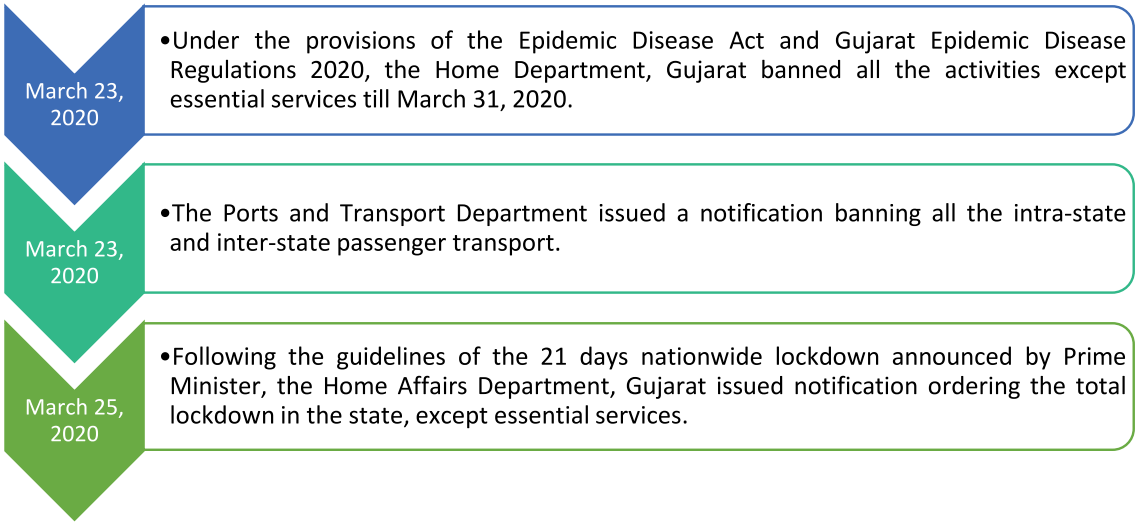


Due to the extensive precautionary measures, like the use of sanitizers, continuous hand washing, other infectious diseases were also avoided. Additionally, spitting was declared a punishable offense aimed at reducing the rate of infection-causing other disorders.

4.3. Lockdown enforcement

On March 13, 2020, the Health and Family Welfare Department of Gujarat issued the Gujarat Epidemic Disease Regulations to deal with the pandemic in the state by restricting the opening of malls, multiplexes, cinema halls, and public gatherings. Some of the essential notifications issued by different Departments of Gujarat for restricting public movement are as follows:

Figure 9: Key notifications issued to restrict movement in the state



To make sure that the lockdown is implemented successfully and also to restrict the interstate and intra-state movement, the state police required many logistical support. The police department was immediately provided with the fund to fulfill the logistics gap from the State Disaster Response Fund. In the state, more than 40 inter-state check posts were set up along the border of the states like Rajasthan, Madhya Pradesh, Maharashtra, and Union Territories like Daman and Diu and, Dadra and Nagar Haveli.

To deal with such a large-scale lockdown, the roles and responsibilities of the Police Station, Local Crime Branches, Special Operation Groups, and other branches were redefined. A plan was prepared for redeployment of the State Reserve Police Force to deal with COVID-19. The Auxiliary Forces such as Village Defense Force (Gram Rakshak Dal), Home Guard, and Traffic Brigade were also mobilized for augmenting the efforts of City and District Police (See Annex Table A). Approximately 80 percent of the district and city police force had been deployed for the implementations and other arrangements of lockdown (See Annex Table B). The National Cadet Corps staff were also mobilized mainly for community policing and taking care of the elderly, women, and children in the state. The help of Gram Panchayat, Gram Rakshak Dal, and local volunteers was taken to ensure lockdown enforcement. To make it more people participatory, the support of the Housing Cooperative Societies and Peace Committee was taken to conduct health survey in the state.

This time it was a very different and challenging situation for the state police compared to their past experiences. In the prior exercises, their enemies/ targets were clear and required a smaller number of resources mobilization to capture their goals. However, this time the threat was invisible, requiring different strategies than usual. While dealing with this unprecedented situation, the state police department carried out various information, education, and communication campaign to spread awareness. However, in case of violation of the lockdown, some time required domination and intervention by the police force.

Figure 10: Strategy adopted by the state police force for the success of the lockdown

The Station House Officer (Inspector and Sub-Inspector) and other police officers were engaged in providing information to the public. Various awareness programs were carried out for appealing to people to follow the norms of the lockdown, health, and hygiene through posters, banner, audio, video, and press conferences. Citizens were also appealed many times not to attack the frontline workers and discriminate against them, and in case of any such incidence, strict actions will be taken.

To maintain law and order and also to ensure the success of the lockdown, stringent measures were taken against those who violated the norms of the lockdown and attacked the frontlines warriors. The action against those who have violated the rules of the lockdown and quarantine notifications are taken under various sections of the Indian Penal Code (See Annex Table C and Table D). However, those who have attacked

any frontline workers involved in the service of the COVID-19 are charged under the Prevention of Anti-Social Activities (PASA) Act (See Annex Table E).

(1) Surveillance technique for lockdown enforcement

The red and containment zones, mainly densely populated, required 24*7 surveillance. This monitoring by the police force was supplemented by technology-based solutions. While CCTV cameras and drones were a part of the surveillance system from the beginning of the lockdown, an innovative technique adopted by the police was ***Hydrogen Balloon Based Surveillance***. In this technique, the hydrogen gas balloons are equipped with cameras and are flown over red and containment zone. The pan-tilt-zoom (PTZ) cameras are fitted in the balloons, and one such balloon can watch an entire locality. The PTZ cameras are IP based, which helped the police to monitor the situation on their phone. The Drone and Hydrogen balloon techniques also helped carry out the aerial survey of the congregation of the people and identify cases of violation.

The hydrogen balloons were not only used for surveillance but could also address the public. This public address system could be fed with important announcements and messages from anywhere. This technology-based surveillance freed up the human resources to be utilized in the different activities in the state.

4.4. Supply of essential food

This section highlights the effort towards supply of essential commodities segregated into (i) food grains and (ii) fruits & vegetables and milk

(1) Distribution of food grains

The unprecedented pandemic, followed by lockdown, gave the state government and administration a mammoth task to ensure that food grains are constantly available to the 6.5 crore population of the state.

(A) Details of various schemes implemented and quantum distributed:

Under usual circumstances, rationed food grains are provided to the beneficiaries through Fair Price shops under ***Antyodaya Anna Yojana*** and beneficiaries of the Below Poverty Line (BPL) category under Priority Households registered under the National Food Security Act, 2013, at a nominal rate. With everything closed for the initial 21 days except for essential commodities, the low-income families dependent on daily earnings for their livelihood, in particular, were facing problems of purchasing food grains. Taking note of this issue, the Chief Minister of Gujarat announced uninterrupted food distribution across the state at free of cost under various schemes and programs to the beneficiaries.

Table 2: Details of beneficiaries under the National Food Security Act (in Lakhs)

Scheme		Antyodaya Anna Yojana (AAY)	Priority Households -Below Poverty Line	Priority Households – Above Poverty Line
Beneficiaries (in lakhs)	Rural Families	6.47	19.02	22.11
	Urban Families	1.6	4.93	11.24
	Rural Populations	29.89	102.97	103.68
	Urban Populations	6.54	25.65	52.31
Commodities	Wheat	25 Kg/ Per Card	3.5 kg/ Per Person	3.5 kg/ Per Person
	Rice	10 kg/ Per Card	1.5 kg/ Per person	1.5 kg/ Per person
	Sugar	As per entitlement	As per entitlement	1 kg/ Per Card
	Salt	As per entitlement	As per entitlement	1 kg/ Per Card
	Pulses	1 kg/ Per Card	1 kg/ Per Card	1 kg/ Per Card

Source: Food, Civil Supplies, and Consumer Affairs Department, GoG

As per the criteria of the National Food Security Act 2013, there are about 65.40 lakh ration cardholder families in the state, which covers about 3.25 crore population. However, approximately 3.40 lakh families which were below the poverty line were not covered under the National Food Security Act, 2013. Chief Minister announced that even those people under BPL who are not covered under NFSA, 2013, will be provided with free ration for the months of April, May, and June. Not only this but taking a step further, Chief Minister of the State announced free food grain distribution during April to 60 lakh Non-NFSA above poverty line (APL-1) cardholders in the Cabinet Meeting on April 8, 2020, and the distribution of food grains started from April 13, 2020, through 17,000 fair price shops approved by the Government. This was subsequently extended to May in lieu of the lockdown. This was an unprecendented move that the APL-1 were also provided with food grains.

In normal times, the distribution of the food grains under NFSA is completed in 2 to 3 weeks. However, at the time of this crisis, to avoid panic and psychological impact on the people, the state government decided to distribute the food grains from April 1 to April 7 to the ration cardholders of the BPL category, reducing the overall timeline of the distribution to 1 week.

Table 3: Details of the beneficiaries not covered under National Food Security Act (in Lakhs)

Category	Beneficiaries (in lakhs)	
	Families	Populations
PHH- BPL	3.4	14.92
PHH- APL 1	61.04	249.91
PHH APL 2	4.2	17.16

Source: Food, Civil Supplies, and Consumer Affairs Department, GoG

In another attempt, the Chief Minister of the State appealed to the beneficiaries of the APL to let go of their portion if they are well off and can afford to manage their ration with the intention of ensuring constant supply to those who could not purchase it and were the neediest at the time. It was observed that about 30 percent of beneficiaries from the APL category let go of their portion, which was then used for the distribution to BPL cardholders.

In addition to the already existing distribution schemes, people were distributed additional food grains under the ***Pradhan Mantri Garib Kalyaan Yojana (PMGKY)***. 5 kg of grains (i.e., 3.5 kg of wheat and 1.5. Kg rice) per person and 1 kg pulses per family per month were given under this scheme in the months of April,May and June. Around 68 lakh cardholders in Gujarat are covered and expected to benefit from this scheme.

As mentioned above, there is a signifcant population of migrant labourers in Gujarat who may or may not have rations cards. Government took the decision of distributing food grains to them at free of cost under the ***Anna Brahma Yojana***.[xiv]. Around 4.26 lakh people were identified under this scheme and were provided, 5 kg of food grains (3.5 kg of wheat and 1.5 kg of rice) per person. In addition to the grains, they were also provided 1 kg pulse,1 kg salt, and 1 kg sugar per family.

To look after the other needs of the people during the lockdown period, 68.80 lakh cardholders and 6.38 lakh labours were given INR 1,000 in April through Direct Benefit Transfer under ***Mukhya Mantri Garib Kalyan Yojana (MMGKY)***.

A summary of the food grains provided under the various schemes is placed below:

Table 4: Details of food distribution under other schemes

Commodities	Non-NFSA: APL	NFSA: Pradhan Mantri Garib Kalyan Yojana	Anna Brahma
Wheat	10 Kg/ Per Card	3.5 kg/ Per Person	3.5 kg/ Per Person
Rice	3 Kg/ Per Card	1.5 kg/ Per person	1.5 kg/ Per person
Sugar	1 kg/ Per Card		1 kg/ Per Card
Salt			1 kg/ Per Card
Pulses	1 kg/ Per Card	1 kg/ Per Card	1 kg/ Per Card

Source: Food, Civil Supplies, and Consumer Affairs Department, GoG

The below table highlights the quantum of food grains distributed through the 17,000 FPSs under the various schemes in the months of April May and June:

Table 5: Total quantity (in lakh metric tonnes) of food grains distributed in three months

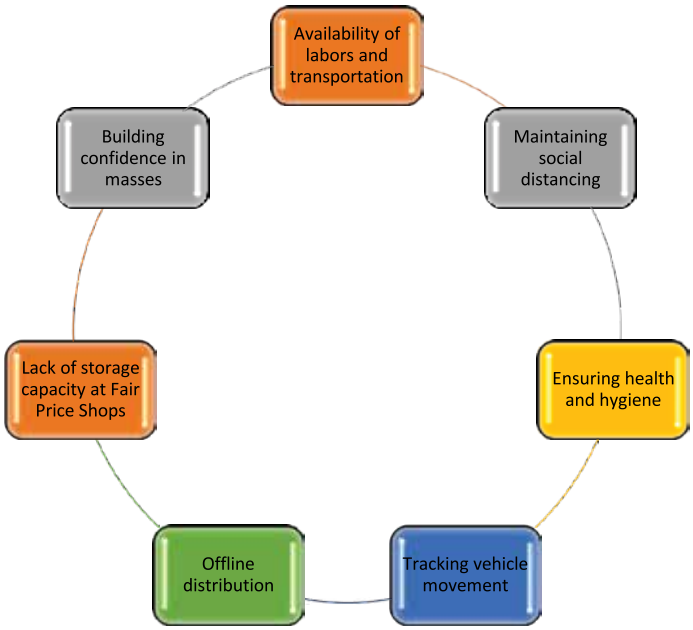
Month	Commodities	Wheat	Rice	Pulses	Sugar	Salt
April	NFSA Card Holders	1.20	0.50	0.07	0.09	0.08
	Non-NFSA APL 1	0.45	0.14	0.04	0.04	
	Anna Brahma Yojana	0.01	0.006	0.004	0.004	
	Pradhan Mantri Garib Kalyan Yojana	1.18	0.50			
May	NFSA Card Holders	1.20	0.50		0.09	0.08
	Non-NFSA APL 1	0.45	0.14	0.04	0.04	
	Anna Brahma Yojana	0.01	0.008	0.002		
	Pradhan Mantri Garib Kalyan Yojana	1.18	0.50	0.07		
June	NFSA Card Holders	0.21	0.09		0.01	0.01
	Non-NFSA APL 1					
	Anna Brahma Yojana					
	Pradhan Mantri Garib Kalyan Yojana	0.21	0.09	0.02		

Source: Food, Civil Supplies, and Consumer Affairs Department, GoG

(B) Key challenges:

The challenges that the administration faced included the distribution of food grains in a short time, offline distribution to beneficiaries as against the biometric, availability of labour and transportation, tracking vehicle movement, ensuring health and hygiene, and maintaining social distancing. The same is illustrated in the figure below:

Figure 11: Challenges faced during the distribution of food grains

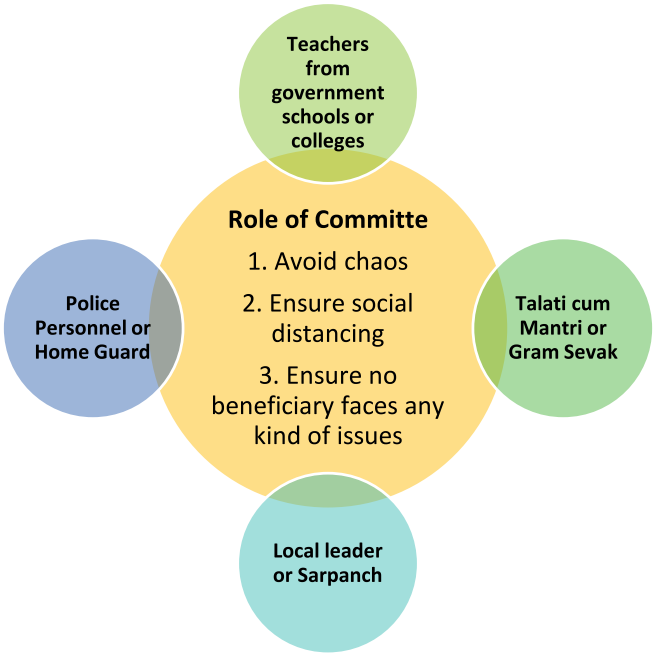


(C) Systematic and institutional interventions

1) To create a robust distribution system, the whole distribution channel from end to end was computerized. This helped the administrators to monitor the availability and distribution of the stock at each fair price shop.

2) To make sure that food grains are distributed in a short duration multiple times, various teams and subgroups were formed and assigned specific responsibilities ofor execution and monitoring. These teams were also monitoring the movement of trucks carrying the food grain from warehouse to FPSs.

Figure 12: Members and roles of the distribution committee



3) To ensure social distancing and avoid chaos, during food grain distribution amidst the lockdown, a committee of four members, at the rural and urban level, was formed. Officials from district administration were deployed at the FPS to ensure implementation of social distancing guidelines and resolve any concern. To maintain the social distancing, circles or squares at a distance of one meter were marked outside each Fair Price Shops.

4) Overcrowding had to be averted at all the FPSs. The system was quick to adapt to this and the government worked out a strategy by classifying all the ration card holders based on their last digit of the ration card when the distribution. This prevented over crowding and ensured supply to the beneficiaries (See Figure 13).

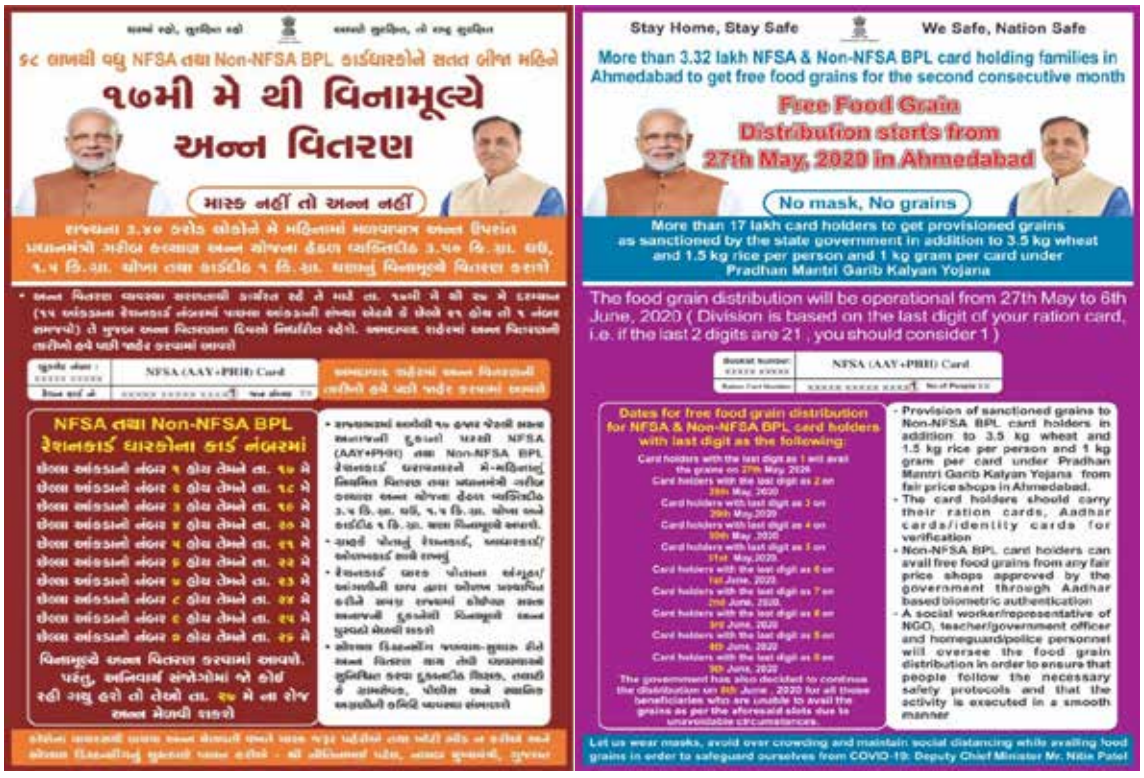
Figure 13: Classification of the ration card holders on the basis of their last digit in April

One or two extra days were kept for distributing the food grains to all those beneficiaries who were unable to avail this benefit as the per aforementioned slots due to unavoidable circumstances. To ensure the effectiveness and mass reach of this strategy, advertisements were published indicating the date, type of distribution i.e. NFSA or non- NFSA and the slots on the basis of last digit (See Figure 14).

Figure 14: Banners used for providing information about the distribution of grains in April 2020

To make it even safer, the Administration has revised their strategy in May and now in place of calling ration cardholder digits with 1 and 2, 3 and 4 and so on together, each last digit number from 1 to 9 and 0 on different days (See Figure 15) to make sure that the beneficiary coming on single days gets the food grains of their portion. Even to further simplify the distribution the core committee was also given the responsibility to call and inform the batch of 25 people for their respective slots in a day.

Figure 15: Banners used for providing information about the distribution of grains



5) Information dissemination at regular intervals helped the system to build confidence in the masses assuring them of constant supply of food grains. The fair price shops were not only the source of food grains, but they were also made the source of information dissemination . It was also made mandatory for all the fair price shops to display the grievances helpline number at their stores.

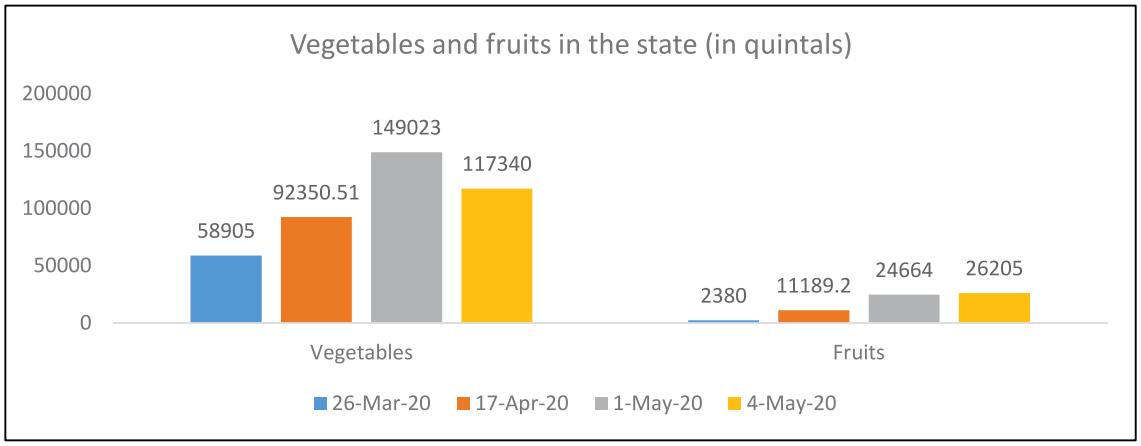
To sumamrise, though there was a shortage of transportation and in availability of the labour, cooperation between all the stakeholders from the execution to last-mile delivery made this possible and achieved the objective that nobody goes hungry. It has been observed that in the normal period around 80 to 85 percent beneficiary collected their rations from the fair price shops but during this pandemic near about 95 percent of the beneficiary collected their rations. There were best attempts made to ensure that protocols and norms given by the Health Department and Municipal Corporation were not compromised in the process of distribution. People were sensitized to carry the mask, marks were created to maintain distance, and shops were sanitized at regular intervals. The coordination and cooperation among all the people have resulted in the entire Public Distribution System in the state to go through a significant social audit.

(2) Supply of fruits & vegetables and milk

Fruits & Vegetables

The Gujarat Government adopted a strategy of micromanagement on the advice of the Chief Minister to relieve people from panic buying and ensuring people enough and continuous supply of essential items such as milk, fruit and vegetables. The below graph shows the supply of fruits & vegetables (Figure 16)

Figure 16: Vegetables and fruits supplied in state during initial time period



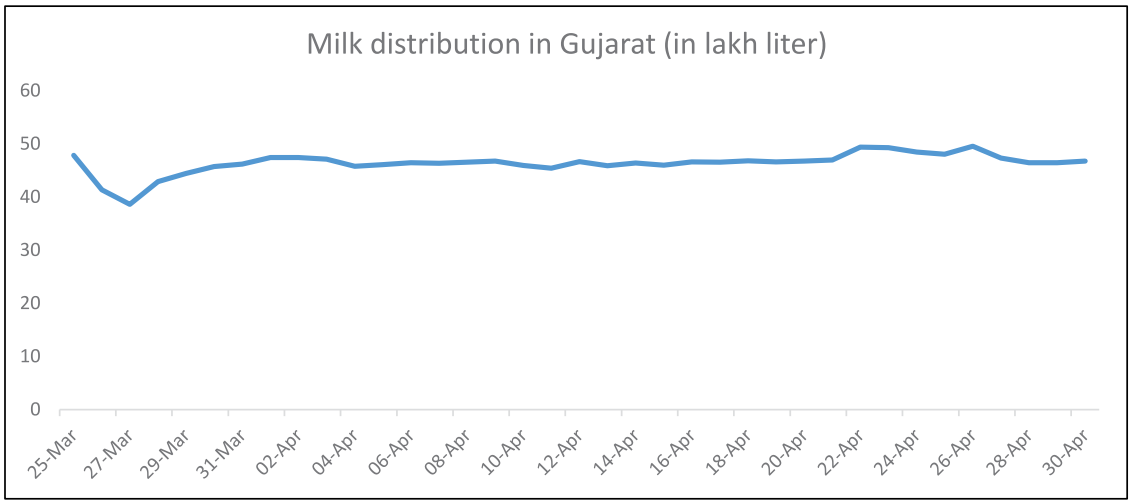
Source: CMO, Gujarat

The supply chain of fruits and vegetables was also affected in the initial phase of the lockdown. Along with the lack of transportation and shortage of labour for managing the supply chain, the additional challenge that was faced by the Administration during this period was the sudden increase in the number of sellers of the fruits and vegetables. Many textile workers in the city of Surat were facing an acute shortage of jobs, which motivated them to switch to selling fruits and vegetables. This led to crowding at the APMC in Surat. As an immediate step, APMC Surat was closed down for 2 to 3 days. Similarly, APMCs in Ahmedabad was also closed for a few days. To address this, the Administration allowed only people registered with the APMC with one vehicle. This avoided the distress/ unrest among the registered sellers and ensured them with the continuous supply. The assurance of supply by farmers to APMC and by APMC to the fruits and vegetable sellers helped the Administration avoid distress in the supply chain.

Milk

In the initial phase of the first lockdown, though, the chain was affected, but within a short span, the milk distribution pattern came back to its normalcy. To ensure that the supply chain of milk is not disrupted, the private players, who were not part of the milk cooperatives, were included in th formal system. This added to the overall supply quantity. This also helped the private milk providers in the rural areas to have a stable income during the lockdown period.

Figure 17: Milk supply in Gujarat during April, 2020



Source: CMO, Gujarat

Grievance redressal and execution committee for essentials

A separate control room was set up in the state to quickly respond to the grievances, to provide relief and monitor the supply side of essential items for Gujarat citizens. The control room is still in operation around the clock. Citizens could access the required information from the control room via an emergency number issued both at state-level helpline number (1070) and a district-level helpline number (1077).

Additionally, a senior level committee was established for planning and executing the supply of essential commodities including food grains, fruits & vegetables and milk.

Box 3: Committee for decision making

To make quick decisions and deal with the challenges on a real-time basis, a core committee was formed consisting of Chief Minister, Deputy Chief Minister, Minister of State (Home), Chief Secretary, Principal Secretary (Health and Welfare), Principal Secretary (Social Justice & Empowerment Department) Secretary to Chief Minister, Additional Chief Secretary (Revenue) and other senior officials. At the behest of the CM, the Secretary to CM, the Secretary for Cooperatives, and the Secretary Food, Civil Supplies and Consumer Affairs Department conducted video conferencing with district officials and cooperatives for better planning and Administration immediately.

Source: CMO, Gujarat

4.5. Support to migrant labour

(1) Inter-state and intra-state movement of labourers

As per the 2011 census, there are nearly 54 million migrant labour in India. Of the total, 13 million migrant labourers have moved to other states from their original state for an economic reason such as work, employment, or business. More than half of these 13 million migrants moved to just four states like Maharashtra, Delhi, Gujarat, and Karnataka, primarily in search of work in cities such as Mumbai, Ahmedabad, Surat, and Bengaluru[xv]. With the entire country put under lockdown on the midnight of March

24, all the intra-state and inter-state movements came to a halt, and other transportation facilities were shut. In the absence of public transport, migrant labourers started moving on foot to their native villages[xvi].

In case of Gujarat, approximately 10,000 migrant workers started walking on highways towards their homes[xvii]. The mass exodus of labourers was reported from all the major cities in the state, including cities like Ahmedabad, Surat, Rajkot, and Vadodara. To stop this mass movement, the state government announced that no migrant labourer would be allowed to leave on foot and necssary transportation arrangements shall be made. Till then, the district administrations in the states arranged food and shelter homes for them. Also, state-level helpline number (1070 and 104) and a district-level helpline number (1077) were set up for the migrant labourers so that they could contact the concerned authorities for help with their stay and food[xviii]. Employers and contractors' migrant labourers were appealed to provide 21 days' salary and food.

Gujarat has been one of the leading states in operating Shramik trains for migrant workers. As on June 2, 2020; approximately 4155 Shramik trains[xix] were introduced to support around 57 lakh migrant workers to reach their homes. Of this, Gujarat alone operated 1008 Shramik special trains (26%) and ensured the safe return of 14.80 lakh labourers. To keep the journey of migrant workers' convenient, food and potable water were provided on the trains. The highest number of Shramik special trains were sent to Uttar Pradesh, followed by Bihar (See Annex Table F).

In addition to the support provided to inter-state migrant labourers, the government also facilitated transportation of those working across districts within Gujarat. The Gujarat State Road Transport Corporation (GSRTC) buses played a vital role in supporting these labour to return to their homes. By March 29, around 773 buses for over 52,000 labourers were used, in various rounds, by the GSRTC to help them reach their homes in different parts of Gujarat (See Annex Table G). With each passing day, the mobilization of labourers using buses increased. This was only the beginning. For instance, in Surat district alone, around 9500 buses were mobilized for approximately 2.89 lakhs labourers to help them travel back to their native town (See Annex Table H).

Box 4: Migrant trains from Surat

The city of Surat is well known for its diamond and textile industries. These industries attract a large number of migrant workers both from within the state and from other states. When the nation-wide lockdown was announced, the shops were closed and the daily wage earners were eager to return to their home towns. Surat district Administration planned the transportation of migrant labourers to their natives (both within and outside Gujarat), via Shramik Special trains and GSRTC buses.

Of the total 1008 Shramik trains sent from Gujarat, 445 departed from Surat alone, to various destinations all over the country between May 2, 2020, to May 31, 2020. The highest number of trains were sent to Uttar Pradesh (236), followed by Bihar (109) and Odisha (74). The Shramik Special trains were also sent to other states like Jharkhand (15), West Bengal (6), Uttarakhand (3), Rajasthan (1), and Telangana (1).

Source: Gujarat State Road Transport Corporation

(2) Shelter home management

Government of Gujarat established shelter homes for migrant labourers (See Annex Table I and Table J). The district collectors, police, and other senior officials were given the responsibility to make sure that stranded people do not walk towards their natives on foot. The Special Migrant Labour Support Team was constituted at the district level by the state administration. The Inspector or Sub-Inspectors were given the charge to help these migrant labourers and bring them to shelter houses. The in-charge was provided with other 2 to 3 manpower along with SUVs and police buses. This team was given a responsibility to do the patrolling in different areas and bring the stranded workers to the nearby shelter houses (See Annex Table K). To reduce the psychological effect on the people, police officers were made to interact and have the food with them and build confidence in them. The officers were also collecting the details regarding their family members in their home state or any health facilities to be provided to their family members in their home state along with other information about the ration kits and medicine to them. A database was created to the same effect. Having necessary information about migrants helped the police to book the Shramik Special Trains. Arrangements were also made for food packets and drinking water along with medical screening, transportation for the station, and boarding of trains.

(3) Governance through social media platforms

The Labour and Employment Department, GoG, coordinated several processes such as money transfer to labour accounts through DBT and monitored the situation on real-time information basis using WhatsApp and other social media platforms. In one of those ventures, a WhatsApp group was created by Additional Chief Secretary (Labour and Employment Department), which included 50 senior officials not only from Gujarat but also from the other states like Uttar Pradesh, Bihar, for real-time monitoring and coordinating the migrant movement. The officials were communicated whenever the trains departed from Gujarat so that necessary arrangements could be made for testing and screening at the other end. Also, at every 500 kilometers, railway stations were identified to supply food and the drinking water. The station masters and district officials of those railway stations were also informed through WhatsApp whenever the trains departed or arrived.

To avoid conflicts and security challenges in running trains, police officers and other armed security forces were deputed in each train that departed from Gujarat. The contact details of these officials were given to the people on the train so that they could reach out to them in case of an emergency. These officers were also part of the WhatsApp group to communicate any emergency or challenge to the senior officials to solve them in real-time.

Figure 18: Benefits of WhatsApp coordination

4.6. Sectoral adaptations in agriculture and industry

(1) Agriculture

Despite the Coronavirus outbreak, Gujarat is experiencing a rise in summer sowing area by 140% as compared to last year[xx]. Last year summer sowing was recorded at around 6.82 lakh hectares, while this year, it is around 9.57 lakh hectares. The state Agriculture Department predicts that this may touch a historical figure of 10 lakh hectare. This increase in the summer sowing is because of the widespread, well-networked irrigation system in the state for supplying adequate amount of water. Another reason is that due to lock down a mass reverse migration has resulted in the high participation by daily wage earners in agricultural-related activities.

The government was proactive in opening of the allied agricultural units. Agriculture was an essential service but agro & food processing was not. Government addressed this gap so that the agricultural produce doesn't go waste and farmers are ensured of an income. For example, Bhavnagar district had a bumper produce of white onion. This is used as a raw material for onion powder, onion flakes, etc and is seldom consumed directly. If the produce was not processed, the farmers would lose income. A video conference was held under the Chair of the Minister with the owners of processing plants to understand what they needed to resume operations. Their issues of labour, transportation, etc. were addressed and within a week, 100 such processing plants started operations.

(2) Industries

- After the announcement of INR 20-lakh crore package by central government to revive the county's economy in wake of covid-19 pandemic, Gujarat government set up a six-member committee of experts to deliberate on economic revival measures, including fiscal restructuring and provide comprehensive suggestions in the post COVID-19 pandemic scenario[xxi]. A high-powered committee led by former revenue secretary and comprising of Gujarat government officials developed recommendations to streamline investments in various sectors like automobiles,

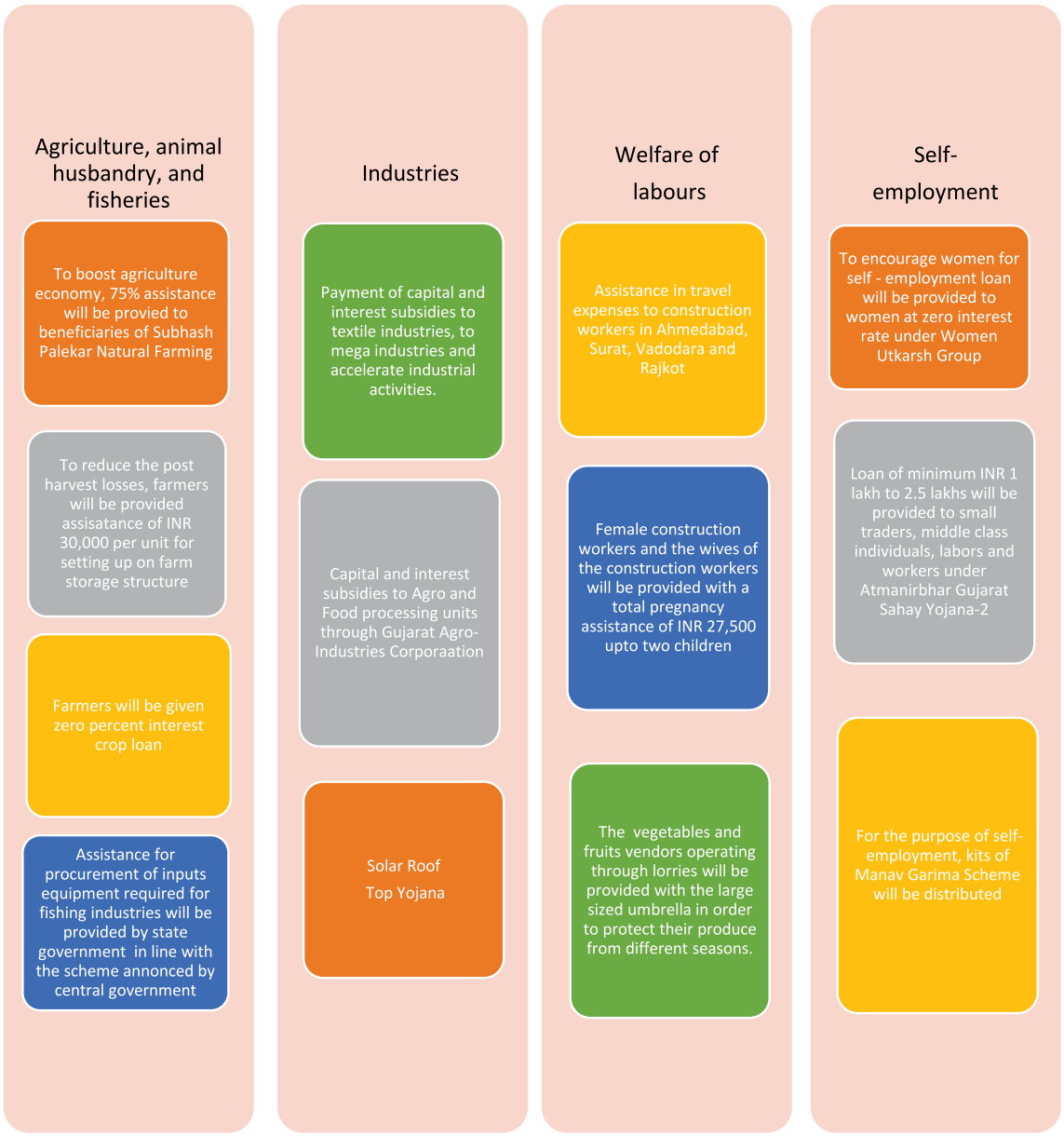
heavy industries, chemicals and petrochemicals, pharmaceuticals and services, among others in the state in unlock 1.0[xxii]. More so, once the migrant labours return to Gujarat, the committee will monitor their availability and highlight any shortage or gaps for prompt redressal in coordination with the Labour Department.

- According to the state CM, the Government has decided to make the approval process for establishing new industries completely online. They would be allocated land within seven days and all necessary government approvals will be accorded within 15 days. An ordinance has also been passed for the new industrial units, which would be provided with relief from all the labour related acts and norms, except three basic acts, for a period of 1,200 days[xxiii]. These exemptions, however, will not be extended for minimum wage, ensuring the security of employees and compensating them in case of injury or death[xxiv] .
- The Gujarat government has also planned various **policy changes in the industrial sector.** A seven-member committee under each district collector has been given powers to grant permission for restarting industrial activity following the Centre's guidelines. These include checking of body temperatures of employees using a thermal gun, compulsory use of mask and adherence to social distancing guidelines. The factory owners will also have to keep staggering entry and exit timing to avoid crowding. There will also be restrictions on workers who belong to coronavirus hotspots and containment zones.

(3) Some initiatives under Aatmanirbhar Gujarat Package

In a move to give thrust to the industries across different sectors and support their speedy recovery, the CM announced a package worth INR 14 thousand crores under ***Aatmanirbhar Gujarat Package***[xxv]. Some of the steps taken by the state government during the lockdown for various sectors is illustrated in the diagram below:

Figure 19: Measures of the state government under Aatmanirbhar Gujarat Package



Source: https://gujaratinformation.net

4.7. Ensuring social distancing

The Prime Minister and Chief Minister while addressing the nation and the state respectively emphasized the need for maintaining social distancing by following the mantra of *'Do Gaj ki doori'*. However, to keep the social distance in public was a big challenge for the Administration when the nation-wide lockdown was announced in March. People were assembling in large numbers in ATMs, Milk booths, Grocery shops, Fair Price Shops, and many other such places. To deal with this, the police introduced the token system, and also places were marked with circles at the distance of 1 meter. For instance, in Gujarat, the Hapa Vegetable market is one of the biggest markets in the Jamnagar district. To ensure social distancing in this market, the police drew deep lines demarcating the 8 square feet area for each vegetable vendor along with marking all

the entry, exit, and parking areas. The police continuously screened all the customers and vendors coming to this vegetable markets. They all were also briefed on the Do's and Don'ts to keep the area safe. The retail vendors of the vegetables were issued passes and were only allowed to bring their vehicles after they purchased the vegetables. The model was successful in ensuring social distancing. This was replicated (with some modification as per local need) in other vegetable markets in the state.

4.8. Public awareness & engagement

The government was aware of the fact that any response to COVID-19 would not be successful if there was no community participation and mass awareness campaigns. During the period of 3 months (March to June), government of Gujarat took several initiatives in this area which are captured in this section.

- The Chief Minister conducted video conferencing with the leaders of 162 Nagar Palikas in the state on the occasion of the 60th anniversary of Gujarat's foundation (May 1) and advised them to take the necessary measures to monitor the spread COVID-19 and disseminate these measures in their regions of work. He also requested the citizens to celebrate the occasion uniquely by following the lockdown norms and by exchanging greetings online. He requested them to take a pledge to maintain health and hygiene and contribute in awareness campaigns through tagging #VijaySankalp on Instagram, Twitter, and other social media platforms. He also announced to conduct painting, essay, and poem competitions at district and state level on the theme of "Corona warriors" for students from school and colleges rewarding with prizes[xxvi]. Through video conferencing, the Chief Minister addressed the youth from rural Gujarat and informed them about the service of the frontline warrior. In the conference, he also discussed the importance of wearing masks in reducing the spread of the virus via droplets when coughing, sneezing, exhaling, and even during talking[xxvii].
- On the occasion of the International Nurse Day observed on May 12, the Chief Minister held a video conference to talk to frontline nurses and health care workers who were engaged in taking care of the COVID-19 affected people. He praised and encouraged the nurses and health care workers for their continuous dedication to serve the nation at the time of the pandemic[xxviii]. To create awareness among people in Gujarat at mass level to limit the spread of COVID-19, GoG started a public campaign called '***Hu pan Corona Warrior***,' I am also a Corona Warrior, with the vision of '***Jitse Gujarat - Harse Corona***,' i.e., Gujarat will win, Corona will lose on May 21, 2020. The campaign was launched through a video conference in which various religious leaders, leaders of societies, and citizens from all the 33 districts of the state participated. On the launch of the campaign against COVID-19, the Chief Minister emphasized the need for change in the mindset of people and developed a disciplinary behaviour in the routine life of people. The precautions and alertness of people against COVID-19 will help the state to reduce its adverse impact. Under this campaign, the Chief Minister urged fellow citizens to follow necessary rules like wearing masks in public places, not to go outside unless unavoidable, especially elders, pregnant women and, children, and maintain social distance[xxix]. Several prominent figures of Gujarat joined the campaign to spread awareness among people throughout the last week of May. To make this campaign more people participatory,

residents of Gujarat were given different tasks. For instance, on May 22, people were asked to take a selfie with their grandparents, a selfie with a mask, and upload it on their social media platforms using the hashtag ***'#HuPanCoronaWarrior'*** (I am also a Corona Warrior). On May 29, people were asked to download the Arogya Setu App as a part of the campaign[xxx].

Figure 20: Banners used for the launch of Hu pan corona warrior

- Several innovative initiatives were also taken by district administrations in addition to those devised by the state. For instance, the Surat administration used animals such as horses, dogs, and buffalos during their public awareness campaigns to persuade the locals to stay inside and curb the virus' tranmission. These animals were seen strolling with banners bearing awareness messages about coronavirus tied around their bodies[xxxi]. The police in Ahmedabad also created awareness among people through live music[xxxii]. A band was hired by the police to cheer the people during the nation-wide lockdown and also spread awareness about COVID-19. In Kutch district, the police band marched in a residential society, playing the tune of the song 'Hum honge kamyaab' (we will succeed) to cheer up people[xxxiii].
- The Gujarat Police also played their band to lift the spirits of people amid the coronavirus crisis and nation-wide lockdown.

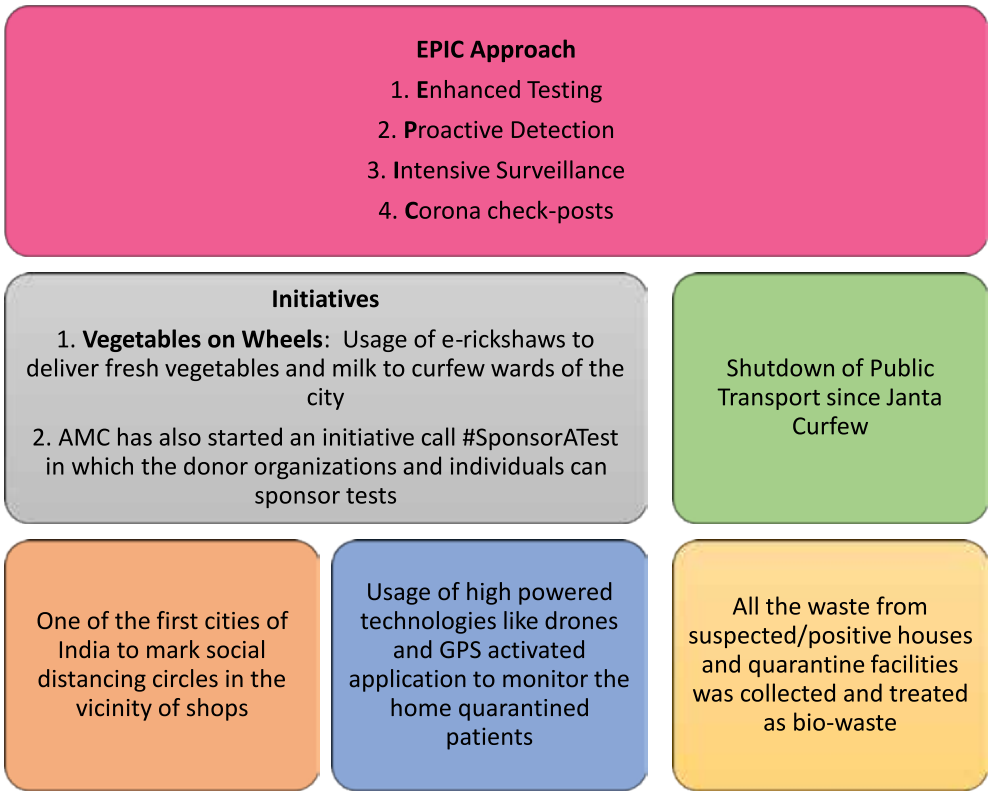
4.9. Brief narration of the role of municipal corporations

The Municipal Corporations in the state played a very vital role in devising and implementing response strategy to deal with the pandemic. Although they were the main frontline warriors, it is beyond the scope of this study to document and analyse their enormous role. Therefore, we list only briefly, some of the marquee initiatives taken by the Municipal Corporations of the three major cities of Ahmedabad, Rajkot, and Surat.

(1) Ahmedabad Municipal Corporation

Along with the efforts as seen in Figure 21 below, the Ahmedabad Municipal also deployed Mobile Testing Vans called Dhanvantari Rath - in each of the seven zones. Around 30 teams were deployed in the field for testing across the Ahmedabad city.

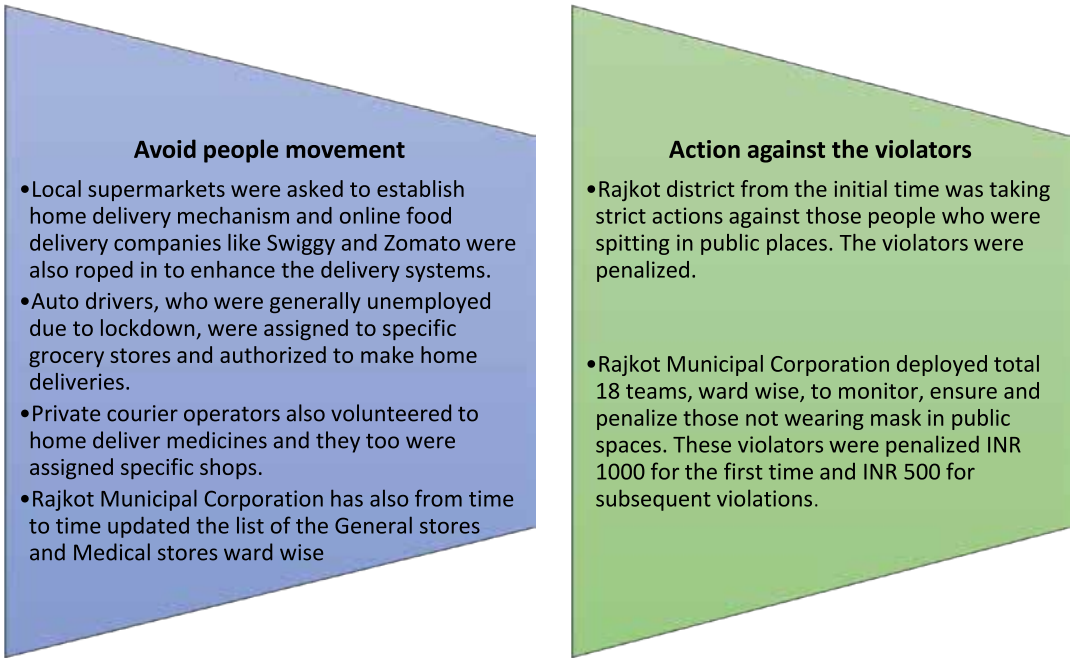
Figure 21: Approaches and initiatives by Ahmedabad Municipal Corporation



(2) Rajkot Municipal Corporation

Rajkot was one of the first districts in the state where a COVID-19 case was reported. But as on June 12, 2020, there were only about 54 active cases in the district.

Figure 22: Approaches and initiatives by Rajkot Municipal Corporation

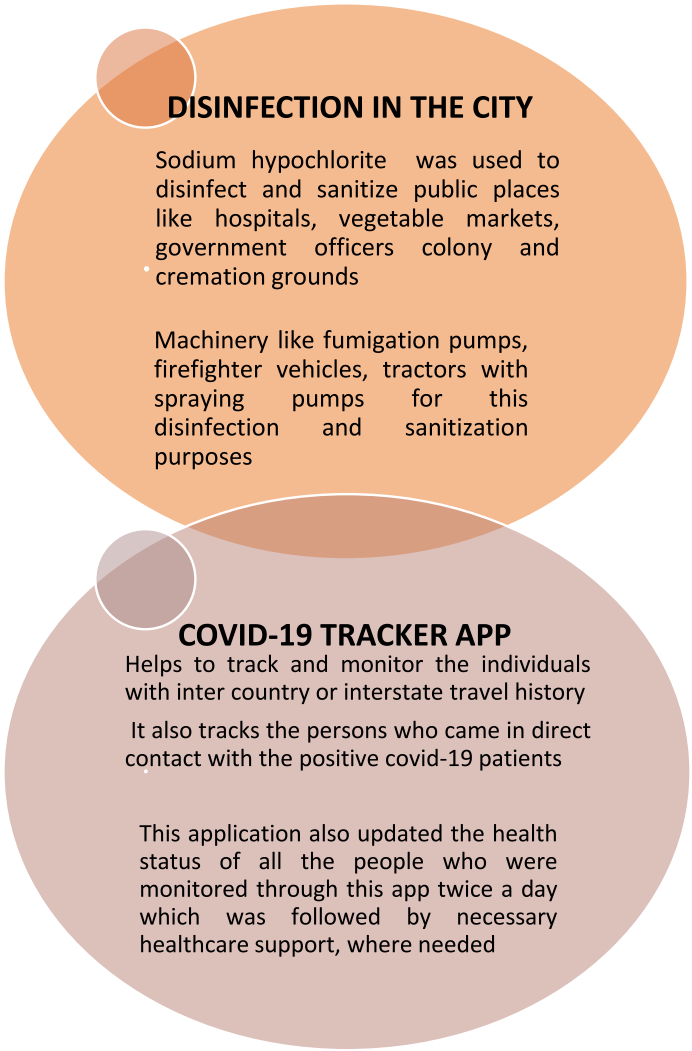


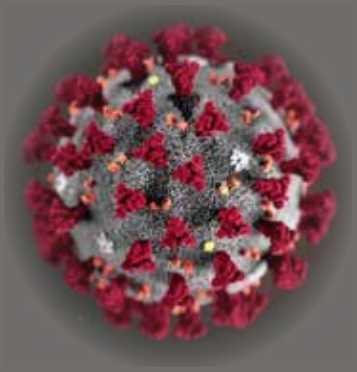
The Senior officers in the district were entrusted with the responsibility of each ward and were designated as the 'Ward Prabhari'. Their responsibility included monitoring through cameras, CCTV, and using ICCC (Integrated Command and Control Centre).

(3) Surat Municipal Corporation

Surat City was also among the first cities where the first case of Gujarat was reported. It was a big challenge for the district to deal with COVID-19 being an industrial hub and housing majority of the migrant labour population. Select measures adopted by the SMC to combat the spread of COVID-19 are as follows:

Figure 23: Approaches and initiatives by Surat Municipal Corporation





5 LEADERSHIP RESPONSE

This section highlights the decision making & monitoring process and the overall role of the leadership in responding to the pandemic.

5.1. Role of executive leadership

The state government led by the CM - Shri Vijay Rupani has been proactively dealing with several challenges arising due to the pandemic, in coordination with the administration at all levels.

(A) Specific initiatives

(1) Support to stranded people & migrant labour

- To ensure their safe return, the Government provided bus and train facilities[xxxiv] and also operated the highest number of Shramik trains. State-level helpline number (1070) was also operationalized for them
- The administration also plied 27 GSRTC buses to bring back over 1250 stranded Gujarati pilgrims from Haridwar.
- Continuous coordination with the MEA and other diplomatic missions to bring back the students and travelers stranded in other countries. (See Annex Table L)
- The Government made free arrangements for institutional quarantine for travelers and students in 31 districts of the state who were brought back through Vande Bharat Mission scheme[xxxv].
- Also, support was extended to 3900 stranded fishermen from Andhra Pradesh in Veraval Port, Gujarat, for their safe return[xxxvi].

(2) Relief measures for the citizens

Figure 24: Some of the relief measures announced by Chief Minister

The Chief Minister has kept all employees motivated by continuing nearly INR 4,000 crore for wage and pension to government employees. Around INR 2,600 crore will be spent in salary to 5.28 lakh state government employees, and INR 1,400 crores will be granted as pension to around 4.57 lakh retired employees [1].

Chief Minister extended the deadline to pay the electricity bill for March and April to May 31, 2020 [2].

During the conference held on 29th April, 2020, CM directed all district collectors to ensure continuous water supply [3].

The Chief Minister on 18th May, 2020 announced that N95 and three-layer masks would be available at affordable prices at 1600 Amul parlours across the state [4].

The cost is borne by the Government to make sure that people get access to treatment. This encourages people from all strata to come forward and get themselves treated free of cost in 31 COVID-19 hospitals [5].

Sources:

1. Gujarat government employees to get full salary, pension for April, *livemint, May 1, 2020.*
2. April power bills can be paid by May 30 in Gujarat, *The Times of India, May 10, 2020.*
3. Ensure proper drinking water supply, Gujarat CM tells collectors, *The Times of India, April 30, 2020.*
4. Amul parlours in Gujarat to sell N95, triple-layered masks, *Outlook India,* May 18, 2020.
5. Free treatment in 31 COVID-19 hospitals: Gujarat Govt, *The Indian Express, April 17, 2020.*

(3) Support to industries

As the initial cases of coronavirus were found in the Wuhan city of China, many companies from the United States, Korea, Japan, and Europe, were willing to shift their manufacturing plants from China to India.

Gujarat has nearly 33,000 hectares of land available for industrial use in Khoraj, Sanand, Dahej Special Economic Zone (SEZs) Saykha, Dholera SEZ, and other private SEZs. To attract these companies to the state, the government of Gujarat worked to further enhance the "Ease of Doing Business". To ensure better transparency, accountability and efficiency, the Government decided to make this whole process online. Approvals for the establishment is expected to be given within fifteen days. The Chief Minister has also directed the Labour and Employment Department of the State to create an ordinance to make this process easier[xxxvii].

An Atmanirbhar Gujarat Sahay Yojana package was also launched to support indigenous production, details of which are mentioned in the figure below:

Box 5: Aatmanirbhar Gujarat Sahay Yojana

To tackle the COVID-19 crisis in India and encourage people become Aatmanirbhar, i.e., self-reliant, the Central Government led by Prime Minister Mr. Narendra Modi announced INR 20 lakh crore package under ***'Aatmanirbhar Bharat Yojana'*** on May 12, 2020. Following this, the Chief Minister of Gujarat also announced the ***'Aatmanirbhar Gujarat Sahay Yojana'*** that offers loan up to INR 1 lakh for a three years' duration. As per the press release by the state government, it indicates that around 1 million people eligible under the scheme can avail a loan up to 1 lakh with a nominal interest of 2 percent. The scheme also covers domestic helpers, vegetable vendors, construction workers, auto-rickshaw drivers, and others who lost their incomes in the COVID-19 lockdown [1]. The state government has earmarked a sum of INR 5,000 crores under this scheme[2]. Such visionary measures amidst this global crisis will enable the people to become self-reliant.

Sources:

1: Gujarat's Aatmanirbhar small loans scheme for the self-employed, The Indian Express, May 18, 2020.

2: *Information Centre Gandhinagar, May 15, 2020.*

(4) Support to start-ups

Several start ups and youth organizations have developed innovative solutions to respond to the pandemic. They are also engaging in scientific research. To encourage the talent and young minds, the Chief Minister has decided to help startups aligned with the response strategy using their technology with an INR 100 crore fund. As on 15 June 2020, 31 such startups are being supported using this fund[xxxviii].

(5) Support by providing HCQ

In early April, there was a sudden peak in demand for the medicine Hydroxychloroquine (HCQ) drug due to the news that this medicine can be part of the line of treatment. India agreed to provide HCQ to the the United States. Gujarat had an inventory of nearly 10 million HCQ drugs. At the time of this dire need, being a manufacturing state, the Gujarat government provided this drug to the US[xxxix].

(B) Establishment of Chief Minister's war room

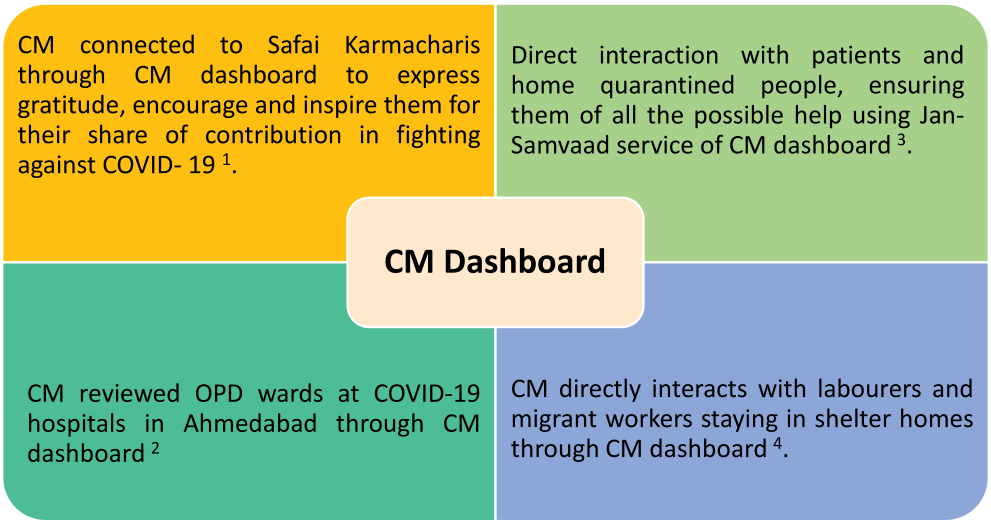
The CM Dashboard in Gujarat was set up at CM office in 2018 to monitor development projects in the state. This technology-based application is referred to as the third eye of the government. It was designed to monitor 16 departments like agriculture, health, revenue, education, energy, road and building, and other public-oriented schemes on a real-time basis using around 450 parameters[xl]. The system was created to bring more accountability on the part of a government official and to settle the grievances of the public which are necessary for development[xli]. The state government keeps the track of performance of government departments through 5Cs, necessary for sustainable development and good governance.

Figure 25: The 5C strategy adopted for sustainable development and good governance

Source: Times of India, May 04, 2020.

During the difficult time of COVID-19 this dashboard helped the government to get connected to the various sections of the society, frontline warriors, migrants, members of the government, and also monitor and conduct surveillance of the lockdown directly by the Chief Minister. Following are some of the instances where the Chief Minister directly connected with various stakeholders.

Figure 26: CM connecting to various stakeholders through CM dashboard



Sources:

1: CMO, Gujarat

2: Dailymotion.com, May 31, 2020

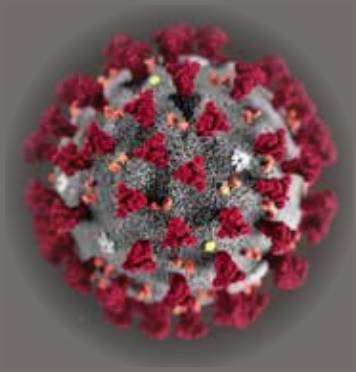
3: The Sunday Guardian, May 02, 2020

4: Times of India, April 13, 2020

5.2. The Samaritan role of police

The pandemic has redefined the roles and practices of the many administrations across the globe. There have been stories around the world where people from all the segments have come forward to help the needy in their capacities. Community kitchens, mask making, PPE kits making, food packets arrangements for migrants, distribution of ration kits, sanitizer distributions, helping elderly and pregnant women were few works that the police force undertook. For instance, the Police team in the Vedach area distributed the ration kits to the people working in the brick industry and poor people residing near police station locality. Another instance, the police in Rajkot City, in collaboration with a charitable trust, conducted a drive to take care of the older people. They contacted Hair Saloon Academy, who can cut hair, do oil massage, and clean shaved to those who wanted to do.

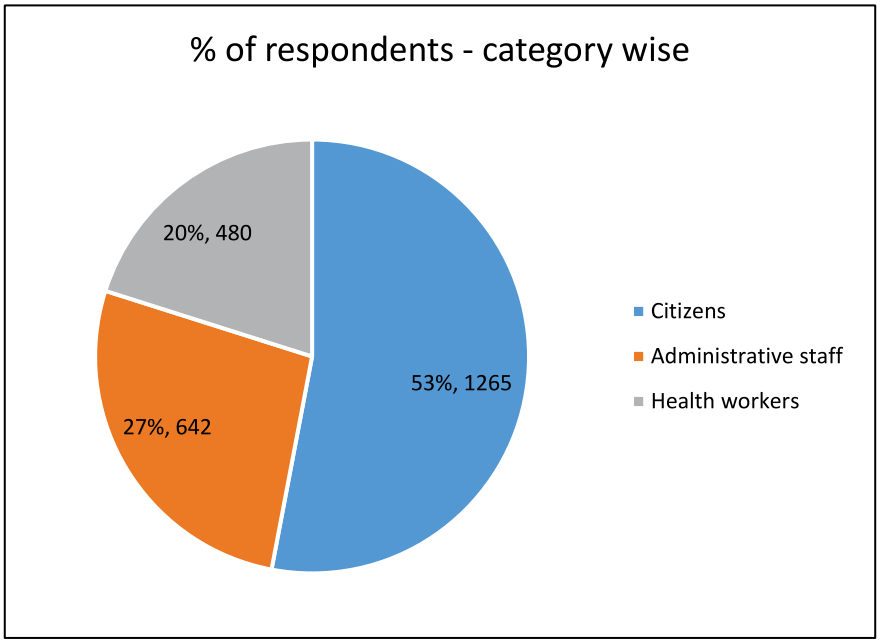
Figure 27: Some of the initiatives by police and their family members



6 STAKEHOLDER OPINION SURVEY

The objective of the survey was to understand the experiences of various stakeholders such as the citizens, administrative staff and health workers amidst COVID-19. The survey has been conducted through a structured questionnaire administered using an online platform across various districts of Gujarat. 2387 respondents filled the survey and their break-up is as below:

Figure 28: Category wise classification of the respondents



Source: Own Survey

The district-wise classification of the respondents is given in their respective sections. The survey captures their experiences, awareness, difficulties and suggestions and how they dealt with their roles and responsibilities during the lockdown.

6.1 Citizen experiences amidst COVID-19

Table 6 below provides the details of the citizens surveyed in different districts of Gujarat. The respondents include daily wage earners, housewives, farmers, salaried people both at government and non- governmental establishments, unemployed, etc.

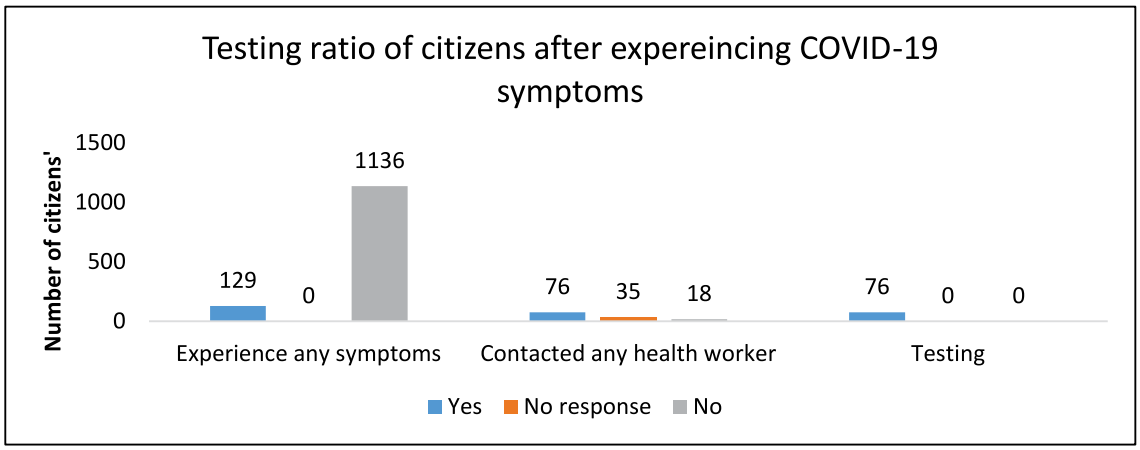
Table 6: **The district-wise classification of respondents in this category is listed below:**

Stakeholders	Daily wage earner	Farmer	Housewife	Other	Salaried (government entity)	Salaried (non-governmental/ private entity)	Self-employed	Social Worker	Student	Unemployed
Ahmedabad	33		21		9	15	47	6	16	2
Aravalli	5	6	5		6	8	23	7	28	
Banaskantha	2	2	7		2	4	23	10	14	
Bhuj							1			
Botad							1			
Chotila									1	
Jamnagar							3			
Kutch	33	18	9	1	8	27	56	20	30	1
Mehsana							2			
Patan	12	9	3	1	3	16	26	1	23	
Rajkot	31	5	7	2	18	37	91	16	75	
Sabarkantha	16	5	11	2	3	11	56	6	24	1
Somnath						1				
Surat	17		11		4	11	42	2	5	
Surendranagar						1				
Vadodara	28		7		4	21	53	16	18	1

Source: Own survey

(1) As per Figure 29, out of the sample size of 1265, 10.2% of the citizens experienced the symptoms of COVID-19. About 59% of them contacted a health worker regarding the COVID-19 test and the state government ensured testing of all them.

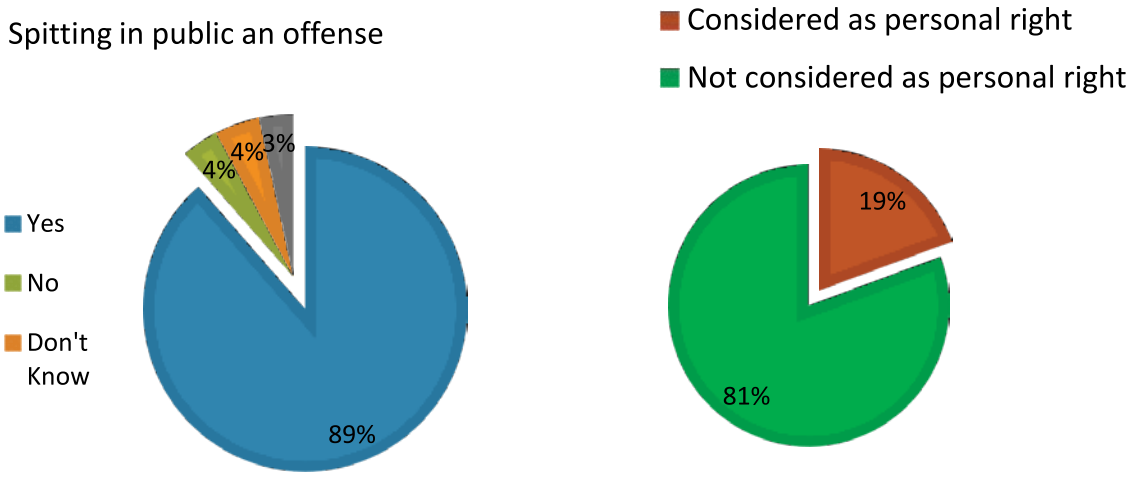
Figure 29: Testing ratio of citizens after experiencing COVID-19 symptoms



Source: Own survey

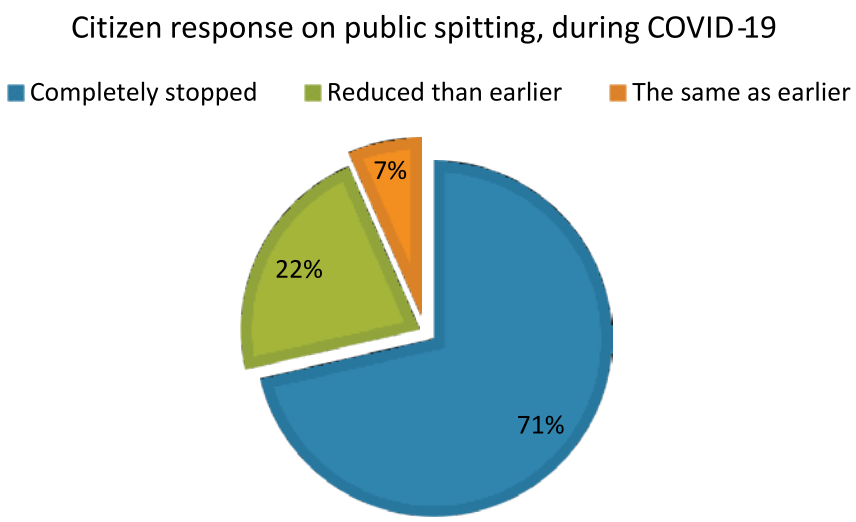
(2) From the Figures 30 a & b, we see that 89% of the citizens in our study are of the opinion that spitting in public is an offense. And among them, 81% considered public spitting should not be as a personal right, and 19% think the otherwise. Municipalities of cities start charging high penalty of Rs.1000 in case of open spitting. These strict actions may change the mindset of the citizens regarding the negative impact on health due to open spitting.

Figure 30.a: Citizen opinion about spitting in the public during COVID-19.



Source: Own survey

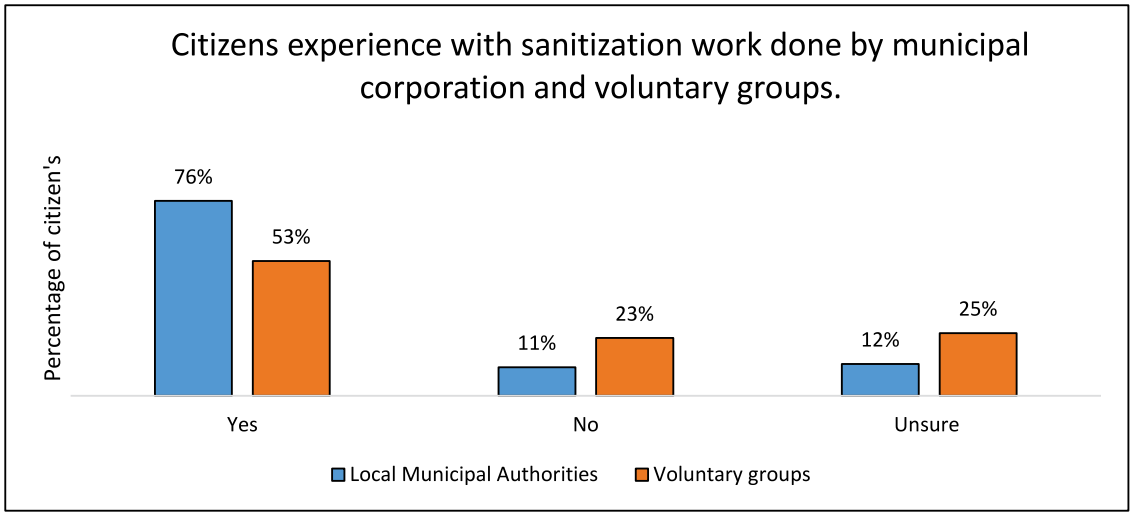
Figure 30.b: Citizen behavior on spitting in public during COVID-19.



Source: Own survey

(3) Figure 31 shows that the government has been efficient in providing sanitization facilities to different localities, blocks and housing societies.

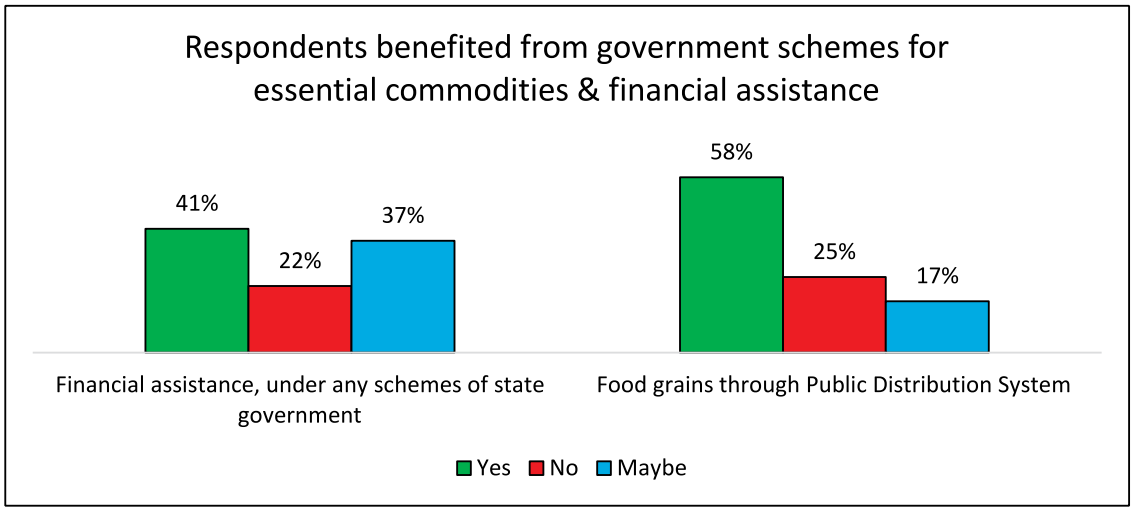
Figure 31: Citizen experience regarding sanitization facilities by municipal corporation and voluntary groups.



Source: Own survey

(4) Figure 32 shows the government has been proactive in the provision of basic food grains, milk, and medicine and also in providing financial assistance under various schemes to the needy irrespective of their status of ration cards.

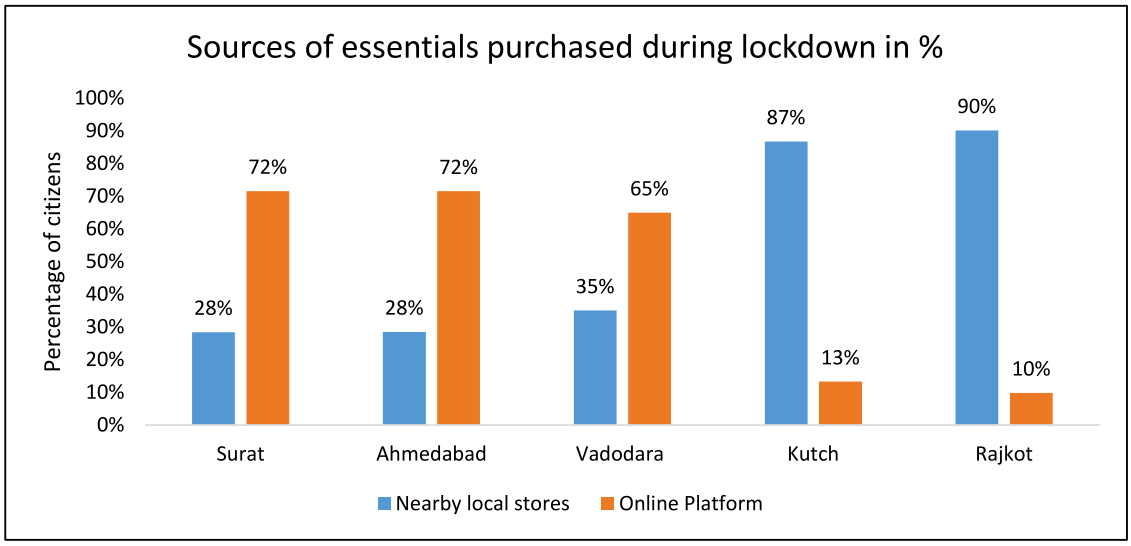
Figure 32: Respondents benefited from government schemes (supply of essential commodities and other financial assistance)



Source: Own survey

(5) From Figure 33 we see that online purchase of essential commodities is preferred in major cities like Ahmedabad, Vadodara and Surat. In other cities, citizens opted for buying from nearby stores. The online purchases in the big cities, which were the epicenters, curtailed people from stepping out of their houses.

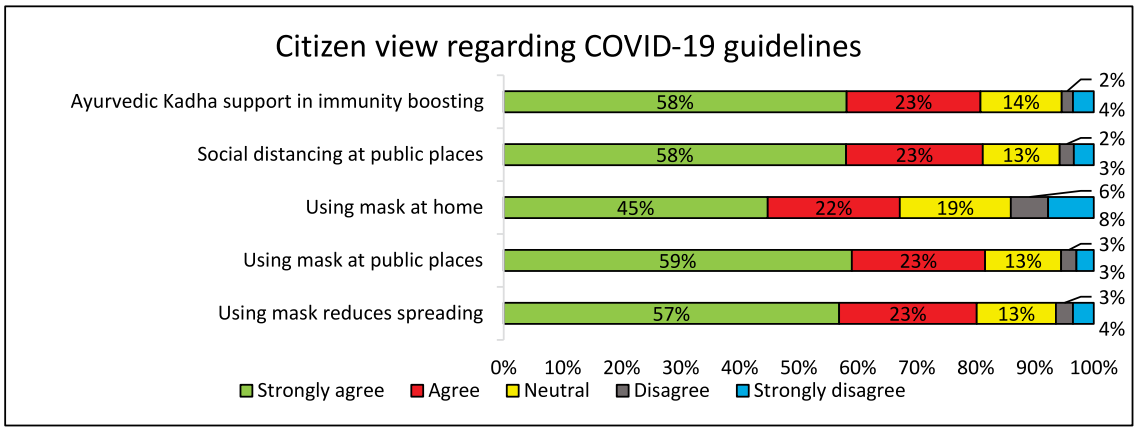
Figure 33: Sources of essentials purchased during the lockdown



Source: Own survey

(6) Figure 34 suggests that citizens strongly support the use of masks, social distancing at public places, and the use of AYUSH remedies. On the contrary, they also do not wish to use masks at home as it would lead to an accumulation of germs due to blockage of continuous air circulation.

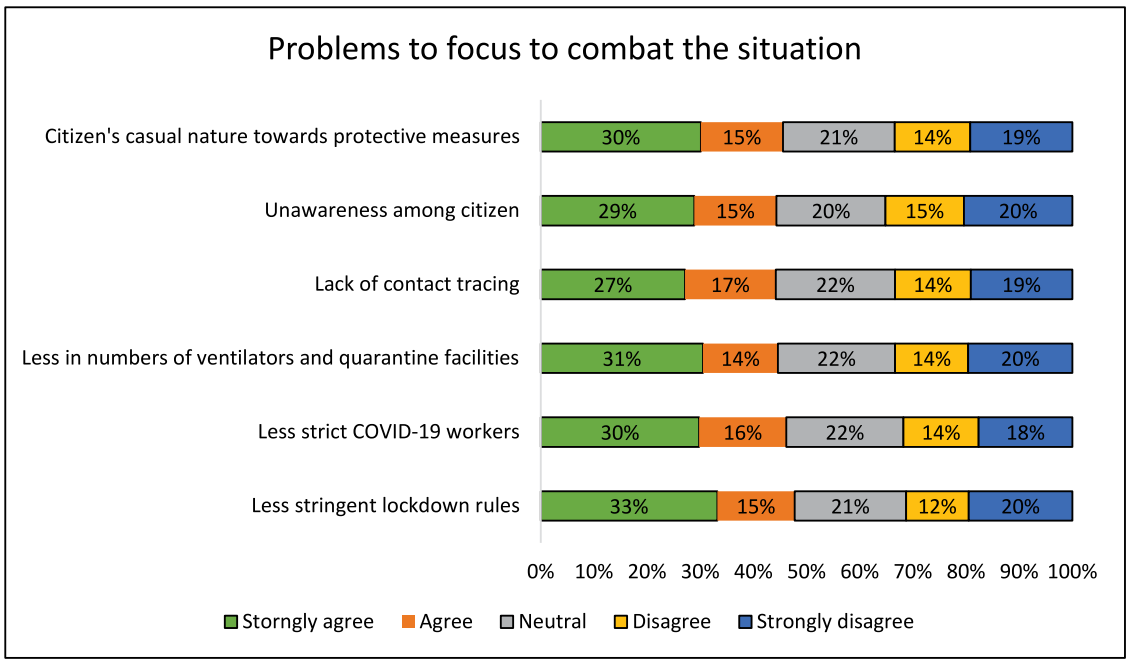
Figure 34: Citizen views about COVID-19 guidelines.



Source: Own survey

(7) Figure 35 suggests that citizens would like the government to continue focusing on enforcement of lockdown rules, compulsory use of mask and strengthening of healthcare infrastructure.

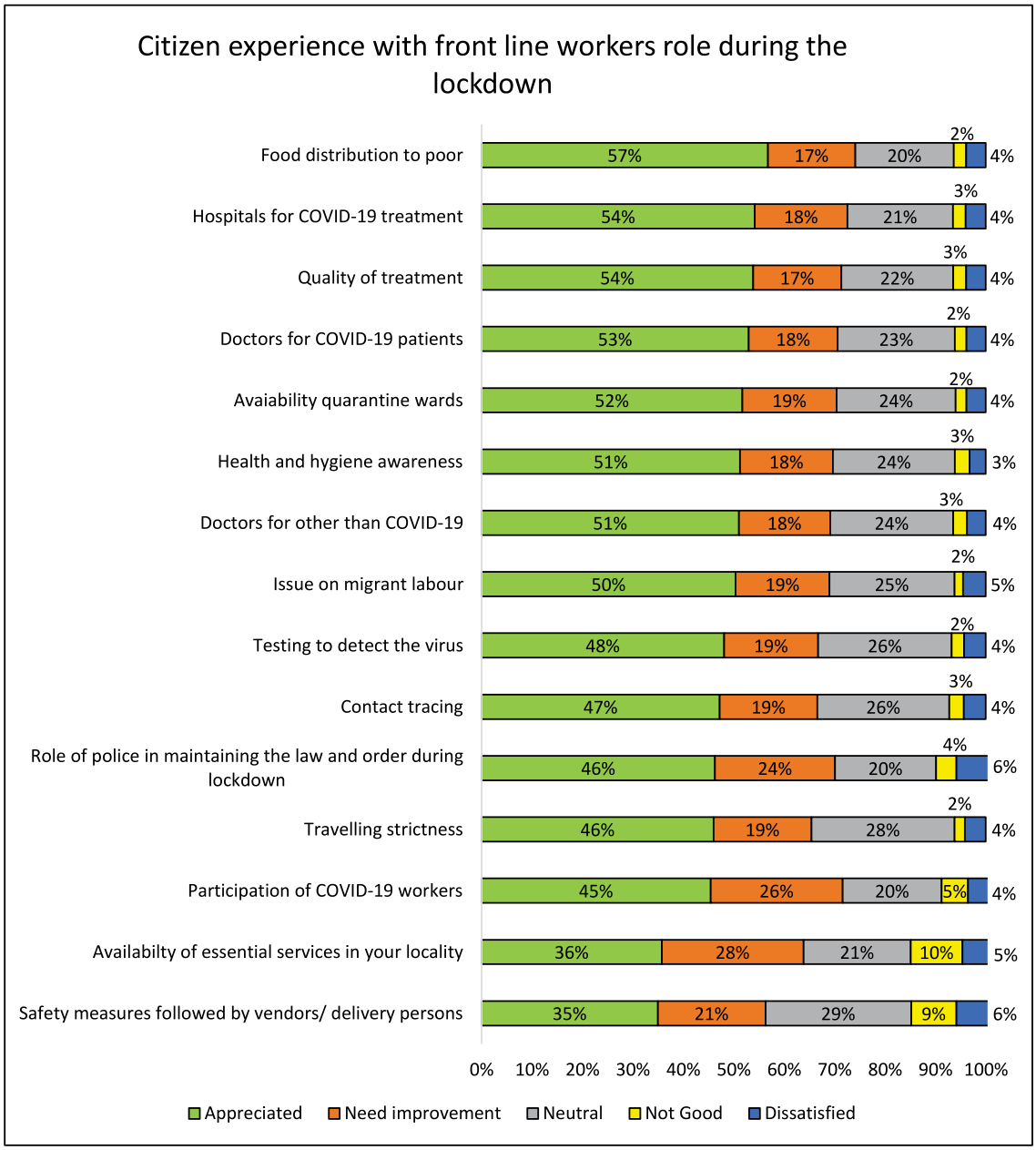
Figure 35: Suggested areas for continued focus of the government



Source: Own survey

Figure 36 shows that citizens were largely satisfied with the involvement of administrative bodies in ensuring food supply throughout the lockdown which was complemented with check-up and testing of "super spreaders". The respondents were also satisfied with the healthcare facilities.

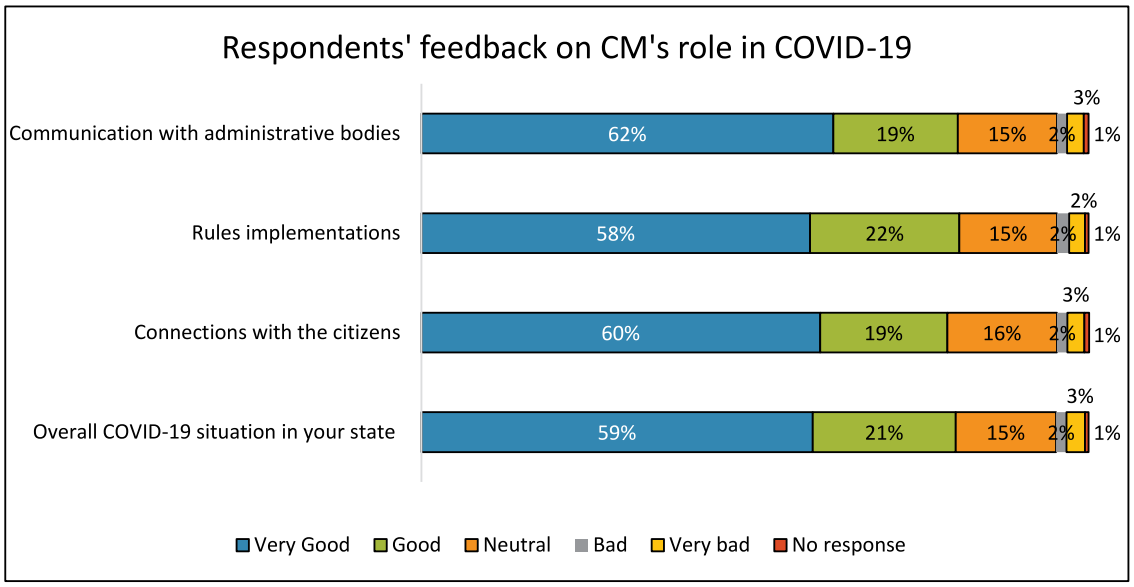
Figure 36: Citizen experience with front line COVID-19 workers role during the lockdown.



Source: Own survey

(8) Figure 37 suggests that nearly 60% of the respondents were satisfied with the active participation of the CM in this crisis, especially the communication of CM with the administrative bodies relating to the effective imposition of rules and regulations for the betterment of citizens.

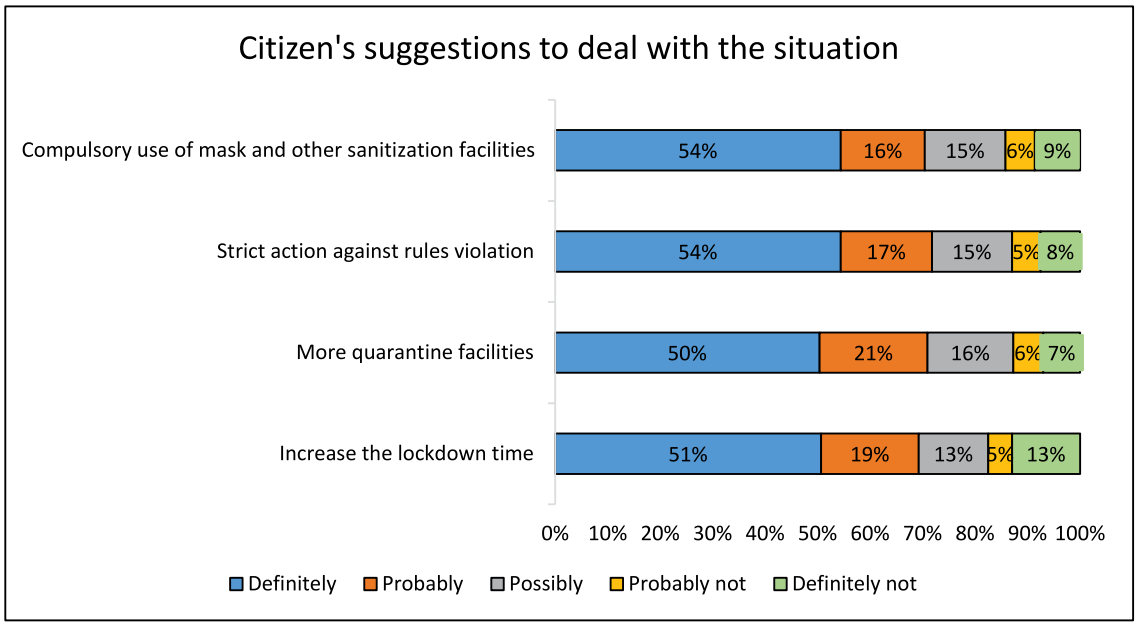
Figure 37: Respondents' feedback on CM's role in COVID-19



Source: Own survey

(9) Figure 38 shows that over 50% of the citizens favor the compulsory use of masks, sanitization facilities and the use of strict action against violation of rules.

Figure 38: Citizen suggestions to deal with the situation



Source: Own survey

6.2 Administrative workers' experience amidst COVID-19

642 administrative workers (including Administrative officers, Development Officer, employees from Municipal Corporation, Police officers) took the survey. Their district-wise classification is shown in table 7 below:

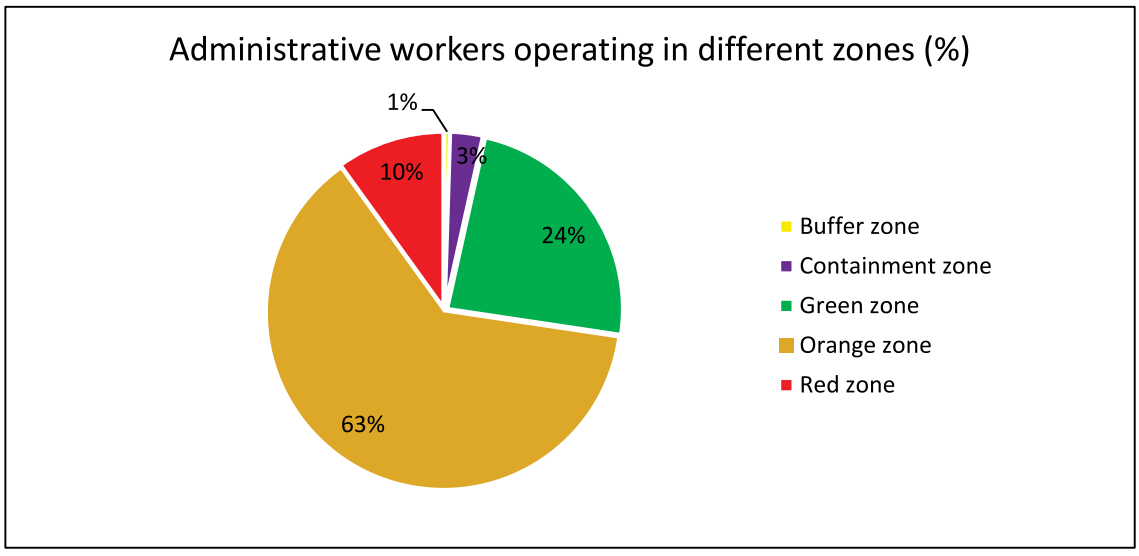
Table 7: The district-wise classification of administrative workers in Gujarat

Stakeholders	Administrative officer	Development Officer	Municipal corporation	Police officer	Village Panchayat and other employees	Others
Ahmedabad	10	4	8	17	7	1
Bhavnagar				2		
Bhuj		1				
Jamnagar				1		
Kutch	56	19	4	66	43	9
Morbi			1	1		
Rajkot	48	18	63	80	74	20
Surat	11	2	14	10	6	
Vadodara	10	2	15	7	12	

Source: Own survey

(1) Figure 39 shows that the maximum number of administrative workers worked in the orange zone, which was the most prioritized areas. The Government allocated more workers in the orange zone where there was the risk of further spread of the virus.

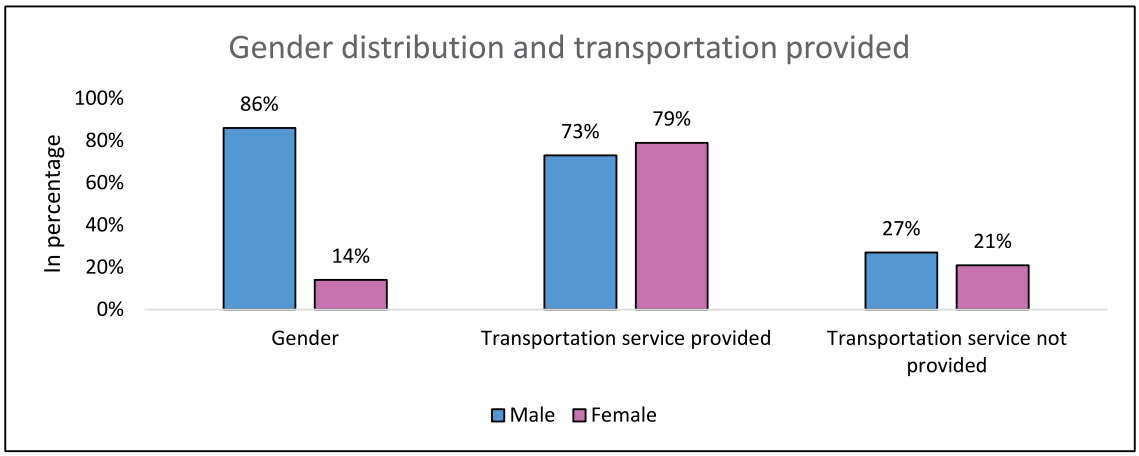
Figure 39: Administrative workers operating in different zones



Source: Own survey

(2) Figure 40 shows that the Government provided basic transportation facilities to the administrative workers. Since there were no means of public transport during the lockdown period, this initiative turned out to be extremely beneficial and effective especially for the women employees.

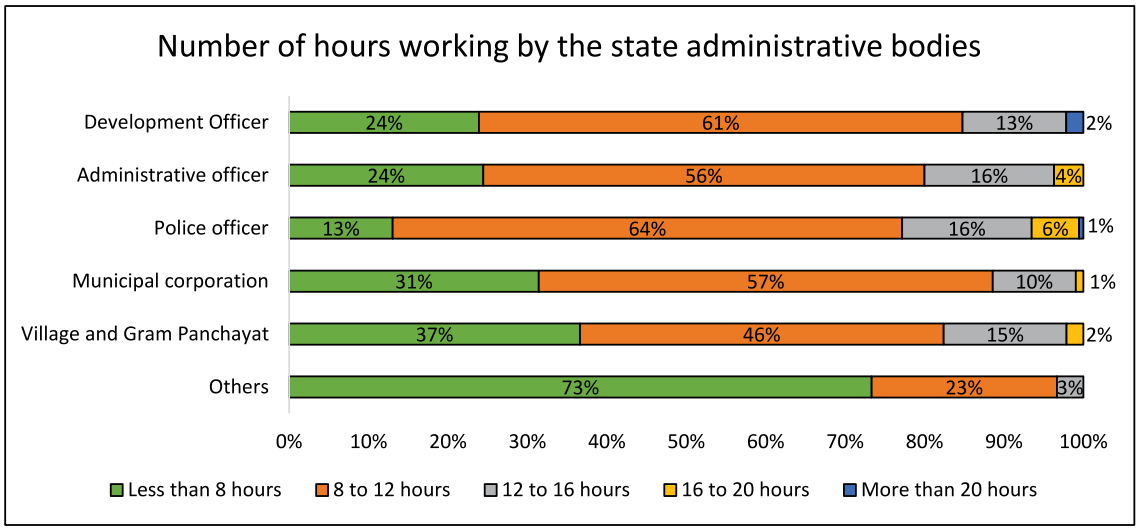
Figure 40: Gender distribution of administrative services and transportation



Source: Own survey

(3) Figure 41 shows the number of hours dedicated by the administrative COVID-19 warriors towards their duties. As we can see, majority of the workers worked for 8 to 12 hours a day and nearly 20% of the respondent pool worked for 12 to 20 hours a day.

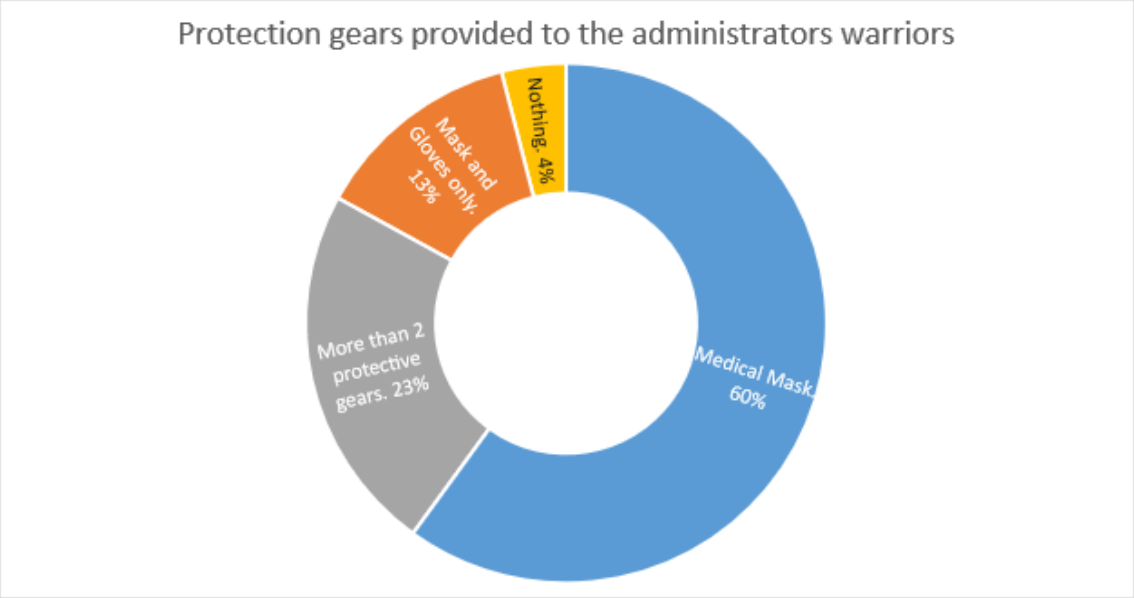
Figure 41: Number of hours working by the state administrative bodies



Source: Own survey

(4) Figure 42 shows that 96% of the administrative warriors received the necessary protective accessory to safeguard themselves from the virus attack.

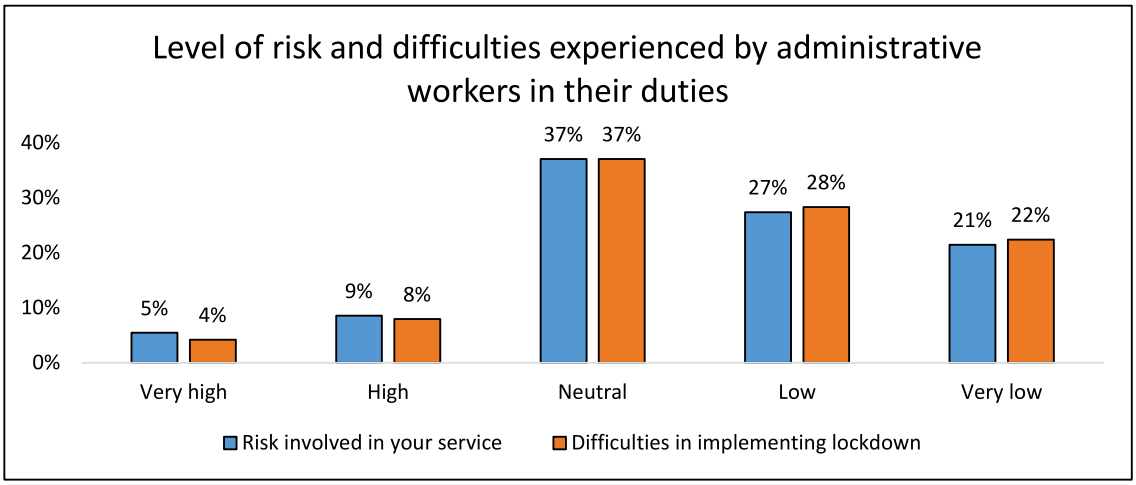
Figure 42: Protective gears provided to the administrators during the lockdown



Source: Own survey

(5) Figure 43 shows that the administrative workers felt secured as they were provided with protective gears and effective sanitization facilities in the COVID-19.

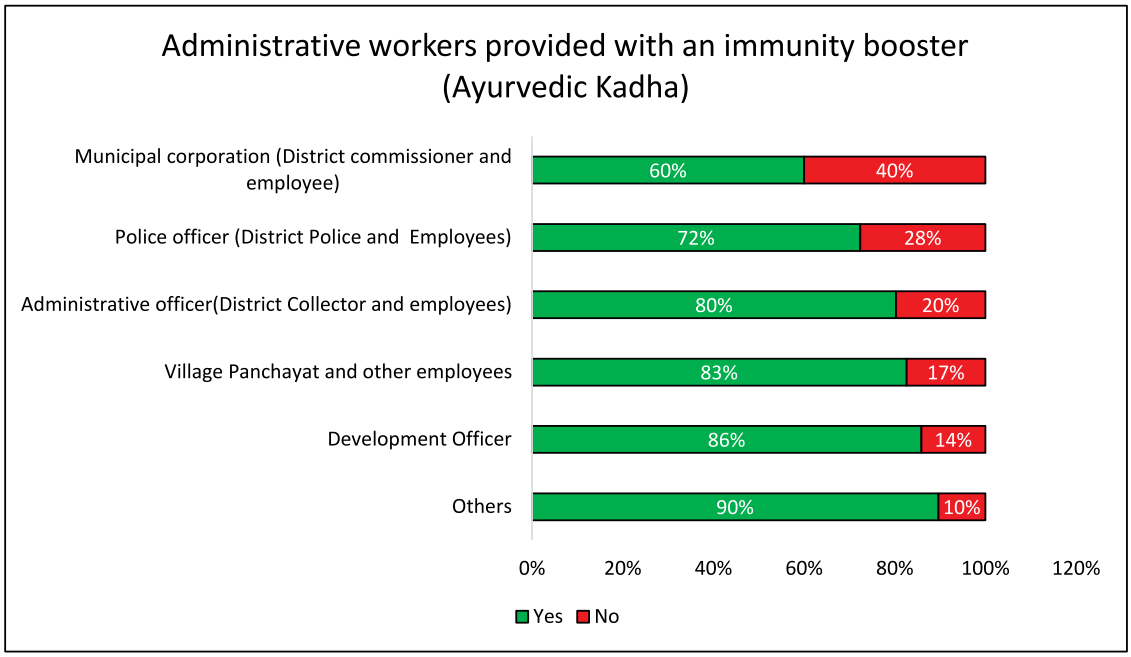
Figure 43: Level of risk and difficulties experienced by administrators during duties



Source: Own survey

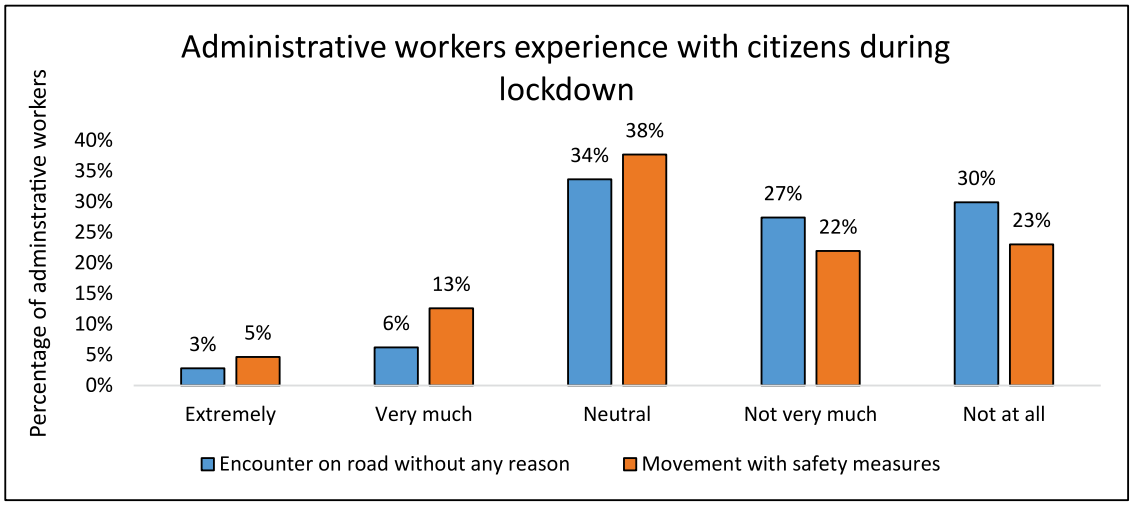
(6) Figure 44 depicts that the police officials were provided with the highest dose of immunity booster since they were in constant touch with the citizens, other frontline workers and guarding the containment zones & other hotspots.

Figure 44: Administrative workers provided with an immunity booster (Ayurvedic Kadha)



(7) Figure 45 displays the experience of administrative workers in dealing and coordinating with the citizens. on the follow-up on rules and regulations issued by the government to the citizens. The citizens generally behaved responsibly during the lockdown. Even if they had to come out due to any urgent reasons, their movements were accompanied with necessary safety measures.

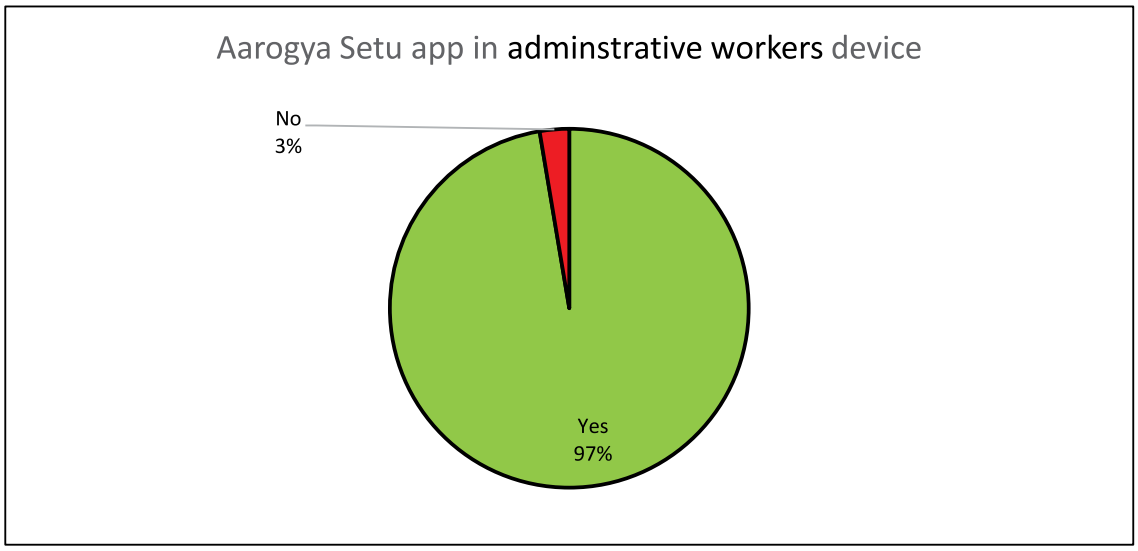
Figure 45: Administrative workers experience with citizen during the lockdown



Source: Own survey

(8) Figure 46 shows that nearly 97% of the administrative workers installed and used the Aarogya Setu app in their mobile phones. Whereas, only 3% of the administrative worker does not have Aarogya Setu app.

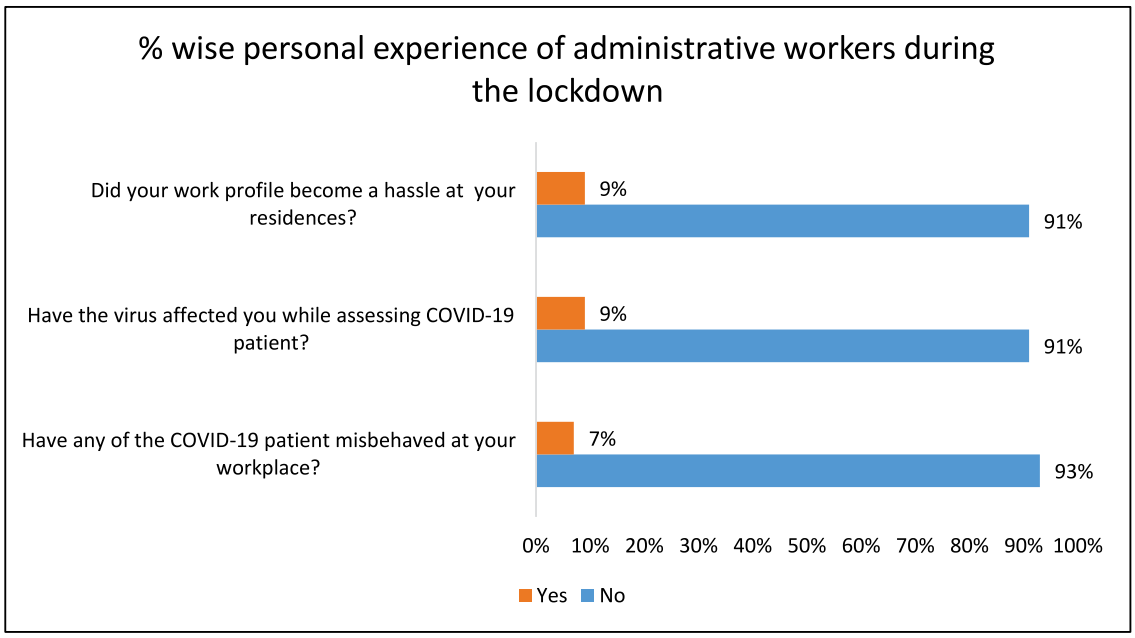
Figure 46: COVID-19 administrative workers using the Aarogya Setu app.



Source: Own survey

(9) Figure 47 shows that more than 90% of the citizens co-operated with the administrative workers, in terms of their behavior, adjusting with them at the residential building and also at the workplace.

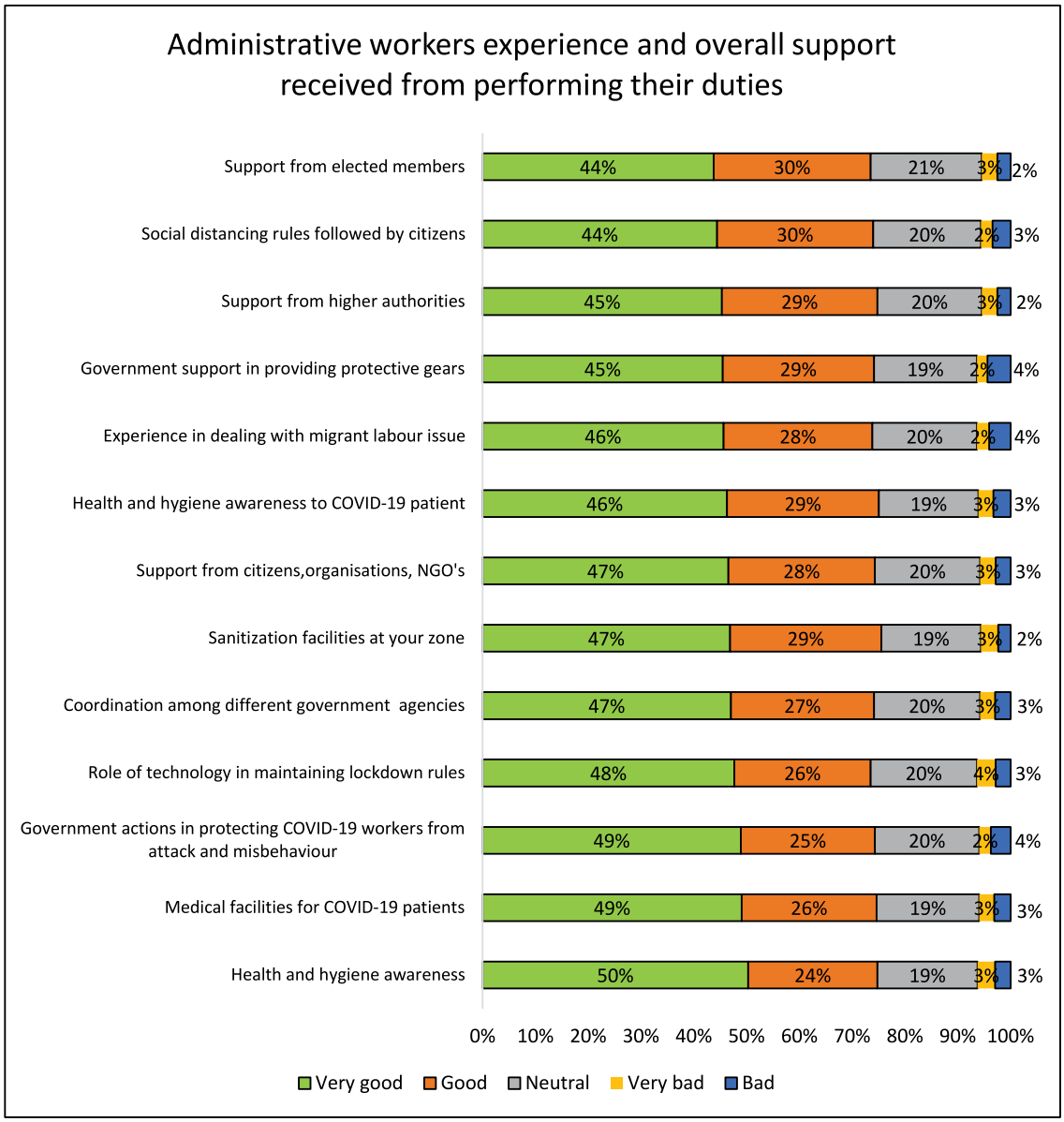
Figure 47: Personal experience of administrative officers during the lockdown.



Source: Own survey

(10) Figure 48 shows that the Gujarat government provided overall protection and support to the front line COVID-19 warriors for the smooth execution of their duties. This comprised mainly of protecting public workers from mass mob attacks and providing them with sanitization and medical facilities.

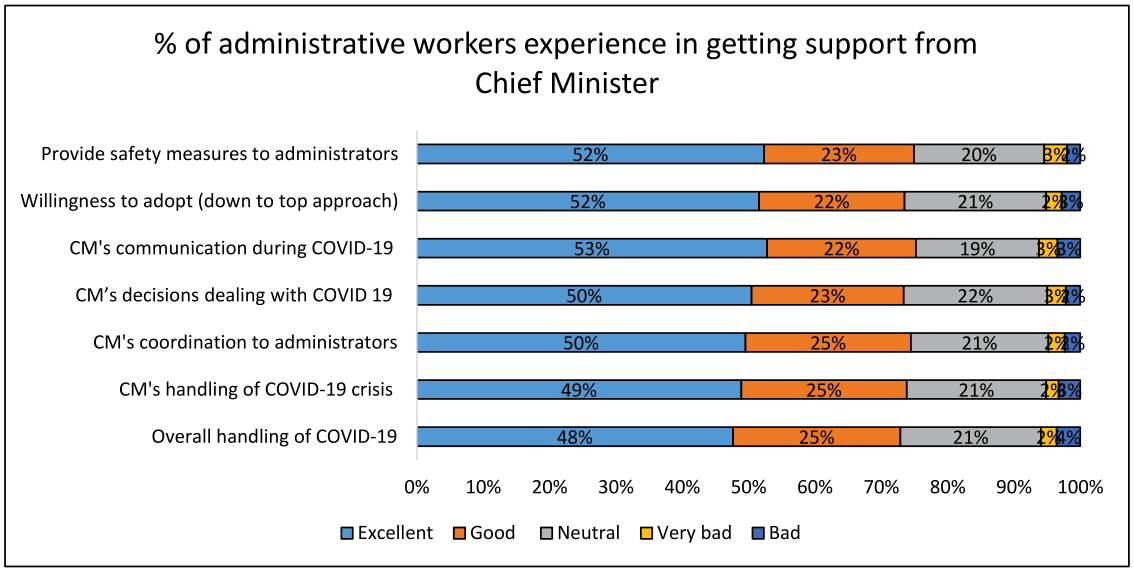
Figure 48: Administrative workers experience and overall supports during their duties.



Source: Own survey

(11) Figure 49 shows the experience of administrative workers in terms of the support they received from the Chief Minister of Gujarat was excellent. The CM extended his support in terms of communication and coordination, building trust, and overall handling of the crises.

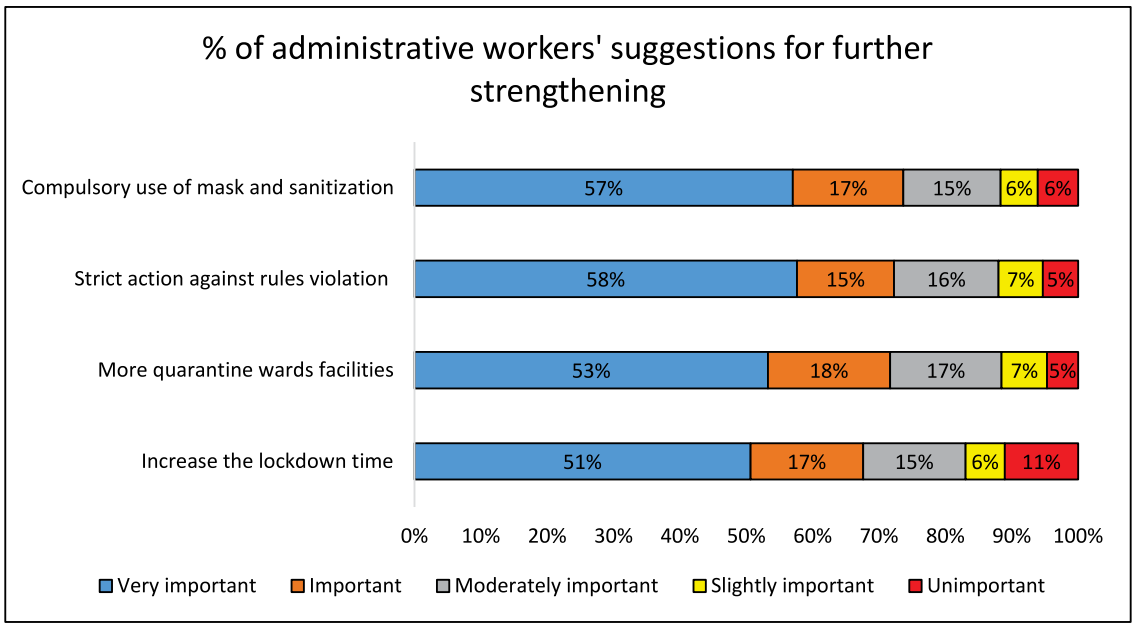
Figure 49: Administrative workers experience in getting support from Chief Minister



Source: Own survey

(12) Figure 50 shows the suggestions given by administrative workers to the government in order to fight COVID-19: stricter use of medical mask and sanitizers; stricter punishment for rule violations and more quarantine facilities.

Figure 50: Suggestions to the state government for further strengthening its efforts



Source: Own survey

6.3 Health workers' experiences amidst COVID-19

Table 8 represents the district-wise classification of the various health workers such as doctors, nurses, administrative staff at hospitals, ambulance drivers, lab technicians, and sanitization workers at hospitals in Gujarat who participated in the survey

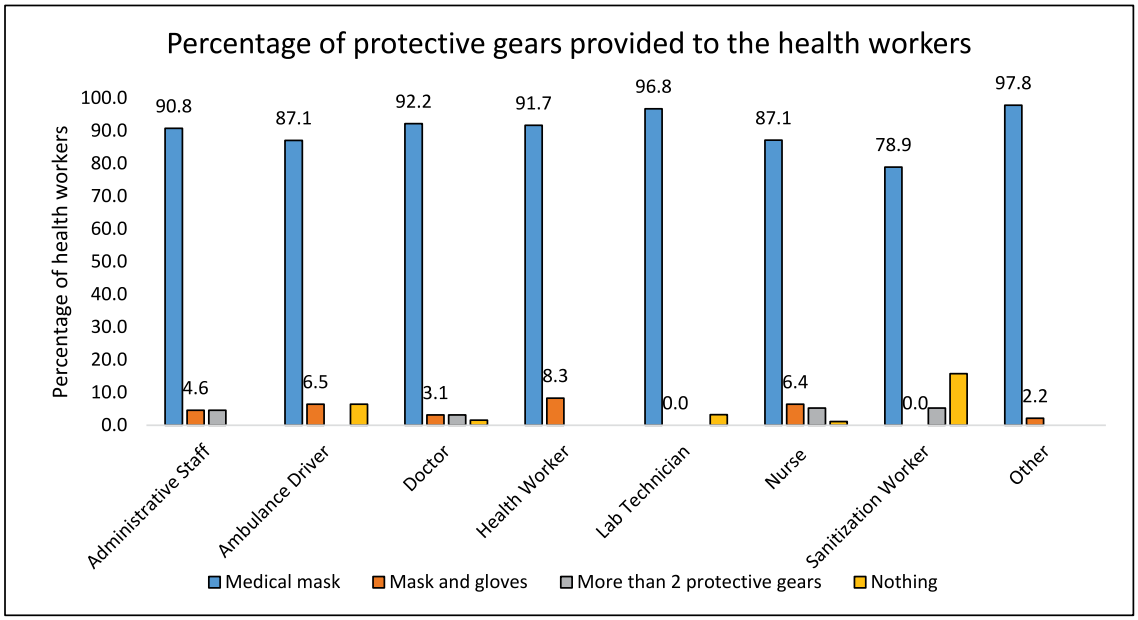
Table 8: **District-wise classification of health workers in Gujarat who participated in the survey**

Stakeholders	Administrative staff	Ambulance Driver	Doctor	Health worker	Lab Technician	Nurse	Sanitization Worker	Other
Ahmedabad	5	4	3		4	18	8	1
Amreli					1			
Aravalli	3		9	4	5	21	1	6
Banaskantha	4		2		4	1	15	
Botad					2			
Gandhinagar						1		
Jamnagar							2	
Kutch	14	5	14	14	4	24	7	1
Rajkot	19	13	24	4	8	67	50	4
Sabarkantha	2	2				4	1	1
Surat	10	3	3		3	11	8	1
Surendranagar			1					
Vadodara	4	3	5		4	12	5	1

Source: Own survey

(1) Figure 51 illustrates that the government provided protective accessories to all the front -line health workers for safety during the accomplishment of their duties. The nurses and the administrative staff were provided with more than 2 protective gears which comprised of Medical Masks/ Gloves/ Gowns/ Eye protections/ a pair of closed work shoes as needed

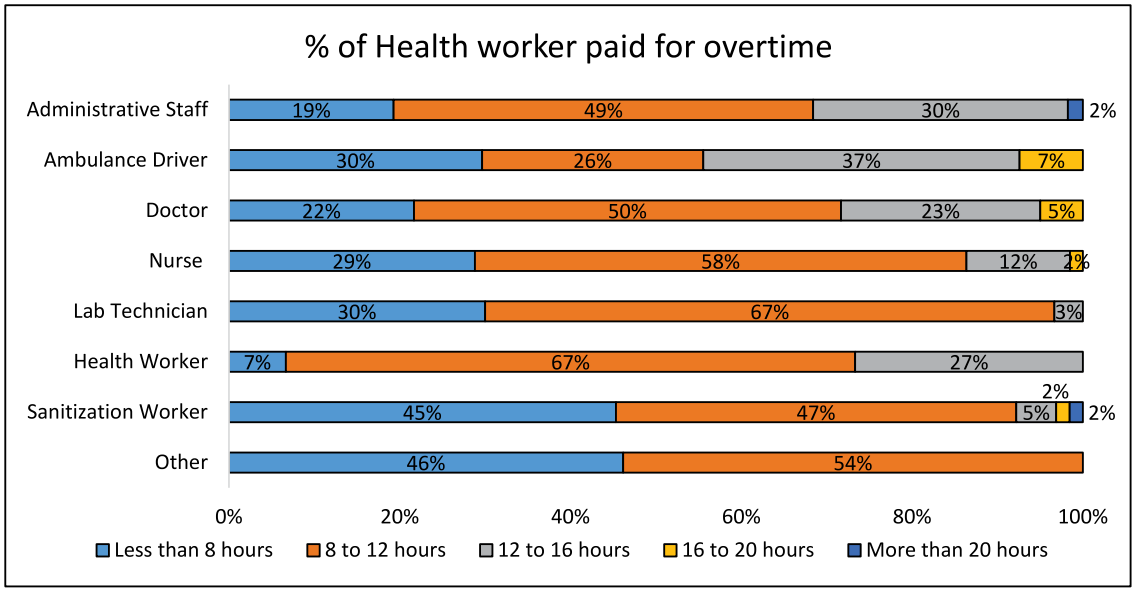
Figure 51: Protective gears provided to the health workers



Source: Own survey

(2) Figure 52 shows that all the COVID-19 health workers worked beyond their normal working hours. The government took the initiative to pay them for overtime delivery of work, as a gesture of appreciation.

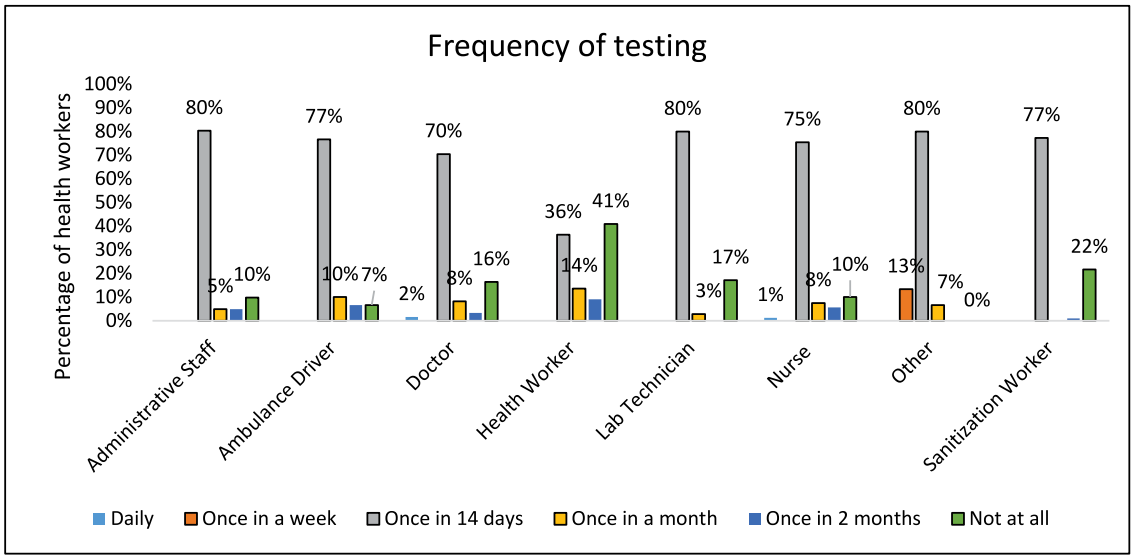
Figure 52: Different health workers paid for their overtime



Source: Own survey

(3) Figure 53 shows that the administrative staff, nurses, and sanitization workers were checked regularly at an interval of 14 days. This was done since the frontline workers were highly vulnerable to contracting this virus.

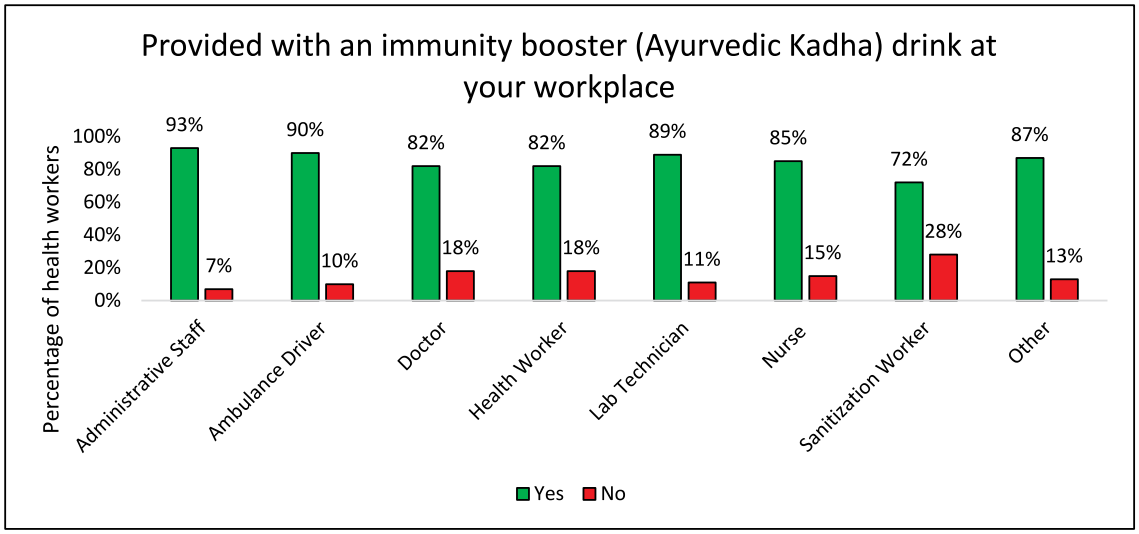
Figure 53: Frequency of testing of health workers for COVID-19



Source: Own survey

(4) Figure 54 reflects the use of immunity boosters by most of the health workers, especially the ones who were exposed directly to the patients regularly.

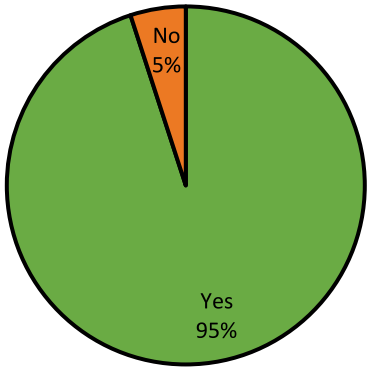
Figure 54: Immunity booster (Ayurvedic Kadha) provided to health workers at their workplace



Source: Own survey

(5) Figure 55 shows that 95% of health workers installed and used the Aarogya Setu app

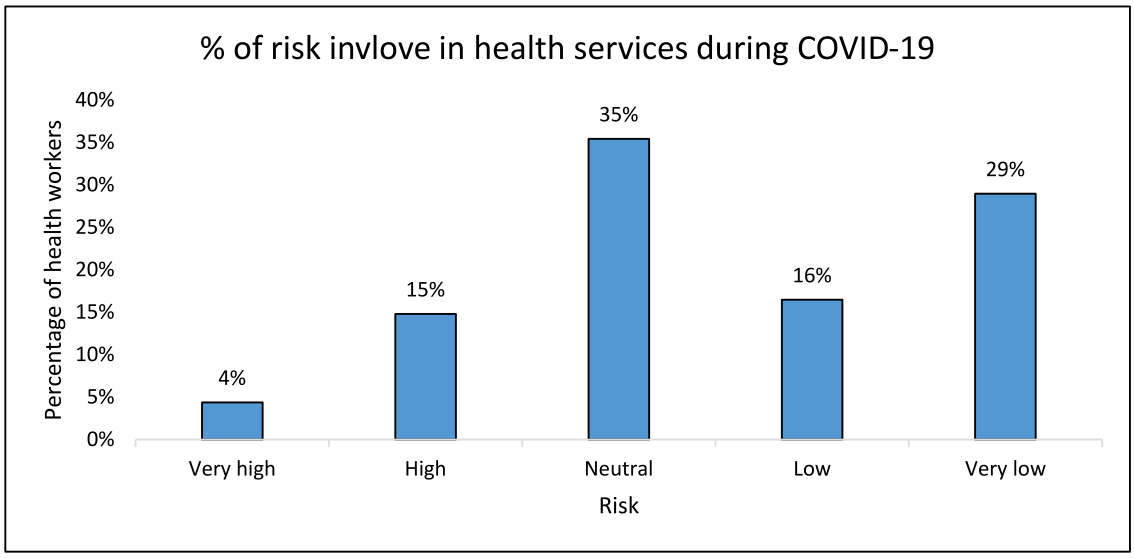
Figure 55: Health workers have Aarogya Setu app in their device



Source: Own survey

(6) Figure 56 shows that in terms of the risk of exposure to the virus, the health workers are of the view that they were provided with protective gears and effective sanitization facilities in the COVID-19 hospitals which lowered the risk of infection

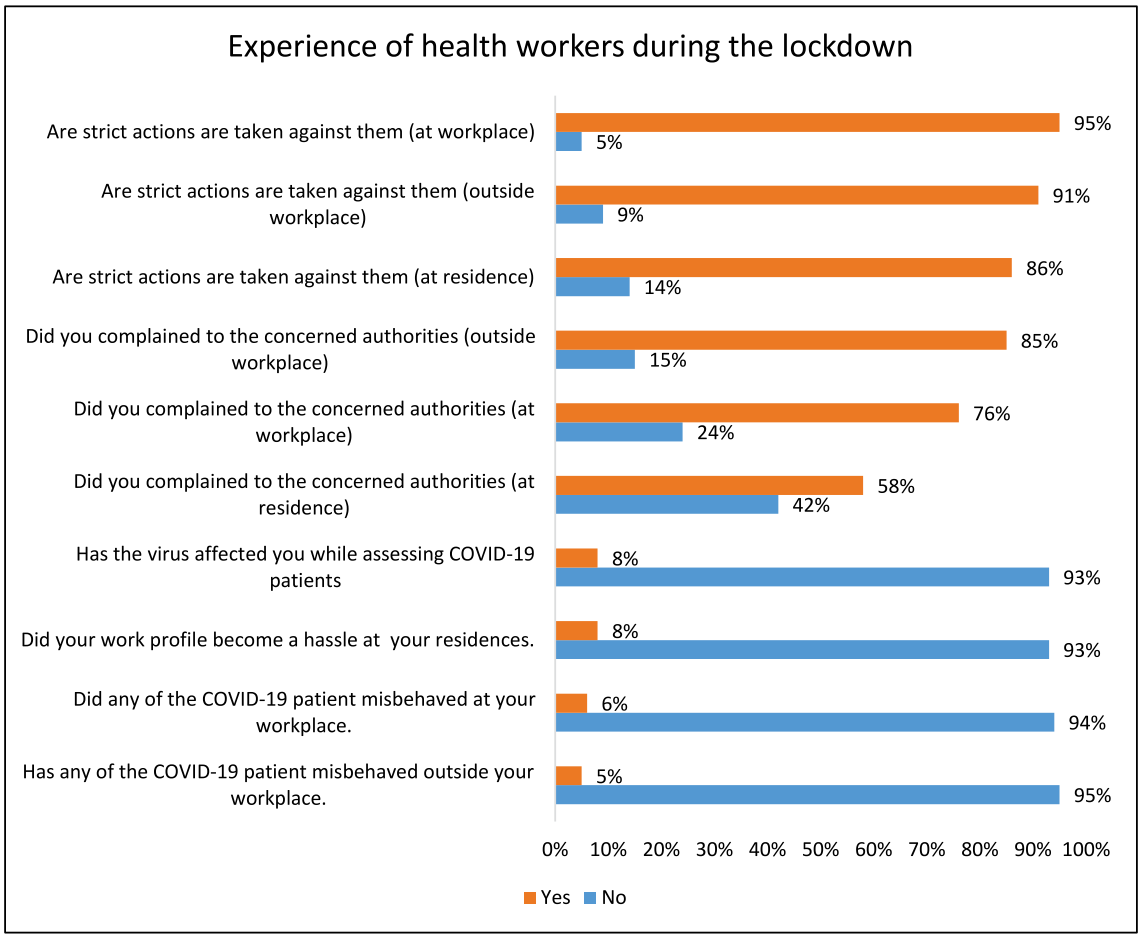
Figure 56: Risk involved in health services during the COVID-19



Source: Own survey

(7) Figure 57 shows that largely citizens cooperated with the health workers, in terms of their behavior, adjusting with them at the residential building and also at the workplace.

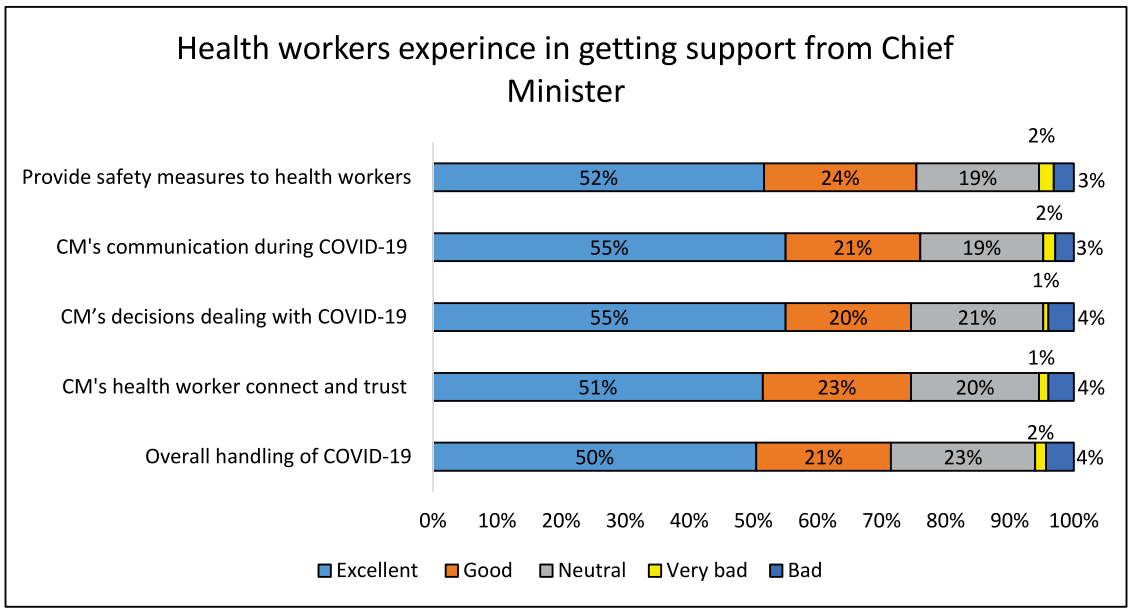
Figure 57: Personal experience of health workers during the lockdown



Source: Own survey

(8) Figure 58 shows that nearly 70% of the respondents were satisfied with the support received from the CM while 20% had a neutral stand. The CM extended his support in terms of communication, building trust, and overall handling of the crisis.

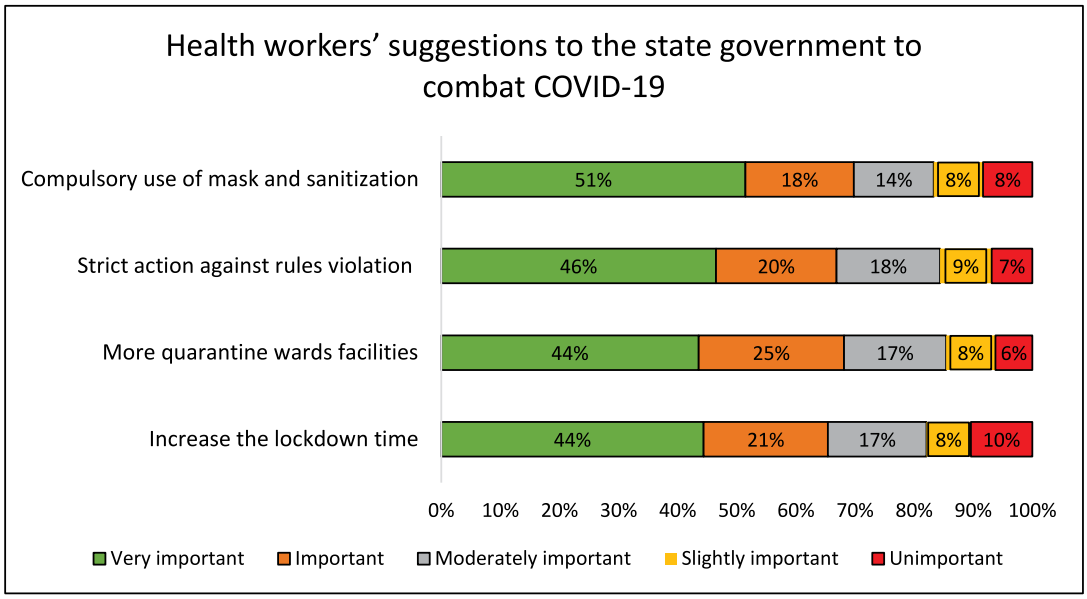
Figure 58: Health workers' experience of support from the Chief Minister



Source: Own survey

(9) Figure 59 shows that health workers feel that the use of masks and sanitizers should be enforced more strictly and that there should be more quarantine facilities.

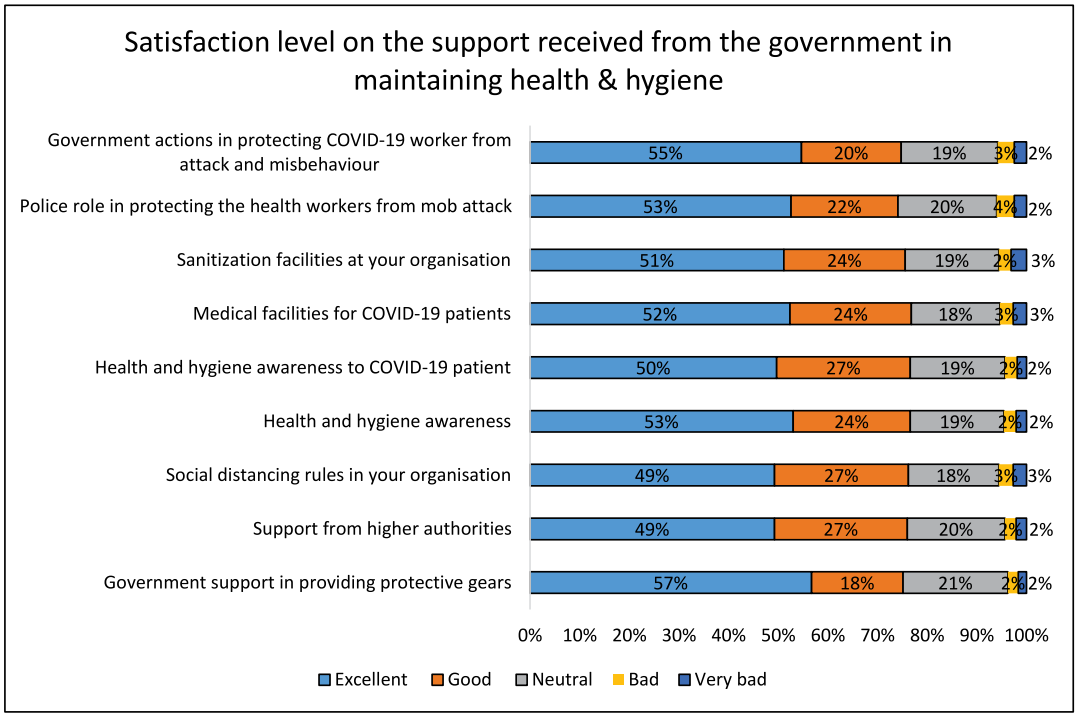
Figure 59: Suggestions to the state government to combat further spreading of COVID-19.



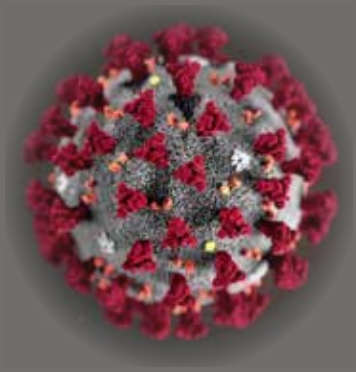
Source: Own survey

(10) Figure 60 shows that the government provided front line COVID-19 warriors protection from an attack, and with adequate sanitization and medical facilities for the upkeep of their health

Figure 60: Satisfaction level on the support received in maintaining health & hygiene from the government



Source: Own survey



7 LESSONS AND BEST PRACTICES FROM OTHER STATES

7.1 Karnataka

The state of Karnataka reported its first confirmed case of a software professional who returned from the United States of America to Bengaluru tested positive on March 9, 2020. The administration formed three teams and started contact tracing of more than 2,500 people who had come in contact with the person directly or indirectly at his apartment, during the travel and in office[xlii]. Thereafter, to limit the spread of the virus, the State Government excised its power under sections 2, 3, and 4 of the Epidemic Diseases Act 1897 and issued certain temporary regulations to be followed by the public in the state. Additionally, as a precautionary measure, the state government announced closure of all the primary schools in Bengaluru rural districts. Also, pre-KG, Lower KG, and Upper KG schools of Bruhat Bengaluru Mahanagara Palike (BBMP) and Bengaluru urban districts were ordered to declare holidays unless further orders[xliii].

Some of the regulations enforced across the state from 14th March 2020 are as follows:

Figure 61: Orders issued by the Karnataka state government on 14th March 2020

Quarantine

- All international passengers- Indian and foreigners (from any country) shall be quarantined at home for 14 days even if not symptomatic.

Complete or restricted closure of public places with large gatherings

- Public places like Cinema Theaters, Pubs, Night clubs, Exhibitions, Music Festivals, clubs, Marathons, Sports meet with huge crowd like Cricket, Football, Basketball, Hockey etc., events where large crowd is expected like Marriages, Religions programmes, Jathras etc., to be informed to restrict the crowd
- Closure of facilities like Swimming Pools, Gymnasium, etc.

Information to District Health officers

- Private Doctors, Private Hospitals and Nursing Homes to inform all symptomatic patients arriving from abroad after 21.02.2020 to District Health & FW officers through Phone/Fax/Whatsapp/104 Helpline.

Source: Health and Family Welfare Services, Government of Karnataka, *March 13, 2020*

All the above orders were further extended on 20th March 2020 till 1st April 2020[xliv].

In addition to those mentioned above, the government subsequently implemented the following initiatives:

- Suspension of all bus services from 23rd March 2020 to and from the nine districts that had reported COVID-19 positive cases until April 1[xlv].
- Preparation of District Level Crisis Management plan[xlvi].
- Those home quarantined in the state to send selfies to the government every hour from 10.00 am to 7.00 pm through the application Quarantine Watch.
- Establishment of a COVID-19 control room for fact checking of the news items and maintain notes from the calls made to the helpline numbers in the state.
- Facility for telemedicine by all the Registered Medical Practitioners during the lockdown period to improve accessibility of healthcare services
- Enhancement of the COVID designated hospital, Victoria Hospital which already has 1700 ICU beds in coordination
- Development of an inventory of 2,000 ICU beds and 1,000 ventilators ready in Bengaluru and 100 beds and adequate ventilators ready in districts to ramp up healthcare infrastructure .

Proactive actions are also taken in the state at the Panchayat level. The Jaali Town Panchayat in Bhatkal Taluka in the Uttara Kannada district took measures against COVID-19 across the country before the lockdown was announced. The area has Bhatkal Beach where gatherings of locals, fishermen, and tourists are very common. The Panchayat president initially developed a strategy by sealing accessibility to the beach. They also included the neighboring grampanchayats to pursue and support the initiative and also printed brochures to raise awareness of the Coronavirus and its preventive measures[xlvii].

As a result of all these early preparations in the state including that at the village level and the public-private partnership to combat the spread, the confirmed cases as on 15th June 2020 reported in the state were only 7,213 and active cases were only 2,987. The number of patients recovered was 4,135 and 88 were deaths reported s on the same date[xlviii].

7.2 Uttar Pradesh

The section highlights 3 main initiatives taken by the state government of Uttar Pradesh.

(1) The State of Uttar Pradesh has emerged as one of the best examples of best practices in cluster management to combat the COVID-19 outbreak in the country. Country's first COVID-19 cluster was institutionalized in Agra wherein, actions were taken at the ground level by the district administration, state government, and frontline workers. Additionally, the authorities collaborated with the private sector to actively track contacts, isolate patients, and expand medical capacity. Based on the contact tracing, the epicenter and hot spots were identified on the map. A micro plan was created within a radius of 3 km of the first and second epicenter. The impact graph of the COVID affected person was prepared, and also the geographical distribution of it

was located/marked on the map. After identifying the hot spots and epicenter, more than 1200 special teams were formed consisting of two people (including workers from ASHA, AWW, and ANMs) to conduct a door-to-door survey. Around 1.65 lakh households were screened, and more than nine lakhs people were surveyed, of which 2500 symptomatic people identified. The Agra Smart City Control Room was turned into a war room to combat the COVID-19 pandemic[xlix]. This led to a better and effective monitoring of the cases in the city of Agra and the overall state.

(2) As the cases were rising in Uttar Pradesh, the state government on 14th April, 2020 initiated pool testing, the first state to do so[l]. In pool testing, samples from multiple people are combined and tested as a group[li]. If they test negative, then it will be an indicator that all the samples are negative. But if the result is otherwise, then individual testing will be done. This helped the state to increase the testing capacity and also accelerate the process of testing[lii]. Additionally, with the help of UNICEF and WHO, the state trained more than 1 Lakh Anganwadi & Asha workers and 4,000 doctors[liii] to supplement the pool of trained health workers.

(3) To connect essential health services with the people over the fight against COVID-19, the administration also made it compulsory for all the smartphone users in Gautambudh Nagar (Western Uttar Pradesh) to install the **Aarogya Setu application on their devices and declared it as a punishable offence for failing to install[liv].**

(4) UP has a significant population of labourers. Specific initiatives were taken to provide them with relief. This is illustrated in the box below:

Box 6: Some of the relief steps taken by Uttar Pradesh for labourers

- Uttar Pradesh had announced and become the first state to transfer INR 1,000 to near about 15 lakhs daily wage earners and 20.37 lakh construction workers in the state.
- The State of Uttar Pradesh is also the first state to announce facilitation to bring back its stranded workers in other states amid lockdown2.
- Also, INR 1,000 was transferred to the daily wage earners on the occasion of International Labour Day[3]. Free rations were distributed to Antyodaya cardholders, MNREGA workers, construction workers who were registered with the labour department, and food packets were provided to people who did not have ration cards.

Sources:

1. UP Govt To Give Rs 1,000 To 15 Lakh Daily Wage Labourers, 20 Lakh Construction Workers, *Outlook India, March 21, 2020.*
2. Rs 1,000 to be transferred to accounts of 30 lakh workers on Labour Day: Yogi Adityanath, *India TV, May 1, 2020.*
3. 4 CMs dial Yogi, want to retain labour from U.P., *The Hindu, May 07, 2020.*

7.3 Kerala

The first case in India was reported from Kerala and since then the state has undertaken several steps to: (i) curtail the spread and (ii) monitor and reduce the fatality rate. Kerala has flattened its infection curve and has also reported the highest recovery rate in India As of June 12, 2020, the state had nearly 1300 active cases. The first death was reported at the end of March in the state. Also, the total deaths reported in the state as of June 3,

2020, is only 11.[lv] . As soon as the first case was discovered, **extensive contact tracing** was carried out. In a short period, the State's Health Department acquired skill of contact tracing, often in collaboration with various agencies and individuals. As soon as the cases started to increase, the intensity of contact tracking also increased.

Another reason cited was the quick and **effective surveillance system of those who returned from other states and countries**. Large proportion of Kerala's population resides and works in other countries, and thus the administration was expecting a return of a lot of migrants during this pandemic. From the beginning of February, health workers were deployed at the four airports to examine patients that were returning from abroad in coordination with the police personnel. The state used **dynamic planning** that anticipated an extreme scenario which greatly helped in developing the response strategy. Also, large spaces in which people could be safely quarantined, including public and private hospitals, and as a last resort, even empty houses were mapped.

The state government addressed all the areas to enhance the healthcare infrastructure. **Local research and development (R&D)** efforts were made to develop potential medicines, improve test systems and facilities, and even try advanced technological interventions such as plasma therapy. Kerala, which had only one **testing facility** - the National Institute of Virology in Alappuzha - increased it to 14 in one month. It also set up **fully equipped COVID wards** and hospitals at short notice[lvi]. This laid the foundation for the effective response of the state and reduced the impact of this unpredicted pandemic. Kerala government also worked closely with the private stakeholders in tertiary health care.

To make it more **community participatory**, the State of Kerala launched a campaign to mobilize individuals and communities for a range of activities ranging from 'break the chain' campaign to set up community kitchens. The success of the Kerala model indicates the need for the long term, sustained, and inclusive development policies focusing on social aspects like healthcare infrastructure, community engagement, etc.

7.4 Rajasthan

Bhilwara district in Rajasthan was one of the early hotspots reported for the COVID-19 outbreak in the country. The quick and strict actions taken by the administration are now known as the **"Bhilwara Model for COVID-19".** An overview of this model is given in the figure below:

Box 7: Bhilwara Model for COVID-19

- When the district reported cases, the state government conducted door to door surveys, extensive screening, and also imposed strict curfew in the district, which even barred essentials.
- Within three days of the first positive case on March 19 the Health Department and the district administration constituted nearly 850 teams and conducted house-to-house surveys of more than 56,000 houses and near about 2.80 lakh people. This helped them to identify near about 2,250 people who were suffering from influenza-like illness (ILI) symptoms and were kept in-home quarantine.
- The district administration carried out intense contact tracing of those patients who tested positive. In coordination with the Health Department, detailed charts and lists of all these people were prepared. A list of around 500 people from five states consisting of Himachal Pradesh, Madhya Pradesh, Rajasthan, Uttar Pradesh, and Gujarat was prepared who came in contact with the infected.
- Within a week, the district surveyed more than 70 percent of its population, and around 6500 people were kept under home quarantine.

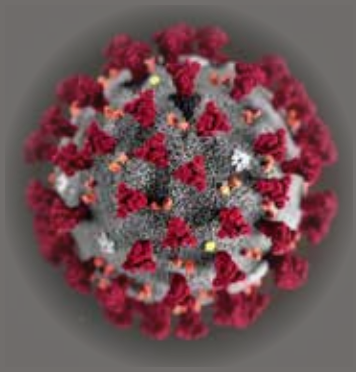
At the state level, technology was adopted to monitor the conditions of those under home quarantine daily through the use of **geographical information systems (GIS)**[lvii].

With the increasing hotspots in the State, the Gram Panchayats were also made an indispensable part in the entire effort for containing the spread of the COVID-19. All the gram panchayats in the state were directed to use WhatsApp groups for creating **awareness among the masses in the villages**. Also, to ensure that the information spread among the masses, **posters** were placed in the villages. They were also entrusted with the responsibilities of **regular cleaning in the villages**. Gram Panchayat members also distributed face masks to people in **collaboration with other social organizations**.[lviii].

7.5 North Eastern States

The total population of Northeast India is only about 4% of India's population. In rural areas of the northeast, each village is generally populated by one tribe and follows the customary laws of their community. For example, for one tribe to visit another tribal village regularly, they must obtain permission from the leader of that village. This type of self-regulation has helped to effectively enforce physical distance and regular movement standards in the rural areas in northeastern India during this pandemic. In the State of Mizoram, the Government actively involved its citizens, civil society orgnizations, local religious institutions, and other influencing bodies to enforce the nation-wide lockdown and ensuring social distancing.

The Minister of Health and Family Affairs of Assam set up a helpline number for people from low-income families, students, and professionals, as well as for the people who were on short trips and were stranded outside the state due to the blockage[lix].



8 CONCLUSION

In this report we have made a first attempt at documenting various activities which the state government adopted so far in responding to the unprecedented and unexpected COVID-19 pandemic crisis. Although incomplete, since the crisis is ongoing and overwhelming, here is a brief account of what we found from our assessment:

Public health

The public healthcare system was challenged in an unparalleled manner in the state of Gujarat. In spite of the disrupted global supply chain and restrictions in movement of goods across states, the administration was, to a large extent, able to strengthen its procurement and maintain a sizeable inventory. A COVID-19 hospital was established in each district soon after the first case was detected. But the challenge was the line of treatment itself with no established protocol. A tele-mentoring system was institutionalized to address this challenge. Each day a group of experts along with the administrators and the frontline doctors & medical staff would discuss critical cases and identify the best possible line of treatment. The result was that the treated cases soon surpassed the number of active cases despite the Unlock 1.0. Another key trend that emerged in the healthcare regime was innovation and indigenous production. The shortage in initial supply of medical supplies like PPEs, masks, ventilators was soon filled by Gujarat based entrepreneurs. This was yet another example of the skilled & resilient Atma Nirbhar Gujarat.

Law & order

The COVID-19 lockdown had no pre-determined protocols or set guidelines for enforcement. Learnings from other countries and "improving by doing" were the only readily available strategies. Quickly adapting, the police force supplemented this strategy with technology to expand its capacity for enforcement and surveillance. Drones, hydrogen balloons, patrolling cars were seen at every nook and corner of the state. Such presence made the police force the face of the government for the citizens. Their omnipresence gave them another key task to execute – that was – citizen sensitization and management. The police force appraised the citizens on the norms of the lockdown and monitored social distancing.

Working round the clock even in the hotspots amidst crores of people, posed great risks to their lives as well. As such, gloves, masks, protective kits, AYUSH immunity boosters and sanitizers were added to the uniform. From the containment zones to the work areas to the labour colonies, the police force got involved and supported the citizens

with food supply, transportation to railway station for Shramik trains and practically anything that they needed.

Supply of food grains and other essential commodities

The lockdown was effective from 25th March, 2020 which prohibited all types of movement (people and cargo). For a short while, the transport facilities, the labour movement and movement of goods were hindered. But what could not be hindered was the adequate smooth supply of food grains and other essential commodities such as milk and fruits & vegetables to the 6.5 crore population of Gujarat which the government ensured. The Government provided food grains free of cost to 80% of its people including those above the poverty line which was unprecedented. This helped avert any possibility of food insecurity in the state and ensured that nobody sleeps with an empty stomach.

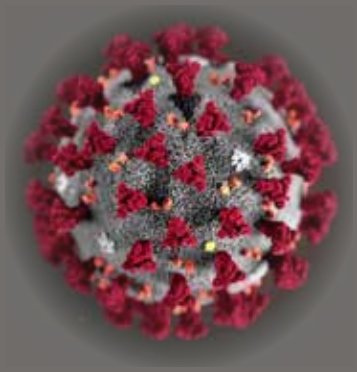
Migrant labour

We found that the government was prepared to supply adequate amount of food grains, the healthcare system was being strengthened, stringent measures were taken to implement enforcement, the companies were appealed to not deduct the salaries of their employees to ensure the wellbeing of the citizens during the lockdown. But as they say, home is where respite is, everybody wants to be with their loved ones in the midst of such crisis. So, what followed was unimaginable. The migrant labourers started walking to their native states barring all the distance, heat and discomfort. Seeing this, the state administration immediately established helpline numbers and shelter homes. The shelter homes were visited by senior and other district officials' multiple times a day to address any further distress that these labourers may be facing. A feat achieved by Gujarat in addressing the distress of the migrant labourers was that nearly 25% of all the Shramik trains plied in the country, originated in Gujarat which helped 15 lakh labourers unite with their families.

Experiences of various stakeholders with administration

The lockdown during COVID-19 primarily affected citizens' daily movements. Results from a primary citizen survey suggest that the active participation of the government, as well as COVID-19 front line workers, has been largely appreciated. The government has been active in the provision of basic food grains, milk, medicines and financial assistance under various schemes. The Chief Minister's interaction with the administrative bodies relating to the effective imposition of rules and regulations for the betterment of citizens can be considered one of the key success factors in combating the spread of COVID-19. Citizens have shown support for the compulsory use of masks, social distancing at public places, testing of vegetable vendors, online purchases, sanitization facilities and strict action against violation of rules related to spitting in public, movements on road without reason, and the use of AYUSH remedies.

They appreciated the strict rules enforced by the government against mob attack faced by COVID-19 workers. The leadership's active participation in monitoring the situation motivated the administrative staff to work beyond the normal working hours. Health workers were provided adequate protective gears, while special initiatives were also taken to boost their immunity and for their regular check up. They were motivated by CM's direct contact and support through regular communication. Health workers have suggested that the rules regarding use of mask and sanitizers should continue and be monitored rigourously.



9 ANNEXURE

Table A: Auxiliary task force deployed in the state during COVID-19

Type of Force	Available	Deployed	Remaining
Home Guard	39,858	30,724	9,134
Gram Rakshak Dal (GRD)	41,233	30,688	10,545
Traffic Brigade	8,598	7,519	1,079
Civilian Detention Officer	675	324	351
Regional Transport Authority	183	173	10
National Service Scheme	2,130	51	2,079
National Cadet Corps	2,698	362	2,336
Total	**95,375**	**69,841**	**25,534**

Source: Office of the Inspector General of Police (P&M), Gujarat

Table B: Total police force deployment in the state during COVID-19

Type of Force	Available	Deployed	Remaining
City/ District Police	68,353	64,231	4,122
Criminal Investigation Department	275	149	126
The Anti-Corruption Bureau	365	181	184
Armed Unit (Dy. Sp)	88	08	80
Training Division	455	233	222
Total	**69,526**	**64,802**	**4,734**

Source: Office of the Inspector General of Police (P&M), Gujarat

Table C: Violation of law and order during the lockdown in Gujarat

Type of offence	Lockdown 1.0 (25/03/20 to 14/04/20)	Lockdown 2.0 (15/04/20 to 03/05/20)	Lockdown 3.0 (04/05/20 to 17/05/20)	Lockdown 4.0 (18/05/20 to 31/05/20)	Total
Violation of the Notification (Section 188 of IPC)	38,033	44,455	27,685	10,284	1,20,457
Violation of law by quarantined persons (Section 269, 270, 271 of IPC)	12,637	18,573	10,174	2,062	43,446
Other offences (Rioting and Disaster Management Act, 2005)	4,447	9,230	8,104	4,445	26,226
Total	**55,117**	**72,258**	**45,963**	**16,791**	**1,90,129**

Source: Office of the Inspector General of Police (P&M), Gujarat

Table D: Actions taken and offense recorded by police during the lockdown in Gujarat

Actions	Lockdown 1.0 (25/03/20 to 14/04/20)	Lockdown 2.0 (15/04/20 to 03/05/20)	Lockdown 3.0 (04/05/20 to 17/05/20)	Lockdown 4.0 (18/05/20 to 31/05/20)	Total
Arrest	85,315	91,684	54,729	20,826	2,52,554
Detained Vehicles	99,020	1,00,437	79,719	42,183	3,21,359
Offence registered by using CCTV	913	2,095	1,456	692	5,156
Offence registered by using Drone	5,561	5,503	2,449	331	13,844
Offence related to spreading Rumours and Misuse of Social Media	292	352	195	13	852

Source: Office of the Inspector General of Police (P&M), Gujarat

Table E: Proceedings under the Prevention of Anti-Social Activities (PASA) Act

Place	Attacked on	Total offence	Number of people booked under PASA	Number of Accused under PASA
Rajkot- Urban	Police	2	3	3
Rajkot- Rural	Police-4; ASHA worker-1	5	5	5
Mehsana	Mamlatdar-1; Police-1	2	8	3
Sabarkanta	Police-1; Health Worker-1	2	4	4
Aravalli	Police	1	16	11
Amreli	Police-1; GRD-1	2	3	3
Morbi	Medical Officer-1; Police-2	3	3	3
Surendra Nagra	Police-2; GRD-1	3	7	7
Banaskantha	Police; ASHA worker	2	11	8
Navsari	Police	1	1	1
Western Kutch-Bhuj	Home Guard	1	2	2
Kheda	Home Guard	1	1	1
Porbandar	Police-1; Executive-1	2	4	4
Panchmahal	Police	1	7	3
Gandhinagar	Police	1	2	2
Patan	GRD	2	5	2
Chota Udaipur	Police	1	4	4
Ahmedabad-Urban	Police; Home Guard	5	17	11
Ahmedabad-Rural	Police	1	5	5
Surat- Urban	Police	2	6	6
Anand	Talati Revenue Department	1	2	2
Vadodara- Urban	Police	2	3	3
Bharuch	Police-3; Health Worker-1	4	12	12
Junagadh	Police	1	3	3

Source: Office of the Inspector General of Police (P&M), Gujarat

Table F: Details of shramik special trains from Gujarat from 02/05/2020 to 02/06/2020

Railway Division	No. of Trains sent	Recipient State/ Union Territory	Labour sent
Ahmedabad	228	Uttar Pradesh	3,30,594
	91	Bihar	1,36,323
	12	Jharkhand	17,284
	15	Odisha	21,780
	22	Madhya Pradesh	30,330
	10	Chhattisgarh	14,232
	1	Maharashtra	1,743
	2	Uttarakhand	2,800
	13	West Bengal	18,959
	1	Jammu and Kashmir	1,000
	1	Tamil Nadu	1,402
	1	Himachal Pradesh	460
	1	Andhra Pradesh	427
	1	Kerala	667
	2	Assam	2,723
	1	Tripura	1,367
Total	**402**		**5,82,091**
Vadodara	336	Uttar Pradesh	4,95,781
	145	Bihar	2,18,720
	23	Jharkhand	34,583
	3	Uttarakhand	3,435
	77	Odisha	1,13,853
	4	Madhya Pradesh	6,593
	3	Chhattisgarh	4,326
	1	Rajasthan	1,600
	1	Kerala	568
	2	Manipur	2,023
	11	West Bengal	16,750
Total	**606**		**8,98,232**
Grand Total	**1,008**		**14,80,323**

Source: Office of the Inspector General of Police (P&M), Gujarat

Table G: Transportation of stranded workers from March 25, 2020, to March 29 2020

Sr. No	District	No. of Buses	Total Passenger
1	Ahmedabad	192	14,388
2	Amreli	16	1,054
3	Anand	0	0
4	Aravalli	21	536
5	Banaskantha	12	657
6	Bharuch	34	2,128
7	Bhavnagar	0	0
8	Botad	1	42
9	Chotttaudaipur	0	0
10	David	1	68
11	Dang-Ahwa	0	0
12	Devbhoomi Dwarka	65	4,137
13	Gandhinagar	31	2,255
14	Gir- Somnath	0	0
15	Jamnagar	10	642
16	Junagadh	36	2,242
17	Kutch	39	2,083
18	Kheda	9	489
19	Mahisagar	18	698
20	Mehsana	2	130
21	Morbi	40	3,077
22	Narmada	12	794
23	Navsari	12	664
24	Panchmahal	3	199
25	Patan	7	355
26	Porbandar	25	1,384
27	Rajkot	55	4,107
28	Sabarkantha	0	0
29	Surat	8	497
30	Surendranagar	92	7,389
31	Tapi-Vyara	0	0
32	Vadodara	20	1,590
33	Valsad	12	823
	Total	**773**	**52,428**

Source: Gujarat State Road Transport Corporation

Table H: Details of people moving from Surat district to other districts of Gujarat as of May 19, 2020

Sr. No	District	No. of Buses	Total Passenger
1	Ahmedabad	38	1,054
2	Amreli	3,474	1,06,362
3	Anand	8	223
4	Aravalli	6	167
5	Banaskantha	87	2,812
6	Bharuch	2	33
7	Bhavnagar	2,682	82,663
8	Botad	413	12,755
9	Chotttaudepur	16	479
10	Dahod	154	4,703
11	Dang-Ahwa	4	91
12	Devbhoomi Dwarka	29	850
13	Gandhinagar	3	86
14	Gir- Somnath	743	22,999
15	Jamnagar	183	5,562
16	Junagadh	696	21,527
17	Kutch	20	629
18	Kheda	7	149
19	Mahisagar	23	599
20	Mehsana	129	3,848
21	Morbi	13	382
22	Narmada	25	609
23	Navsari	1	21
24	Panchmahal	15	406
25	Patan	92	2,759
26	Porbandar	30	895
27	Rajkot	439	14,293
28	Sabarkantha	17	524
29	Surendranagar	53	1,534
30	Tapi-Vyara	28	664
31	Vadodara	3	72
32	Valsad	5	114
	Total	**9,438**	**2,89,864**

Source: Gujarat State Road Transport Corporation

Table I: Shelter homes established by administration in April 2020

Date	Shelter homes established by Administration	Labourers staying in shelter houses
01-04-2020	647	2,882
02-04-2020	647	2,870
03-04-2020	722	2,959
04-04-2020	770	2,960
05-04-2020	780	2,959
06-04-2020	778	2,961
07-04-2020	778	2,960
08-04-2020	778	2,964
09-04-2020	776	2,973
10-04-2020	777	2,889
11-04-2020	777	2,980
12-04-2020	778	2,994
13-04-2020	758	2,999
14-04-2020	759	3,005
15-04-2020	759	3,005
16-04-2020	753	3,005
17-04-2020	754	3,005
18-04-2020	754	3,003
19-04-2020	754	3,001
20-04-2020	754	2,995
21-04-2020	754	2,994
22-04-2020	754	3,003
23-04-2020	754	3,005
24-04-2020	754	3,004
25-04-2020	754	3,004
26-04-2020	754	3,006
27-04-2020	754	3,006
28-04-2020	755	3,007
29-04-2020	754	3,007
30-04-2020	755	3,006
Total	**22,595**	**89,411**

Source: Office of the Inspector General of Police (P&M), Gujarat

Table J: Shelter homes established by administration in May 2020

Date	Shelter homes established by Administration	Laborers staying in shelter houses
01-05-2020	755	3,005
02-05-2020	755	3,005
03-05-2020	758	3,003
04-05-2020	760	3,005
05-05-2020	761	3,006
06-05-2020	760	2,999
07-05-2020	760	2,995
08-05-2020	760	2,994
09-05-2020	760	2,992
10-05-2020	760	2,992
11-05-2020	760	2997
12-05-2020	760	2,996
13-05-2020	751	2,986
14-05-2020	751	2,987
15-05-2020	751	2,990
16-05-2020	752	2,987
17-05-2020	752	2,984
18-05-2020	753	2,984
19-05-2020	754	2,983
20-05-2020	754	2,983
21-05-2020	474	NA
22-05-2020	537	NA
23-05-2020	524	NA
24-05-2020	536	NA
25-05-2020	536	NA
26-05-2020	537	NA
27-05-2020	535	NA
28-05-2020	506	NA
29-05-2020	532	NA
30-05-2020	526	NA
31-05-2020	531	NA
Total	**20,901**	

Source: Office of the Inspector General of Police (P&M), Gujarat

Table K: Labour in shelter homes by Migrant Labour Support Team

Date	No. of Teams	Migrant labour rescued walking on foot
21-05-2020	173	405
22-05-2020	248	113
23-05-2020	250	30
24-05-2020	259	53
25-05-2020	254	55
26-05-2020	254	0
27-05-2020	254	0
28-05-2020	254	0
29-05-2020	254	0
30-05-2020	244	7
31-05-2020	244	0
01-06-2020	247	0
02-06-2020	207	0
03-06-2020	249	0
04-06-2020	244	7

Source: Office of the Inspector General of Police (P&M), Gujarat

Table L: Relief operations during lockdown as of June 8, 2020

Sr. No	Details of Operations	No. of Buses	No. of Passengers
1	Relief Operation Details (Civil Hospital Staff)	422	8,440
2	Relief Operation Details (Surat Police)	433	12,990
3	Transportation to/ from Rajasthan and Madhya Pradesh	976	57,542
4	Transporation to/ from Kota (for Students) & Uttarakhand	103	2,998
5	Transportation to Railway Stations for Shramik Special Trains	13,895	4,16,850
6	Inter District Relief Operation: Surat	5,708	1,71,240
7	Transportation for NRIs/NRGs Alighting at Ahmedabad Airport	187	4,019
	Total	**21,724**	**6,74,079**

Source: Gujarat State Road Transport Corporation

References

i Q and A on coronavirus COVID-19, *World Health Organization, April 17, 2020.*

ii Gujarat reports first coronavirus cases; two infected, *The Economic Times, March 20, 2020.*

iii Gujarat Tightens Screening At Airports Over Corona Scare, *Kalinga TV, March 4, 2020.*

iv Guidelines regarding the precautions to be taken against Corona Virus, *Education Department, Government of Gujarat*

v Circular of Gujarat Government to control COVID-19, *Department of General Administration, Government of Gujarat*

vi Sec 144 imposed in major cities of Gujarat; state gears up for shutdown in 'total support' of Janata Curfew, *The Indian Express, March 21, 2020.*

vii Gujarat announces 1,200-bed hospital to treat coronavirus patients, *Business Standard, March 22, 2020.*

viii ibid

ix 3000 isolation beds ready in Gujarat, 2900 more in 10 days, *Times of India, March 30, 2020.*

x Gujarat companies to export hydroxychloroquine to US: Vijay Rupani, *liveMint, April 8, 2020.*

xi Ahmedabad civic body raises cap fixed on charges for private hospitals by 150%, *The Indian Express, may 17, 2020.*

xii Ahmedabad Municipal Corporation fixes charges for COVID-19 patients in private hospitals, *The times of India, May 16, 2020.*

xiii *Policy on Human Resource Management in Dedicated COVID Facilities, Government of Gujarat*

xiv *Anna Bhrahma Yojana, Government of Gujarat*

xv Food, shelter in government's aid plan for migrants amid lockdown, Hindustan Times, March 28, 2020.

xvi Gujarat govt says migrant labourers not allowed to travel during lockdown, promises food and accommodation, *Firstpost, June 13, 2020.*

xvii With no job or money, migrant workers struggle to find food, *The Indian Express*, March 28, 2020.

xviii With no job or money, migrant workers struggle to find food, *Deccan Herald, March 27, 2020.*

xix Ministry of Railways: Indian Railways operationalizes 4155 "Shramik Special" trains, *Press Information Bureau, June 2, 2020.*

xx Summer sowing in Gujarat surges 140%, *The Financial Express, April 29, 2020*

xxi Gujarat govt forms six-member committee to revive post-covid economy, *The Economic Times, May 14, 2020*

xxii Gujarat's Vijay Rupani govt working on sector-wise plan to spur investment, *The Economic Times, Jun 01, 2020*

xxiii Gujarat offers 1,200-day labour law exemptions for new industrial investments, *Livemint, May 8, 2020.*

xxiv Gujarat exempts new business from labour laws for 1,200 days, The Times of India, *May 9, 2020.*

xxv CM Vijay Rupani announces Gujarat Aatmanirbhar package worth Rs 14,000 Cr, *NEW Services Station, all India Radio, June 5, 2020.*

xxvi Chief Minister appeals to people to celebrate 60th Gujarat Foundation Day on May 1, *The official website of CMO Gujarat, May 1, 2020*.

xxvii Guj CM praises Jain Samaj and young tailors of Kutch for stitching and distributing free one lakh masks daily, *The official website of CMO Gujarat, May 4, 2020*.

xxviii CM Congratulates nurses for their devotion to services in the current situation of COVID-19 outbreak, *The official website of CMO Gujarat, May 12, 2020*.

xxix Guj Shri Vijaybhai Rupani CM launches state-wide 'Even I am a Corona Warrior' campaign, *The official website of CMO Gujarat, May 21, 2020*.

xxx Gujarat CM Rupani Announces 'Hu Pan Corona Warrior' Campaign To Help People In COVID Fight, *Republic World, May 21, 2020*.

xxxi Gujarat police use animals for awareness campaign against coronavirus, *Business Standard, April 15, 2020*.

xxxii Gujarat Police organises live performance to spread awareness about COVID-19, *The Times of India, April 03, 2020*.

xxxiii Singer Performs Live Inside Ahmedabad Gated Colony Amid Lockdown, *NDTV, April 03, 2020*.

xxxiv Ensure return of stranded Gujaratis: Vijay Rupani, *The Times Of India, May 3, 2020*.

xxxv *Directorate of Information, Government of Gujarat.*

xxxvi Gujarat CM extends help to Andhra Pradesh fishermen, *The Times of India, April 24, 2020*.

xxxvii Gujarat creates a fund of Rs 100 crore for Covid startups, *Hindustan Times, May 08, 2020*.

xxxviii Gujarat creates a fund of Rs 100 crore for Covid startups, *Hindustan Times, May 08, 2020.*

XXViiii *Government of Kerala Dashboard: COVID-19 Battle*

xxxix Gujarat companies to export hydroxychloroquine to US: Vijay Rupani, *LiveMint, April 08, 2020*.

xl CM inaugurates dashboard to keep tab on government projects, *Ahmedabad Mirror, June 14, 2018*.

xli CM Dashboard' for tracking government department's activities completes one year, *Times of India, May 04, 2019*.

xlii Karnataka reports first case of Coronavirus; techie isolated in RGICD, *Economic Times, March 09, 2020*.

xliii Karnataka confirms first positive COVID-19 case, *The Hindu, March 9, 2020*.

xliv Revised Order of Karnataka Government, *Government of Karnataka, Mach 20, 2020*.

xlv Imposition of restriction in Teritorrial Jurisdiction of the revenue districts of Bengalore, *Government of Karnataka, March 23, 2020*.

xlvi Government of Karnataka's response to the COVID-19 pandemic, *PRS Legislative Research, April 14, 2020*

xlvii Village Panchayats undertake various measures to contain the spread of COVID-19 in the country, *Press Information Bureau, Government of India Ministry of Panchayati Raj, April 14, 2020*.

xlviii COVID Over 4 000 total discharges in Karnataka 213 new cases and 2 deaths, *The Week, June 15, 2020*

xlix Agra's fight against coronavirus decoded: Here's the success story of India's first COVID-19 cluster, *Times Now News, April 11, 2020.*

l Great step! Uttar Pradesh becomes first state in India to start pooled testing for Coronavirus, *The Financial Express, April 16 2020*

li Trump administration considering 'pool testing' for coronavirus, Fauci says. Here's what that means., *USA Today, June 29, 2020*

lii UP to Become First State to Start Pool Testing of COVID-19 Samples as Cases Jump to 558, News18 India, *APRIL 14, 2020*

liii UP Government Taking All Possible Steps To Fight Coronavirus, Says Yogi Adityanath, *NDTV, March 16, 2020.*

liv Smartphone Without 'Aarogya Setu' App Will Draw Punishment For Users in Gautam Buddh Nagar, *India.com, May 5, 2020.*

lv Kerala: Covid 19 Battle

lvi Karnataka reports first case of Coronavirus; techie isolated in RGICD, *Economic Times, March 09, 2020.*

lvii The 'Bhilwara model' of 'ruthless containment' to stop coronavirus, *The Indian Express, April 11, 2020.*

lviii Village Panchayats undertake various measures to contain the spread of COVID-19 in the country, *Press Information Bureau, Government of India Ministry of Panchayati Raj, April 14, 2020.*

lix Sikkim reports 3rd COVID-19 case, *East Mojo, June 4, 2020.*

Front cover image credit: Press Trust of India

Back cover image credit: (1) Press Trust of India (2) Western Railway Twitter

INDIAN INSTITUTE OF MANAGEMENT AHMEDABAD (IIMA)
Vastrapur, Ahmedabad, Gujarat 380015

Web: www.iima.ac.in

e-mail: nikitat@iima.ac.in | Phone: +91-79-7152-4421 (M) +91 9662163466