

5. Processing of Data

5.1 As the data received from various offices constituted a huge volume, the Commission felt that it was essential to process it in a well structured scheme. For this, Commission decided to have a detailed processing procedure utilising both manual effort and computer application. It will be relevant here to give an idea about the dimensions of the data received.

5.2 Commission had sought data from fortythree authorities. They are Registrar, High Court, Secretary to Governor, Secretary to Legislature and Secretaries in charge of forty departments of Government Secretariat. Of these, two Secretariat Departments (NORKA and Election) informed the Commission that they have no field organisations coming under any of the four groups and that their own staff were staff on deputation. Hence the Commission received response from fortyone authorities (Registrar, High Court, Secretary to Governor, Secretary to Legislature and thirtyeight Secretariat Departments). The total number of filled proformae received from these authorities were three hundred and twenty nine (30 from Registrar, High Court, 2 from Secretary to Governor, 1 from Secretary, Legislature and 296 from Secretariat departments). Considering the relevant aspects, Commission decided to process statements from Registrar, High Court, separately in one lot and statements from Secretary to Governor, Secretary Legislature and Government Secretariat departments together as another lot. This is reflected in the scheme of compilations given as the Annexures of this report.

5.3 At the first stage of processing, each proforma was checked by Commission Secretariat and wherever necessary, clarifications were sought from the authorities who furnished the data. By June 2001, almost all of them responded giving



clarifications on the points referred to them. However, on one aspect, Commission felt difficulty in using the data. This was the data given under column 'B' in the proforma. What the Commission originally wanted was that, under 'B', the number of employees of each community who received the benefit of reservation in recruitment as backward community should be shown. When it was pointed out to the Commission that many employees, particularly those who were recruited years ago, could not recall whether they got such benefit, the Commission had clarified that, under 'B' only the number of employees who clearly stated that they got the benefit of reservation should be shown. It was also clarified that the number of those who said that they do not recall the position should be given separately. When data was finally received, Commission found that the number of employees who stated that they cannot recollect whether they got reservation was substantial. Therefore any inference based on the numbers given under column 'B' might be misleading, resulting in inferences either overstating or understating the impact of reservation. Hence the Commission decided to ignore the data in column 'B' for further processing. In so deciding, Commission also had in mind the fact that the data from Public Service Commission on recruitment advice would give clear division of the number of employees who got reservation benefit and those who did not.

5.4 After preliminary check of each statement, they were handed over to the Deputy Director of the Commission Secretariat for processing in computer. (Commission is grateful to Shri. K.N Kurup, the then Secretary to Government, Planning and Economic Affairs Department, Secretariat, for providing a computer with necessary accessories on loan basis while Commission tried to get a computer of its own). Each of the 299 proformae received from Secretaries to Government (including Secretary to Governor and Secretary Legislature) as well as 30 proformae received from Registrar, High Court, were fed in the computer. One print-out of each was taken. Everyone of those print-outs was again checked by two officers in the Commission Secretariat. These 329 statements form the basis of all the analysis done by the Commission in this regard.

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A list is at Annexure 24. Commission has directed the Secretary to hand over all these statements along with other records, to the Government after the work of the Commission is over. What are annexed to this report are summary tables based on these 329 primary data tables.

5.5 These sheets can be divided as follows in the four groups of institutions mentioned in government notification constituting the Commission.

Group I (Judiciary)	30 statements covering	8535 employees
(Government Departments)	112 statements covering	317019 employees
Group II (Public Sector		
Undertakings)	101 statements covering	113640 employees
Group III (Universities)	7 statements covering	9747 employees
Group IV (Autonomous		
Institutions)	79 statements covering	21334 employees
Total	329 statements covering	470275 employees

5.6 The statements from Government departments totalling 299, were used to prepare consolidated statements covering all institutions coming under each of the four groups. The consolidated tables so prepared were 81 in number and their distribution under each group is as follows.

Group I (Government Departments)	37
Group II (Public Sector Undertakings)	22
Group III (Universities)	2
Group IV (Autonomous Institutions)	20
Total	81

5.7 Three departments of the Secretariat have no institutions under group I and hence the total number of Group I is only 37. Similarly only 22 Secretariat departments have institutions of Group II under them. Only 2 departments have institutions of Group III and only 20 departments have institutions of Group IV.

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5.8 It is relevant here to explain the format used for compiling these 81 statements. Each of these 81 statements relates to

(a) One Secretariat Department

(b) Institutions under one of the four Groups (Departments, Public Sector Undertakings, Universities, Autonomous Institutions) coming under that particular secretariat Department.

5.9 The statements give detailed data regarding representation of all 78 backward communities as well as SC/ST and others (non-reservation ie. forward communities). The backward communities (78 in number) are listed following the reservation grouping in recruitment. The number of employees of each community in each of the six categories (four categories only for Group II- Public Sector Undertakings) is given in column A. Column B gives the percentage of that number to the total number of employees of that category in the department. Sub totals are given wherever more than one of the 78 backward communities come under one of the eight reservation groups in recruitment. For instance, after giving the number of Billava and Ezhava-Thiyya communities, sub total for the reservation group Ezhava is given. Similarly, after giving the numbers under Mappila and Muslim, sub total for the reservation group Muslim is given. The largest number, 68 of backward communities come under the eighth reservation group viz. OBC and sub total for that reservation group is given in column with serial number 83. In column 84, totals for the entire 78 backward communities are given. Column 85 and 86 indicate data regarding SC and ST respectively. Column 87 gives data on other communities ie., non-reservation (forward) communities. Column 88 gives grand totals of staff of the department in each of the six (four for Public Sector Undertakings) categories of posts.

5.10 After preparing these 81 consolidated statements, Commission considered how they should be presented as Annexures to the report. It was felt that each of these 81 statements should, together with information necessary to understand them clearly, should be given as one set. Each set contains the following.



- (a) List of Heads of Departments/Public Sector Undertakings/Universities/Autonomous Institutions covered in each of the 81 statements.
- (b) A summary table giving the totals for each of the eight reservation groups. Column A of the summary table gives the total number of employees under each category for each of the reservation groups. Column B gives their percentage to total employees of that category in the department. The figures in brackets indicate the prescribed reservation quota for each community group. This is given only to facilitate a comparison between what the communities are entitled to get under reservation scheme and what they have actually got in reservation and open competition selection together.
- (c) The detailed statement indicating representation for each of the 78 backward communities, total for Backward Classes, representation of SC/ST, others and grand total.

5. 11 Eighty one (81) such sets are at *Annexure 25 to Annexure 105*. A copy of Appendix I is also given before the first of the sets to facilitate easy understanding of the columns in the detailed statement.

5. 12 A similar set is prepared for establishments of the judiciary also and is placed as *Annexure 106*, making the total 82.

5. 13 After this, Commission prepared four tables giving the total position in Government and allied services. The format is almost the same as for 82 statements. But the number of representation of each community as well as percentage relate to the totals of all institutions coming under each of the four groups (Group I - Government Departments, Group II - Public Sector Undertakings, Group-III- Universities and Group IV - Autonomous Institutions). These four Group Total Tables are intended to facilitate a ready understanding of the total representation of each backward community in

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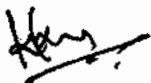
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Government and allied services as they include all the departments and organisations covered in the 81 detailed statements and also the detailed statement regarding establishments of the judiciary. These four Group Total Tables are given as *Appendix II to Appendix V*.

5.14 The correspondence and discussions through which the Commission sought data from the Kerala Public Service Commission have been briefly narrated earlier in the report. The final outcome was that, as against our original requirement of data for thirty years, the Commission had to be satisfied with data for eleven years. The last instalment of data was received on 18-6-2001. The data received necessitated some additional work before that could be fed in the computer. What Public Service Commission gave was data separately for each district and the central unit. The data indicated the posts for which recruitment was made, scales of pay and details regarding reservation turn (for eight backward community groups, Scheduled Castes and Scheduled Tribes) and open competition turn. The scales of pay indicated were, in a large number of cases, pre-revision scales and, in some cases, the scales which existed before the last two pay revisions. As the Commission had collected data based on the minimum of the revised scales of pay, Public Service Commission data had to be recast accordingly. Further, the posts had to be categorised as per the Commission's format. This work was entrusted with our Secretariat to be done in two stages. At the first stage, for each entry in P S C data, the revised scales had to be identified. At the second stage, based on that identification, all the entries in P S C data had to be given appropriate categorisation. This took time; and might have caused some inconsistency.

5.15 After feeding the basic (edited) data into the computer, accuracy of the sheets was checked again. (In total numbers there is some minor difference between the PSC data and the compilation statement done in Commission Secretariat. This is on account of the absence of community-wise breakup of certain recruitments in PSC data).



Then compilations were attempted in two designs. One was the compilation for each district for each of the three blocks of years for which data was available i.e., 1986-90, 1995-99 and 2000. Commission Secretary has been directed to hand over these to the Government for future reference. The other compilation was the State total for each of the five years of the first two blocks and then for the year 2000. This compilation is given at *Annexure 107 to Annexure 114*. An abstract of these Annexures is given in *Appendix VI* for facilitating easy and ready reference.

5. 16. Before proceeding to analyse the compilations, Commission would like to touch on the aspect of accuracy of the data. As the data has been received from senior and responsible functionaries, Commission had no reasonable cause for concern regarding accuracy. However, whatever checking was feasible in the Commission Secretariat was also attempted. One point that came to Commission's notice during such checking was that the number of employees of some departments as made available to the Commission by Secretaries to Government differed from the numbers shown in the Staff Appendix of the State Government Budget. Commission's data is as on 1-8-2000 and relates to staff actually in position, not sanctioned posts. For staff on deputation, Commission collected data from their parent departments and not from departments where they work. These and some other relevant aspects may be the reasons for most of the variations mentioned above. However there could be some omissions in the data made available to the Commission. That would not adversely affect the analysis of the Commission as inferences drawn on the data covering the vast majority of employees would, normally, be valid in the case of the data relating to employees involved in any inadvertent omissions that might have been made in some of the departments, while collecting the data.

5. 17. In any case, the possibility of some omissions and even a few errors cannot be entirely ruled out in an exercise like the one undertaken by the Commission. What can be done is to take all reasonable and feasible precaution to minimise such defects. Apart from selecting senior and responsible functionaries like Secretaries to

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Government and Secretary, Public Service Commission, as the source for collection of data, the Commission's Secretariat also did a series of checks and counter checks during the detailed process of compilation of data. The Commission, during its sittings for analysis of data, tried to spot and correct defects noticed at that final stage. Even with all this multi level checking, there could still be some omissions or inaccuracy in the data involving around five lakh employees divided into eightyone community groups, six categories of posts and working in thousands of offices. However, the Commission hopes that the incidence of such defects is not likely to be so significant and substantial as to warrant any major alteration in the inferences drawn in this report.

5. 18 The Commission also considered the issue whether data regarding officers of the three All India Services (Indian Administrative Service, Indian Police Service and Indian Forest Service) should also be collected and analysed. All India Services are covered by a Central Act and officers of these services have to work both in the Centre and in the States. Their direct recruitment is done by the Union Public Service Commission. Though reservation for scheduled castes and tribes was applied to these recruitments from the beginning, reservation for backward classes was introduced only from 1993 onwards. It seems that reservation quotas are applied only while making the central recruitment and not when officers are allotted to different State cadres. Hence it is quite possible that when officers are allotted to States in any year, one State may happen to get a larger proportion of backward class officers and another State may get a low (or nil) proportion of backward classes. Further, it seems that there is no sub rotation in reservation for backward classes even in the central recruitment. Hence it could very well happen that even in a list that has full prescribed representation for backward classes, no candidate belonging to the backward classes of a particular State is selected.

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5. 19 Against this background, Commission felt that analysis of the representation of backward classes in the Kerala cadre of the three All India Services may not be comparable with the analysis regarding State services. However Commission decided to collect relevant details from the Chief Secretary. Commission's letter No.33/2000/KKNC dated 13.11.2000 seeking the data is at *Annexure 115*. In spite of reminders, Commission has received only partial data. That has been tabulated in *Annexure 116*.

5. 20 As many representations received by the Commission suggested proportion of population as the basis of assessment of adequacy of representation of backward communities in public services, the Commission held a discussion with the concerned functionaries to ascertain the feasibility of gathering community-wise population data. Director, Census Operations, pleaded inability to provide such details as, in the recent past, no such community-wise census has been taken. Director of Economics and Statistics agreed to examine the feasibility of giving a quick estimate. On 28-8-2001, he gave some assessment of the population of seven communities using base data from a 1968 survey conducted by them and projecting that to 1971 and later. However, Director, Economics and Statistics stated that this projection method is a crude one and will only give an idea about the growth of seven groups of communities. Obviously, the Commission could not make any use of such data.

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