

പതിനാലാം കേരള നിയമസഭ

പതിനാറാം സമ്മേളനം

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സൂശീൽ ഖന്ന കമ്മിറ്റി റിപ്പോർട്ട്

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<p>(എ) കെ.എസ്.ആർ.ടി.സി.യുടെ പ്രശ്നങ്ങൾ പഠിച്ച് റിപ്പോർട്ട് സമർപ്പിക്കുന്നതിന് നിയുക്തമായ സൂശീൽ ഖന്ന കമ്മിറ്റി അന്തിമ റിപ്പോർട്ട് സമർപ്പിച്ചിട്ടുണ്ടോ; എങ്കിൽ എന്നാണ് സമർപ്പിച്ചതെന്ന് വെളിപ്പെടുത്താമോ;</p>	<p>(എ) പ്രൊഫ.സൂശീൽ ഖന്ന അന്തിമ റിപ്പോർട്ട് 27.02.2019 തീയതിയിൽ സർക്കാരിന് സമർപ്പിച്ചിട്ടുണ്ട്.</p>
<p>(ബി) പ്രസ്തുത റിപ്പോർട്ടിലെ പ്രധാന ശിപാർശകൾ എന്തൊക്കെയാണ്; ഇവയിൽ ഏതൊക്കെ ശിപാർശകൾ ഇതിനകം നടപ്പിലാക്കിയെന്ന് വ്യക്തമാക്കുമോ;</p>	<p>(ബി) കെ.എസ്.ആർ.ടി.സി.യെ പുനരുദ്ധരിക്കുന്നതിന്റെ ഭാഗമായി ഇൻഡ്യൻ ഇൻസ്റ്റിറ്റ്യൂട്ട് ഓഫ് മാനേജ്മെന്റ്, കൊൽക്കട്ടയിലെ റിട്ടയേർഡ് പ്രൊഫ. സൂശീൽ ഖന്നയെ സമഗ്ര പഠനത്തിനായി സർക്കാർ നിയോഗിക്കുകയും ഇദ്ദേഹത്തിൽ നിന്നും ലഭിച്ച ഇടക്കാല പഠന റിപ്പോർട്ടിന്റെ അടിസ്ഥാനത്തിൽ കോർപ്പറേഷന്റെ സാമ്പത്തികം, മാനേജ്മെന്റ്, പ്രവർത്തന രീതി, പ്രവർത്തന സമയം എന്നിവയിൽ പുനഃക്രമീകരണ നടപടികൾ സ്വീകരിക്കുകയും ചെയ്തിട്ടുണ്ട്. ഇതിന്റെ ഭാഗമായി വായ്പകളുടെ പുനഃക്രമീകരണം നടത്തുകയും, മാനേജ്മെന്റിൽ പ്രൊഫഷണലിസം കൊണ്ടു വരികയും ചെയ്തു. കൂടാതെ കെ.എസ്.ആർ.ടി.സി.യിൽ മേഖലാവതരണം നടപ്പിലാക്കി മൂന്നു ലാഭകേന്ദ്രങ്ങളാക്കി രൂപീകരിക്കുകയും ചെയ്തിട്ടുണ്ട്. സർവ്വീസുകളെ പുനഃക്രമീകരിക്കുകയും വിവര സാങ്കേതിക വിദ്യ ഉപയോഗപ്പെടുത്തി പൂർണ്ണമായും കമ്പ്യൂട്ടർവത്കരിക്കുന്നതിനായുള്ള നടപടികളും സ്വീകരിച്ചിട്ടുണ്ട്. ടോട്ടൽ</p>
<p>(സി) ശിപാർശകൾ നടപ്പിലാക്കിയതുവഴി കെ.എസ്.ആർ.ടി.സി. യുടെ കാര്യക്ഷമതയും വരുമാനവും വർദ്ധിപ്പിക്കുവാൻ സാധിച്ചിട്ടുണ്ടോ; വിശദാംശം നൽകുമോ?</p>	<p>(സി) യും</p>

		<p>അക്കൗണ്ടിംഗ്, സ്റ്റോർ, ഇൻവെന്ററി മാനേജ്മെന്റ് തുടങ്ങിയവ നടപ്പിലാക്കുന്നതിനായുള്ള നടപടികളും സ്വീകരിച്ചു വരുന്നു. ബസ്-ജീവനക്കാരുടെ എണ്ണം ദേശീയ ശരാശരിയായ 5.5-ലേക്ക് എത്തിക്കുന്നതിനുള്ള നടപടികളും സ്വീകരിച്ച് വരികയാണ്. യാത്രക്കാർക്കും ജീവനക്കാർക്കും ബുദ്ധിമുട്ട് ഉണ്ടാകാത്ത തരത്തിൽ ഷെഡ്യൂളുകൾ പുനഃക്രമീകരിച്ചതുമൂലം ചെലവിനത്തിൽ കുറവുണ്ടാകുകയും, പ്രതിബസ്, പ്രതി കി.മീറ്റർ വരുമാനത്തിൽ വർദ്ധനവുണ്ടാക്കുകയും, ഡീസൽ ചെലവ് ലാഭിസ്തവാൻ കഴിയുകയും ചെയ്തിട്ടുണ്ട്. ഇതുവഴി കെ.എസ്.ആർ.ടി.സി.യുടെ കാര്യക്ഷമതയും വരുമാനവും വർദ്ധിപ്പിക്കുവാൻ സാധിച്ചിട്ടുണ്ട്.</p> <p>പ്രൊഫ.സുശീൽ ഖന്നയുടെ അന്തിമ റിപ്പോർട്ട് നടപ്പിലാക്കുന്നത് സംബന്ധിച്ച വിഷയം സർക്കാർ പരിശോധിച്ചു വരുന്നു. ടി റിപ്പോർട്ടിൽ ശിപാർശകൾ അക്കമിട്ടു സൂചിപ്പിച്ചിട്ടില്ല. എന്നാൽ കെ.എസ്.ആർ.ടി.സി.യുടെ നഷ്ടത്തിനുള്ള കാരണവും അതിനുള്ള പരിഹാരവും റിപ്പോർട്ടിൽ വളരെ വിശദമായി പ്രതിപാദിച്ചിട്ടുണ്ട്. റിപ്പോർട്ടിൽ നിന്നും വ്യക്തമാകുന്ന പ്രധാന ശിപാർശകൾ അനുബന്ധമായി ചേർത്തിരിക്കുന്നു.</p>
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സെക്ഷൻ ഓഫീസർ

1. OPERATIONAL TURNAROUND STRATEGIES :

In order to raise the performance, all operational concerns of KSRTC shall be addressed at a time, instead of addressing each separately.

a. Duty patterns

- As multiple duties on same day are contrary to the Motor Transport Workers Act (MTW Act), and flouts the law, leads to high bus-staff ratios and extra expenses towards allowances, and is a major cause of higher road accidents, the current practices concerning the duty patterns must be challenged.
- This will require an immediate end to the illegal duty patterns that have evolved over the years.
- Once this is changed, every worker will be required to present himself for 8 hours of steering duty as provided for in the MTW Act. A duty should mean 8 hours of steering duty for drivers and conductors.
- For all the time spent at work but not on operating the schedules (for instance, time taken during tea/ lunch breaks or time between trips), the worker must be entitled for an overtime allowance.
- For long-distance schedules, there should be crew change at stipulated intervals.
- Nevertheless, fresh vacancies arising should be only filled by driver-cum-conductor posts.

b. Fleet Utilization

- Fleet Utilization has to be raised from 80-84% to 95-96% within the few months. From this alone an additional annual revenue of Rs.433 crores has to be raised.
- To achieve higher fleet utilization, major amendments in workshop practices, inventory management and duty patterns will be required.
- All 'paper schedules' (schedules that are not operated at all or only for few days in a year) - listed and otherwise - must be scrapped.
- Absenteeism must be checked.
- Unannounced leaves resulting in schedule cancellations owing to the Depot Manager's inability to assign duties at short notice must be severely dealt with.
- There should also be flexibility within a zone to make transfers in order to address perennial fleet - and staff underutilization stemming from mismatch in manpower and fleet deployment.
- KSRTC also needs to utilize all buses including the so-called 'spare buses.' Given very low productivity, KSRTC cannot afford to keep any roadworthy bus idling as spare. Effort should be made to run as many

schedules as possible. Hence, until fleet utilization rises to 95% as a result of better workshop management, as many available spare buses should be deployed rather than cancelling schedules due to breakdowns or repairs.

c. Route Rationalization

- EPB of all schedules fetching less than Rs.10,000 shall be raised to a benchmark of Rs.10,000 a day by rationalizing the routes and schedules.
- Schedules must be rationalized according to demand analysis.
- In order to iron out much of the discrepancies and losses, double duty patterns shall be ended.
- The schedules that operated for less than 5 days in a month shall be negated.
- From route and schedule - rationalization a target of Rs.328 crores shall be earned additionally per year.
- The office of the Executive Director of Operations (ED-O) should be entrusted with the preparation of new schedules and analysis within 2-3 months.

d. Vehicle Productivity

- By checking breakdowns, crew absenteeism, traffic congestion etc. and thereby reducing trip curtailment; KSRTC has to earn Rs.42.58 crore per annum.
- Trips shall be operated without curtailments, and thus vehicle productivity has to be raised to 8.01 kms/bus/day. i.e. vehicle productivity can be increased upto 343 kms/bus/day.
- Vehicle productivity shall be increased from 343 to 400 kms/bus/day and thus additional Rs.416 crores has to be earned.
- Thus, by an increase in vehicle productivity from checking trip curtailments and optimizing the running times the Corporation has to fetch Rs.458.8 crores (42.58+416.25) per annum.

e. Fuel Efficiency

- Fuel efficiency shall be immediately raised to 5 kmpl through the adoption of adequate HR policies and routine overhauls and thus save to the tune of Rs.144 cores annually (at 2016 prices).
- Borrowing the practices in other STUs, KSRTC shall adopt the following policies:
 1. Tying a crew to a bus to monitor fuel efficiency
 2. Financial incentives for meeting the targets & penalties for those who operate at below 4.5 kmpl

3. Identification of low-kmpl drivers & providing training to improve their performance

Summary & Financial impact of above suggestions

- Achieving significant improvement in operational parameters and improvement of efficiency is to be ascribed central role in the revival of KSRTC. To do that, productivity of manpower, buses and units must be raised at least so that its indicators are at par with the industry average.
- Total annual additional earnings Corporation has to earn from fleet optimization, route rationalization, increase in vehicle productivity, savings from raising fuel efficiency = 1364.11 crores (433.59+328.12+458.82+143.58)

Out of the this 1364.11 crores, Contribution towards overheads = Rs.804.06 crores per annum

2. RESTRUCTURING WORKSHOP MANAGEMENT IN KSRTC

- A modern production workshop requires specialized support with respect to Production, Planning & Control (PPC) Section, Quality Control (Inspection) Section; and Industrial Engineering (Research & Development) Section. In KSRTC, these sections shall be established and work up to the standards expected of them.

a. Management

- The mechanical engineering wing of the KSRTC that is in charge of the working of the workshops is headed by two Executive Directors. This makes room for unaccountability, ambiguity, duplication and inefficiency. Hence the mechanical engineering wing of the KSRTC that is in charge of the working of the workshops shall be under the control of one officer.
- The role of the AWM within the organization, which is currently limited only to reporting shall be reviewed so as to utilize their technical expertise, management potential and decision-making authority.
- The ED (M&W) should prepare a 'Permissible Repair Schedule' that outlines the work to be carried out at workshops and depots. 'Permissible Repair Schedule' shall be prepared between depots, workshops and outsourcing.
- A special task force may be constituted under ED(T) to improve the functioning of the Mechanical Engineering Department.

b. Workshop Management Processes

- The management must take measures to impart quality training to the

officers in order to fill the skill gaps.

- Quality Control Section needs special tools, dial gauges and other equipments for testing the quality of units before they are dispatched to the depots. These shall be purchased to improve the quality of production.
- It should also be mandated that the representatives of Original Equipment Manufacturers (OEMs) be stationed at the workshops to establish quality controls.
- The workshop management team, including the supervisors, must be strengthened. Supervisory manpower norms shall be reassessed and competency levels shall be improved. A special committee may be constituted to look into how this can be done without hindering other initiatives taken at KSRTC.
- There is also an immediate need to address the issue of mismatch in workshop staff deployment at depots. Considering this has a bearing on the number of buses off-road for minor glitches and waiting at the depot workshops, there should be necessary re-deployment of workshop staff.

c. Optimal number of workshops and depots

- An economic analysis of fleet size and management at KSRTC warrants three zones with operational autonomy and decision-making powers, with three Regional Workshops attached to them for optimality of overhauls and minimization of costs. Considering geographical location and fleet deployment at depots, the ideal scenario is one workshop for each zone; Thiruvananthapuram - Pappanamcode Depot, Ernakulam - Aluva Depot, Kozhikode - Edappal Depot.
- Dispersion of buses in several depots, with many of them having only 1-2 buses of the same make, shall be avoided.
- 39 operating units in the Corporation are uneconomical (having less than 60 buses). Each depot must ideally cater to at least 100 buses. KSRTC needs to merge certain existing sub-depots and operating centres with nearby depots and major sub-depots. Thus Workshops and depots shall be regrouped to optimize fleet size and operations, and workshops should be attached to zones.
- A feasible arrangement shall be to have depots with operational, maintenance and administrative staff; and their operating centres with only operational staff. In the medium-run, this shall help the top management strategize an integrated middle-level depot management policy for KSRTC.
- These depots shall act as functional units and profit centres with unity of command and accountability for actions.
- The Depot Manager shall translate corporate policies into action, and shall

be responsible for the management of fleet and operations, administration, public relations, commercial performance, industrial relations etc.

d. Workshop Performance Audits

- Just as there is inspection of depots by the AWMs, KSRTC should have monthly inspection/performance audits of the workshops by the MEs, and audit them with respect to:-
 1. Average unit life
 2. Excess consumption of cost control items
 3. Premature failure of C.O. aggregates
 4. Poor HSD and Lub KMPL of the zone
 5. Off-road vehicle position
 6. Low service levels of aggregates

- It is recommended that the audits conducted by the ME Department duly involve the service engineers of the Original Equipment Manufacturers (OEMs) to impart training and assist, so that the following can be looked into:
 1. The facilities available
 2. The methods of overhaul
 3. Availability and usage of special tools
 4. Workmen's knowledge about the overhaul of units
 5. Reasons for the premature failure of aggregates

- The call of the hour for KSRTC as regards the workshops is to concentrate on the quality of production/maintenance/overhaul rather than on the number of units produced/overhauled.
- Further Certification of Fitness (CF) should be done at the depots. That is to propose strengthening the depots with manpower while downsizing the manpower at workshops.
- Adhering to proper inventory management procedures, the availability of spares must be routinely evaluated and ensured.
- The purchase of spares must be centralized at the Regional Workshops that should be tied to each Zonal Office.
- There is also a need for KSRTC to compare its costs of production and overhaul of units at workshops with that of private workshops.
- Body overhaul work shall be outsourced like many STUs at depot level via bidding.

e. Fundamentals of Workshop Management

The KSRTC Management must also pay attention to the fundamentals of

workshop management to avoid the imminent possibilities of them shutting down or turning into scrap yards. They are briefly described below.

(i). Housekeeping

- Daily sweeping of the workshop yard and covered space
- Regular evacuation of scrap materials from the premises
- Display of details pertaining to production details, working instructions and damaged components

(ii). Training of supervisors and staff

In order to realize optimal performance of workshops, both the workmen and the supervisors must be exposed to the following types of training periodically:-

- Training to use the Plant & Machinery effectively along with its troubleshooting aspects
- Hands-on training of high-precision measuring tools and equipments used in overhauls
- Training on latest model aggregates including methods of troubleshooting and overhauls
- Refresher training to cover behavioural aspects

(iii). Unit History Cards

All information about the life history of the aggregate from its induction to scrap shall be extracted from the unit history cards for the MEs/AWMs/DEs and other inspecting officers to cross-check during their depot inspections. Hence, it is necessary that the unit history cards are accurately maintained.

(iv). Linking Promotions to Performance

In order to entice commitment, leadership and competence, at least half of all the promotions, starting with the post of Managers, should be linked to the performance, as is the case with the better performing STUs. While this holds true for all wings of the management, workshop management should particularly consider effecting performance-linked promotions as all the other wings of the management can function only if buses are in on-road condition.

f. Float Units

- Ready-to-use float units must be available at workshops to facilitate instant replacements so that the long period otherwise taken for repairs can be reduced and buses can be brought back to operating the schedules within hours. As such, the purposes of float units are:
 - i. to avoid idling of manpower by ensuring availability of sufficient number of aggregates in different stages of production; and

2. to keep overhauled aggregates ready in R&D Section for supply to depots on counter-exchange basis.
- The requirement of floats of various aggregates shall be estimated by the WM every year.
 - Provision for additional floats is to sanctioned by ED(T)/CMD.
 - In order to minimize the capital expenditure on provision of floats of new model aggregates procured from the OEMs, outgoing model aggregates available in excess shall be fitted on some Ordinary buses after duly carrying out certain modifications, in consultation with the Service Engineers of these OEMs.
 - Computation of 'Demand Forecast of Units' must be done to serve as a basis of production schedule and dispatch of float units. The number of floats required in a workshop depends on the average daily demand and cycle time required for overhauling the aggregate. It can be computed by the formula, $F = D * L * 1.25$.

g. Work Culture

- There is urgent need to establish scientific work norms at the workshops to enhance productivity and ensure that buses sent for repairs are turned around in less than 48 hours. Standardization of work norms and cycle times shall be done.
- Along with the work norms, work practices also need to be scientifically redesigned and delineated.
- Archaic practices like hand-painting the bus bodies and non-adherence to assembly line in production must be checked in order to retrench wastages in work time, manpower energy and overall costs.
- As in schedule operations, double duty patterns in workshops must also be totally prohibited.
- KSRTC must pay utmost and urgent attention to a structured change in the organization, management and operation of its workshops so as to warrant optimal fleet utilization.
- Workshops are the key to better fleet utilization; hence, it requires investments and KSRTC's best managers and technicians.
- Buses are off-road for long periods for repairs in workshops. Long time taken for overhauls shall be reduced.
- The Managing Director himself/herself needs to review the working of all workshops at least once a month, if not more often.

3. FINANCIAL RESTRUCTURING OF KSRTC

Key strategy rests on an early sale of assets to substantially reduce the

Corporation's total loans by at least one-third, and a small financial assistance from the State Government while the employees, unions and a strengthened management team work together to enhance productivity.

a. Reduction in Debt through Sale of Assets

Regarding the land at 4 major depots handed over to KTDFC to develop commercial office space on BOT (Build, Operate and Transfer) basis,

- KSRTC should offer to sell this space to KTDFC at the market value less the cost of construction as budgeted.
- In case KTDFC is unable or reluctant, the Government of Kerala may take over this property at the current market rate or at assessed rate by a valuer.
- Since KSRTC needs financial support to meet its immediate obligations as well as restructure its operations during this period either mortgaging or selling these assets to the State Government would be essential to prevent further pile-up of debt.

b. Short Term Financial Assistance Linked to Plan to Improve Operations and Productivity

Small short-term financial assistance from the Government of Kerala should be provided to KSRTC.

c. Creation of KSRTC Pension Fund

According to the calculations by the KSRTC Management, if the age of superannuation for the employees who had joined prior to April 2013 is to be raised from 56 to 60 years, the Corporation could save to the tune of Rs.450 crores from the 10% Treasury Savings Bank (TSB) account. This amount can then be used to create a Pension Fund to address the part of the pension liability to be borne by the Corporation.

d. Compensation for concessions

The Government of Kerala must compensate KSRTC for the losses it incurs on account of concessions towards students, the differently-abled, freedom fighters, MLAs & MPs (former & current) etc., that are only fairly and evidentially accounted for.

4. ORGANIZATIONAL AND GOVERNANCE STRUCTURE AT KSRTC

- The Senior Management of KSRTC will be the main drivers of this organizational transformation. Hence, a new team of senior managers has to be 'assembled.'

- In addition, the organization structure needs to be modified for decentralization of decision-making as well re-assembling of units into viable profit centres. Only such decentralization will facilitate better utilization of assets and resources already available with KSRTC.

a. Board of Directors

- The Board of Directors should be reconstituted with subject specialists in transportation, management and finance. The professional Board of Directors, shall be empowered to authorize all decisions made by the CEO and his senior managers.
- An empowered Board of Directors with authority to approve all executive actions must be constituted. This means that the Board will, for all purposes, replace the Ministry of Transport as the executive body that oversees the functioning of the Corporation. The Board must be responsible for monitoring the turnaround milestones; it shall consist of independent specialists who can monitor the senior management (through sub-committees of the Board) as well as support them through specialized advice.
- There is also need for a full-time Chief Executive Officer (CEO)/ Managing Director (MD) at the Corporation.
- The Board will also be authorized to recommend and approve all executive decisions, including the use of flexible fares, high value services, approve creation of new positions within the Organization, as well as act as grievance redressal forum for all employees.
- The incumbent Board of Directors at KSRTC plays a very important function as it is comprised of stakeholders representing workers, consumers, local political leaders, etc. They play a vital role in ensuring that the functioning of the Organization meets the expectations of all stakeholders. Such a board can also be reconstituted with representation from KSRTC officers, as the 'Advisory Board' with powers to bring stakeholder grievances before the senior management, and if not addressed, to the Board of Directors, for remedial action.

b. Top-level Management

- Should KSRTC turnaround and grow as a sustainable and profitable organization, it must immediately fill the gaps in the senior management positions, beginning senior General Managers/Deputy Managing Directors from outside the Corporation and a Financial Controller (with a team of accountants for assistance).
- As the immediate task, the Organization needs to induct 8 or 10 senior managers with necessary domain knowledge and skills in the areas of finance, Management Information Systems (MIS), fleet management and

route planning, automobile workshop management, auto-engineering and Human Resource Management. For each of these positions, people with requisite skills and at least ten years of experience in the areas of specialization need to be recruited at the level of General Managers/Deputy General Managers.

- KSRTC should also consider timely revamp and revision of those agreements that promote unqualified employees to critical positions.
- As we suggested in our draft report, the Organization needs to induct better quality managers at all levels. It must begin this transformation and change at the depot level. The positions of Depot Managers should be advertised for and recruited through Kerala PSC, with the position open only to people possessing Business Management and Operations Research qualifications. Those internal candidates who are desirous should compete with these candidates for the positions. In other words, all positions from Depot Managers and upwards shall not be open to internal workers lacking qualifications, and not without competition from managerial talent available in Kerala. In case the corporation wants to provide opportunity for career advancement, the internal staff must compete with outside talent for each managerial position.

c. Work Norms & Training

- It is imperative that KSRTC clearly define the roles and responsibilities of each managerial and administrative staff to streamline the organizational activities smoothly, and to identify the deficiencies in manpower or their skills.
- Once the skill deficiencies have been identified, adequate training, consistent with their functional roles, must be given to the existing staff in all wings of the Organization, viz. Operations, Finances, Human Resources etc.
- Initially, KSRTC should use the training facilities offered by STUS in neighbouring states like Andhra Pradesh, Tamil Nadu and Karnataka (which has a tie-up with IISc, Bengaluru).

d. Zones

- We recommend that the KSRTC Zones be limited to three large cities of Kerala, namely Thiruvananthapuram, Ernakulum and Kozhikode, headed by General Managers, that act as profit centres with full autonomy on deployment of assets and manpower.
- The Zonal General Manager can then be empowered to rationalize routes and deploy buses, and control all the depots and workshops in the area. Only such direct control will ensure that zones function as viable business entities, without having to look for approvals from the Head Office for every


small action as well as redeployment of assets and personnel.

- Zonal Managers must be given clear functional roles with power to penalize the wrongdoers and make transfers in case of manpower mismatch in depots.
- Once the workshops report to the Zonal managers, he/she shall be responsible for ensuring that buses are on-road as per demand and without delays.
- Zonal Offices should be made independent profit centres with their own budgets and targets. For this, zones have to be headed by freshly recruited and qualified General Managers, and an IT-based budget and financial control system, with adherence to financial policy manuals, to be in place.

e. Accounting & MIS

- Partially-mechanized components like GPS should be fully integrated with other operational areas in order to avoid duplication and wastage of manpower.
- Establishing an effective MIS headed by a General Manager versatile in organizational computerization, integration of technology like GPS for Operations Controls, and marketing of services is absolutely essential for compiling consistent data that can be owned and analyzed for the purpose of corrections within and development of the Organization.
- Rapid introduction of computerization in accounts, and establishment of an effective MIS and fleet monitoring software is vital.
- All manual records are to be phased out within one year.

Tail end: - A large-scale training and skill development program, linked to performance evaluation and promotion policies, is the last leg of this organizational development strategy.



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