

REPORT OF THE BACKWARD CLASSES COMMISSION (KALELKAR), 1955

In exercise of the powers conferred by Article 340 of the Constitution, the President appointed, on January 29, 1953, the first Backward Classes Commission under the chairmanship of Shri Kakasaheb Kalelkar. The Commission submitted its report on March 30, 1955. In the following, we reproduce, with some abridging, the Summary of its Conclusions and Recommendations.

CENSUS AND CASTE

Before the disease of caste is destroyed all facts about it have to be noted and classified in a scientific manner as in a clinical record. To this end we suggest that the 1961 Census be remodelled and reorganised so as to secure the required information on the following lines: (1) The Census operation should be conducted as a well equipped continuous organisation competent to supply information on various topics of sociological importance. (2) The Census Offices must have permanent ethnologists and sociologists in addition to the economists attached to them. (3) As long as social welfare and social relief have to be administered through castes, classes or groups, full information about these groups should be obtained and tabulated. (4) Some of the staff for the census should be recruited from social workers and village-level workers of the Planning and Development Departments. (5) Estimated family income and expenditure should be collected and tabulated. (6) The Census slips should consist amongst others 'caste' in a separate column. If possible, Census should be carried out in 1957 instead of in 1961.

SPECIAL GROUPS

(1) *Muslims*: It would not be correct or just to list all Muslims as socially and educationally backward. But there are a number of communities amongst them that are suffering from social inferiority in their own society and consequent educational backwardness. Such backward communities are included in the list of other backward classes. Various State governments have mentioned such communities under separate heads of Hindu and Muslim backward communities. But the Commission has indicated the names of the communities to include those of Muslims and Hindus. (2) *Christians*: Christianity has consistently refused to recognise caste. And yet, in practice, it was found that segregation of

converts from the Scheduled Castes was not successfully overcome in certain parts of South India. We have included such communities, especially in the South, in the list of other backward classes. We add that if Scheduled Caste converts to Christianity in other parts of the country also suffer from any recognisable degree of segregation and social disability their case should be considered for being included in the list of other backward classes. (3) *Anglo-Indians*: The problem of Anglo-Indians does not come strictly within the purview of our inquiry. Yet, certain representations were made on their behalf. The Constitution of India guaranteed certain concessions to this community for a fixed period. Apart from this, this community cannot be classed as backward either educationally or socially. (4) *Eurasians in Travancore-Cochin*: A small community in the extreme south which is really Eurasian in character is now being called Anglo-Indians in the list published by the Education Ministry, Government of India. This nomenclature is a mistake. It may be renamed Eurasian for the purpose of relief and included in the list of other backward classes of Travancore-Cochin State. (5) *Sikhs*: It is our view that the Sikhs constitute an integral part of the broader Hindu religion. Although, in theory, the Sikhs do not subscribe to caste system, in actual practice they cling to many Hindu traditions and practices. We recommend that the communities or groups who are treated as untouchables among the Sikhs should be included in the list of Scheduled Castes. Any distinct community among the Sikhs found to be socially and educationally backward must be included in the list of Other Backward Classes. (6) *Gurkhas*: The Gurkhas are socially and culturally an integral part of the Hindu community. Such of the communities among the Gurkhas found in Uttar Pradesh, Bihar, and West Bengal, who are educationally and socially backward, are included in the list of Other Backward Classes. In the rest of India, they are known to ignore caste

and to live as one homogeneous community. Such of those who have settled down in other States (except U.P., Bihar, and West Bengal) should be included in the list of other backward classes if they are found to be socially and educationally backward. (7) *Bhangis*: The lot of Bhangis at present is far from satisfactory. Their living conditions are bad and the tools with which they work should enable them to carry out their work in a more decent and hygienic manner. The Bhangis should not be condemned to live in segregated locations. They should be distributed and given quarters among other groups. (8) *Women*: Women in India have lived under great social handicaps and as a class must be regarded as backward. But since they do not form a separate community they cannot be included in the list of backward classes. The condition of women among the backward classes is worse. The girls from among the backward classes should be given better facilities for education. They should be encouraged to live in special hostels for girls of all communities. They should be trained in basic education. Women should have a share in the political life of the country. The following measures are recommended for the advancement of women in general: (i) Free education in all stages to all girls whose parents' income is less than Rs. 3,000 per annum. (ii) Scholarships for girls belonging to the backward classes. (iii) Residential hostels for girl students, with priority for girls of the backward classes. (iv) Samata Ashrams for girls of all communities to be run by trained staffs of women and men. (v) Creation of special facilities for girls to study Medicine, Home Science, and other subjects specially suited for women. (vi) More facilities for training women in the Fine Arts, and in Social Service. (9) *Unfortunate Women*: The administration of the 'Suppression of Immoral Traffic Act' is found to be more punitive than reformative. It is found that the punished offenders drift back to their old profession in the absence of any properly organised rescue homes where they could find refuge. There is great scope for starting rescue homes and the government should be able to help such efforts with finance and legislation. Rescue homes should not be mere asylums for such women. Such homes must be controlled by committees

consisting of social workers under government supervision. Women social workers from well-to-do society should accept an increasingly larger role in tackling this problem. In addition to providing food and shelter for these unfortunate women, they must be taught different occupations to enable them to earn a living and become useful members of society. They must also be taught to change their outlook and to lead normal married lives. (10) *Delinquent Children*: The lower sections of society often neglect their children with the result that the latter go astray and sometimes become the victims of greed, cupidity and passion. Such children generally learn all kinds of vices and are trained to deceit and crime. The provisions for the rehabilitation of delinquent children are totally inadequate. It is not legislation that matters but better provision for the maintenance and education of such children that counts; it is the quality of the reforming agency that is all important. The State must help persons who take up the work of amelioration of these delinquent children. (11) *Denotified Communities (Ex-Criminal Tribes)*: The following measures are recommended for adoption for the amelioration of the conditions of the communities in this group: (i) The Ex-Criminal Tribes should hereafter be called denotified communities. (Vimochit Jatian). (ii) These communities have been classed as Scheduled Castes, Scheduled Tribes or Other Backward Classes according to the criterion applicable to them for the purpose of relief. (iii) The nomadic groups should be given facilities for leading a settled life. Efforts must be made to distribute them in the towns and villages so that they could gradually be assimilated by society. (iv) The children of these groups should be trained in Basic Education. They must also be trained in cottage industries, handicrafts, and agriculture. Services of trained psychologists and social workers should be employed to reform these habitual offenders. (v) Group criminality should be treated differently from the acquired criminality of the individuals. (12) *Backward Areas*: Backward areas in Himachal Pradesh, Uttar Pradesh, Udaipur in Rajasthan, Bastar in Madhya Pradesh, Alirajpur and Jobat in Madhya Bharat, Amarakantak in Vindhya Pradesh should be developed by allocating more community

projects, national extension service blocks, social welfare extension projects, and other developmental schemes. The proposals of some of the States to declare them as Scheduled Areas may be examined by the Government of India and early action taken.

CRITERIA OF BACKWARDNESS

A variety of causes - social, environmental, economic and political - have operated both openly and in a subtle form for centuries to create the present colossal problem of backwardness. Economic backwardness is the result and not the cause of many social evils of the present day. Social backwardness, therefore, is not today due to the particular profession of a person. It is not easy to group sections of people under certain occupations. There are certain distinct communities who are not confined to any one occupation and it would be difficult to categorise them under any known occupation. There are certain castes and sub-castes based on regionalism.

The Commission is justified in interpreting the terms of reference as mainly relating to social hierarchy based on caste. Caste generally depends upon birth; it may also depend upon habits and it may create further cleavage due to conventions and denominational differences.

After a consideration of the social conditions in Indian society and the causes for backwardness of a large section of the people, the following criteria are adopted for general guidance: (i) Low social position, in the traditional caste hierarchy of Hindu society. (ii) Lack of general educational advancement among the major section of a caste or community. (iii) Inadequate or no representation in Government service. (iv) Inadequate representation in the field of trade, commerce and industry.

CLASSIFICATION OF COMMUNITIES

We have taken into consideration the social position which a community occupies in the social hierarchy, the percentages of literacy and its general educational advancement; and its representation in Government service or in the industrial sphere. The economic backwardness

had also to be kept in view in order to find out the ability of the community to take advantage of the available opportunities as also the recent trends in its advancement.

The list of other backward classes published by the Education Ministry, Government of India, and the lists furnished by the State Governments form the basis. The opinions of the representatives of various communities, leaders of public opinion and social workers were also taken into consideration.

We thus prepared the lists of Other Backward Classes and also revised the lists of Scheduled Castes and Scheduled Tribes. We made every effort to bring in as many communities as possible who answer the criteria but we are conscious that in the conditions prevailing in the country it has not been possible for us to get in touch with some communities who are not well known. Our desire is that such omissions should not come in the way of any community being included later and we suggest that in these cases backwardness be presumed. We have suggested the setting up of a Board for the implementation of the policy for the advancement of all the backward classes. The Board should be empowered to investigate the conditions of the communities who may later seek inclusion in the list of Other Backward Classes.

The names of castes have not been specified as Hindu or Muslim and they should invariably be treated as caste names common to both.

CONDITIONS OF BACKWARDNESS AND MEASURES FOR THEIR REMOVAL

A - Political

The framers of the Indian Constitution recognised the historical processes that were at work in India and the uneven development of the various sections of the Indian population. They have, therefore, made adequate provision for the protection and betterment of Other Backward Classes also. Universal adult franchise has given to the masses the most potent and powerful instrument with which to shape their destiny. What is wanted now is the strengthening of their hands through education and not to offer another weapon to weak hands.

After considering all aspects of the question, we have come to the conclusion that it would be suicidal to accord any additional or special political representation to any community or communities.

There are disruptive forces that are trying to entrench themselves by exploiting the prevailing social atmosphere. We suggest that the political parties in the country should take note of the unhealthy symptoms in the body-politic and draw people together under a well-defined economic and social programme.

B - Economic & Industrial

The objectives should be full employment and the removal of economic inequalities. Maximum production, full employment, the attainment of economic equality and social justice should constitute the accepted objective of planning under the present-day conditions.

Unplanned industrial development in India, urbanisation and expansion of trade and commerce, growth of towns and large cities and the British educational and industrial policy have disrupted the old village economy and have resulted in denuding the rural areas of local talent and leadership.

During the 30 years following 1921 the population has increased by 11 crores, and there is a drop of 25 per cent in the per capita area of cultivated land.

The pressure on land has increased from decade to decade. The decay of rural industries has aggravated the rural situation. All these factors have contributed to the growth of landless agriculturists' families.

Smallness of holdings, primitive system of cultivation, lack of educational facilities, lack of adequate agricultural equipment, decay of rural industries causing unemployment and underemployment have all contributed to the present poverty of the rural people.

Any plan for economic reconstruction of the country must necessarily include measures designed for the speedy uplift of the backward classes. Conditions must be recreated in which the development of these classes takes a natural growth. Removal of economic and social causes

that are operating to their detriment should receive first priority.

No time should be lost in making fuller use of the human resources, available skill and experience of the artisan and occupational classes to produce goods which are needed by the community. Improved equipment or improved tools and training in modern methods of production may follow the above measures.

The main solution, therefore, for the speedy uplift of the backward classes in the rural area is not so much to wait for the creation of new avenues of employment, as to provide favourable conditions in which their lost or decaying occupations could be revived. A large scale employment in traditional occupations will alone relieve the present pressure on land. It will also help in creating suitable social atmosphere for economic uplift. It is only thereafter that we will have a clear picture of rural life which will enable us to reorganise rural life on a sound and rational bases.

'The economic policy and the ideology behind the Five-Year Plan do not inspire sufficient confidence. It is felt that even the policies enunciated in the Five-Year Plan have not been properly implemented.' The administrative set-up entrusted with the task of implementing the welfare measures requires a complete reorientation. There was widespread demand from the representatives of the backward classes that a large number of their own men should be taken into services to bring about better social contact with the masses.

All developmental activities should radiate from central villages of compact blocks consisting of 10 to 15 villages. The country should be divided into compact blocks of such dimensions on a planned basis, and modern amenities should be taken to such *Panchkoshi* units. The disturbing causes of rural life such as factious feeling, presence of anti-social elements and the habit of litigation often leading to breaches of peace should be removed to help development of the rural areas.

Land Policy	Fisheries
Large Landowners and Ceilings on Holdings	Agricultural Labour
Distribution of Land	Minimum Wages
Small and Middle Owners	Development of Industries
Regulation of Tenancy Rights	Rural and Cottage Industries
Record of Rights	Khadi Industry
Agricultural Class Structure	Handloom Industry
Rural Credit and Marketing	Special Features of Cotton and Silk Weaving in Assam and Manipur
Rural Indebtedness	Silk Handloom Industry
Marketing Facilities	Sericulture
Price Support	Wool Spinning and Weaving Industry
Irrigation	Village Oil Industry
Land Tax Policy	Village Potter
Rural Savings	Bamboo and Cane Workers
Communities Engaged in the Cultivation of Vegetables and Flowers	Paddy Husking
Communities Engaged in Growing Betel Vine	Coir Industry
Reorganisation of Village Economy	Minor Industries
Bhoodan Movement	Village Handicrafts
Development of Livestock	Beedi Industry
Dairying	Mill and Factory Competition
Cattle Insurance	Communities Whose Traditional Occupation is Personal Service
Sheep and Wool	Wandering Communities
Poultry and Bee-keeping	Traditional Beggars
Piggery	(We have omitted details under the above men-

tioned headings because most of them relate to policies and programmes of rural development in general not specific to Backward Classes - Editor).

MEASURES TO PREVENT EXPLOITATION OF THE BACKWARD CLASSES

Backward classes are subject to various kinds of exploitation. Measures to save them from exploitation are absolutely essential for the improvement of their economic conditions.

Proper institutions must be set up for the distribution of wealth produced. A chain of suitable co-operative institutions or government stores is badly needed for this purpose. Steps should be taken to train these communities in running institutions set up for their benefit.

The ultimate solution seems to be that all production and distribution should be on a socialistic basis and that people should be encouraged to establish the necessary moral basis and to get trained for the change over.

COMMUNICATIONS

India is a land of vast distances and unless all kinds of communications are developed it will not be possible to remove either the backwardness of areas cut off from urban centres or of people inhabiting these areas.

PUBLIC HEALTH AND RURAL WATER SUPPLY

Backward class communities generally live in insanitary conditions and in ill-ventilated houses. Ideas of sanitation and public health among them are still primitive. Large scale preventive measures are necessary to improve the health of these classes. It is absolutely essential that the rural public should be educated in the necessity of maintaining sanitary conditions.

Rural water-supply should be improved a great deal. Public wells and reservoirs must be built within the easy reach of the Harijan quarters for the use of the whole area. These should be

maintained in sanitary conditions under the supervision of a Village Water Committee with a Harijan as President.

RURAL HOUSING

The housing conditions of many of the communities belonging to backward classes are far from satisfactory. They live in ill-ventilated mud houses of thatched sheds. These houses are generally overcrowded.

A planned programme of rural housing should be drawn up to provide housing for the poorer sections in proper village layouts. Sites for building houses should be made available to those people either free or at nominal rates. Financial assistance either in the form of subsidies or loans should also be given to help the backward communities to construct cheap houses. Housing co-operatives may be organised for this purpose.

SOCIAL BACKWARDNESS AND MEASURES FOR ITS REMOVAL

Social backwardness of many communities of the backward class group is due to the undesirable features of the Hindu social system. The sense of caste and discrimination based on social inequality is eating into the vitals of the nation. Modern conditions no doubt, are gradually toning down some of these rigid caste ideas but the spirit of caste still permeates the major ranks of our society. In condemning the inequitable features of the caste system, it is not suggested that Hinduism should be liquidated. Hinduism could be purified or cleansed of the dross which it has accumulated during the course of centuries. Hinduism must re-examine itself in the world context and boldly shed all its undesirable features. It must cease to be mediaeval in its concept of life; must refresh itself and take a new form which would liberate the spirit of man and enable him to assimilate the best and the noblest that Hinduism has treasured through the ages.

The Hindu view of life was based on a harmonious pursuit of the four chief conceivable objects, viz. *Dharma, Artha, Kama and Moksha*. It taught the universal brotherhood of man, or rather the essential unity of mankind as all individual beings were regarded as part of one Eternal Soul.

The process of equalisation is beset with many hazards, Poverty, ignorance and illiteracy make the task all the more difficult. Therefore, nothing short of firm determination by the entire nation and in particular by the leaders of society to effect a complete revolution in the fundamental social outlook of the people can possibly fuse the diverse elements into a homogeneous society.

We indicate below, on general lines, the measures that the Governments - Central and State - should undertake for the eradication of social evils: (1) A clear enunciation and effective implementation of this policy of social solidarity and national progress. (2) Necessary legislation on marriage and inheritance laws. (3) Prohibition by law of social disabilities. (4) Arrangements for the production and distribution of literature on social problems. (5) Liberal use of the Press, Films, Platform and Radio for the removal of social evils. (6) Prohibition of all observances tending to promote caste feelings in governmental activities. (7) Re-organisation of the educational system with special emphasis on the dignity of manual labour. (8) Full assistance to promote education as speedily as possible among the backward classes. (9) Adequate representation in Government Service and Government controlled industrial establishments of those sections who had no chance so far. (10) Encouragement to art, literature, special cultural groups and assistance and promotion of cultural activities with this social end in view.

EDUCATIONAL BACKWARDNESS AND MEASURES FOR ITS REMOVAL

The following are the various causes of educational backwardness of the backward classes: (1) Traditional apathy for education on account of social and environmental conditions or occupational handicaps. (2) Poverty and lack of means of a large number of communities to educate their children. (3) Lack of educational institutions in the rural areas. (4) Living in inaccessible areas and lack of proper communications. (5) Lack of adequate educational aids in the form of free-ships, scholarships and monetary grants for the purchase of books and clothing. (6) Lack of residential hostel facilities in places where educational institutions are situated. (7) Unemployment among the educated acting as a damper on

the desire of some of the communities to educate their children. (8) Defective educational system which does not train students for appropriate occupations and social professions.

The general progress of literacy in India is slow and literacy among the backward classes is appallingly low. Introduction of free and compulsory elementary education is imperative to wipe off illiteracy from among the backward classes. In recommending immediate introduction of free and compulsory education for the age group 6-14 we are not advocating the extension of the present orthodox system of education. We are in favour of immediate conversion of the existing elementary schools into basic schools and the establishment of only basic schools wherever there are no schools.

The teachers for the basic schools should be drawn from the artisan and occupational communities in the rural areas. They must be trained in general education and then posted as teachers. The establishment of basic schools should be on a planned basis and central villages should be selected for the location of senior basic schools so that they could serve all the feeder villages within a radius of five miles. Each *Panchkoshi* area should have a small Board or Committee whose responsibility it would be to see that no child in that area went without basic education.

Non-communal hostels should be established and the cost of board and lodging for the poorer sections of the backward classes should be borne by the government. Students of all communities and all religious denominations should be encouraged to live together and to lead a common life. It should be possible for such teachers and students to live together, work together, and study together.

Special type of Ashram schools (*Samata Ashrams*) where teachers with their families live with the students should be established. One such Ashram school in each of the 300 and odd districts into which India is divided should be established. These Ashrams should be run by special trained teachers who have equal respect for all religions and who regard all communities as belonging to one human family.

The *Panchkoshi* schools as also *Samata Ashrams* will naturally culminate into rural universities of the basic type.

In order to make basic education popular with

the masses and to carry conviction with them, it is necessary that government should categorically declare that in selecting candidates for government service, especially of the upper grades, students trained in basic education will be given a decided preference.

Pre-basic or pre-school education is necessary to overcome the initial social handicap under which the backward classes children are suffering.

The secondary stage of education is vital from the point of view of the educational advancement of the backward classes. Until suitable senior basic schools are established, there is need to start secondary schools in rural areas. Hostels should be attached to the secondary schools on non-communal lines. But it is necessary that a majority of the places in those hostels should be reserved for the boys belonging to backward classes. The aim should be to make the hostels training grounds for developing that common social outlook which is so necessary for the future well-being of the country.

UNIVERSITY EDUCATION

Since the Basic Rural Universities would gradually take their place, the present-day Universities should confine themselves to technical education and research, certain percentage of seats being reserved for qualified students of the backward classes and liberal scholarships being granted to poorer amongst them.

POST-GRADUATE COURSES AND RESEARCH CENTRES IN INDIA AND ABROAD

Adequate provision should be made both by the State and the Central Governments for training students of all backward classes in post-graduate courses and in research centres both in India and abroad.

ADULT EDUCATION

In the interests of the backward classes, the scheme of social education should be expanded

to cover the whole country, priority being given to those areas where the standard of literacy is low.

RURAL READING ROOMS AND LIBRARIES

Reading rooms and libraries in rural areas should be established and a judicious selection of books be made for stocking rural libraries. Important periodicals should be read out in the rural reading rooms to keep the people in touch with the day-to-day happenings in the country. Also seminal books should be read out before serious adults and explained.

ALL INDIA INSTITUTIONS FOR HIGHER LEARNING

In order to achieve speedy educational advancement of the backward classes and to create new conditions to root out casteism and regional and linguistic tendencies, special residential institutions of the university grade should be set up in various States to inculcate an All India outlook among the students. These institutions should be manned by professors and lecturers of learning and patriotism. The courses of studies should be suitably devised. The medium of instruction should be Hindi but one or two original languages must also be taught. Professors and students drawn from all parts of the country and from all communities should live, study and work together.

Government should spend all money on basic education and only where basic schools cannot be started for want of teachers money may be spent on orthodox education.

FACILITIES FOR ADVANCED STUDIES ABROAD

Government of India should make adequate provision for award of various scholarships to backward class students.

SCHEME OF SCHOLARSHIPS IN STATES

(a) Schemes for freeships and scholarships should be introduced in all the States for the benefit of students belonging to Other Backward

Classes. The State Governments should make adequate provision in their budgets for the purpose.

(b) In awarding scholarships the claims of all communities among the backward classes should be taken into consideration and the allotment in the first instance should be on the basis of population of various communities in a State, preference being given always to those who are extremely backward, viz., starred communities, in the lists prepared by the Commission.

(c) Small committees consisting of representatives of various communities be constituted for various grades of scholarships in each State to assist the educational authorities to select deserving candidates from among the various communities for purposes of award.

(d) General income of the parents of a student applying for a scholarship should not exceed Rs. 1,800 per annum to enable him to get a scholarship up to the secondary course.

(e) In all cases of education abroad, income of the parents of a student should not exceed Rs. 3,600 per annum for giving a scholarship.

RESERVATION OF SEATS IN SCIENCE, MEDICINE, ENGINEERING, AGRICULTURE, VETERINARY AND OTHER TECHNICAL AND TECHNOLOGICAL INSTITUTIONS OF HIGHER LEARNING

(a) In all Science, Engineering, Medicine, Agriculture, Veterinary and other technical and technological institutions, a reservation of 70 per cent of seats should be made for qualified students of backward classes till such time as accommodation is provided for all the students eligible for admission. The remaining 30 per cent as also all seats unavailed of by backward classes should go to the rest of the students.

(b) In making selection to the reserved quota of seats, qualified candidates from extremely backward classes should be taken into consideration first, and in making distribution, the principle of favouring the lower of the two claimants among the candidates from the various communities should be followed.

(c) A Selection Committee consisting of some of the representatives of all Communities (not

necessarily, of the backward alone) should be set up to assist the educational authorities in the selection of deserving candidates.

REPRESENTATION OF O.B.Cs. IN GOVERNMENT SERVICE - CENTRAL AND STATES

(i) Prestige, power and influence, scales of pay, security of employment and scope to distribute patronage - all these have made Government service attractive. So long as it continues to be so, claims of O.B.Cs. for adequate representation in the service should be recognised by providing reservation of definite quota of vacancies in each class.

(ii) To lessen the keen desire for Government services on the part of the O.B.Cs. one way is to render them as unattractive as possible by reducing the emoluments attached to them. Social justice and communal harmony both demand that the present alarming disparity between the scales of pay of the lowest and the highest appointments should be reduced. As an immediate step, the ratio between the emoluments of the lowest and those of the highest paid persons may be reduced to 1 : 20. But this ratio may be ultimately brought down to 1 : 10.

(iii) Keeping in view the necessity for maintaining high administrative efficiency in conjunction with social justice to all sections of the population, best candidates should, as a rule, be recruited by means of a competitive examination without any regard to caste considerations.

(iv) Even in the sector of reservation, the best amongst the qualified backward classes should be recruited. The method of recruitment to this sector could be either by personal interview and nomination or by open competition. In the latter case the selection should be confined to the best among those satisfying the required standard in the examination despite their lower ranks in the general list.

(v) Whatever the procedure of recruitment, whether through selection after personal interview or by limited competition amongst the candidates of backward communities, the reservation specified must be secured in favour of candidates of the O.B.C. group. Strict adherence to rules of recruitment, with a severe penalty

for any breach thereof, would be the best remedy.

(vi) The interest of the State, the efficiency and the running of the administrative machinery and the increasing role of welfare which the administrative services have to play in relation to masses of the country - all these demand that reservation should, where education is sufficiently high among the communities, be in proportion to the population of the communities of the Other Backward Classes. Taking all these factors into consideration the conclusion reached by a majority of the members of the Commission is that in all Government and Local Body Services, the minimum basis of representation of O.B.Cs. should be as follows:

Class I	25 per cent of vacancies.
Class II	33.1/3 per cent of vacancies.
Class III	} 40 per cent of vacancies.
Class IV	

This percentage would be over and above that which has already been conceded by Government in the case of Scheduled Castes and Scheduled Tribes.

(vii) At the end of 10 years the adequacy of representation of O.B.Cs. should be reviewed in the light of the statistics then available as a result of the 1961 or earlier census which may contain all communities listed by the Commission in the O.B.Cs. group.

(viii) For purposes of distribution of the reserved quota of posts among all the communities comprising the O.B.Cs. no hard and fast rule need be followed. The circumstances and the social conditions prevailing in the country necessitate greater consideration for the most backward and unrepresented communities in the group. Some system of rotation worked out in the conditions prevailing in the respective State is called for. Communities should be conveniently grouped according to the degree of advancement in each State and representation in the reserved quota be granted beginning with the most unrepresented groups. This method need not be adhered to for all time. After a period of 15 years the position should be reviewed.

(ix) While recognising the desirability of selecting the best qualified candidates in technical

services, the O.B.Cs. should be increasingly given facilities in educational and more especially in technical institutions. It should be the definite policy for many years to come that, qualifications being fairly equal, preference should be given to a candidate from among the backward classes.

(x) Where training is needed to improve efficiency among the candidates belonging to backward classes after selection to various posts, they should be given training for a year or two during the period of probation.

(xi) While in the selection of members for Public Service Commission appointments from among the members of backward classes should continue on as liberal a scale as possible, Caste or community consideration should have no place whatsoever in making the selection. Merit should be the sole criterion.

(xii) A Board consisting of a small body of trained and experienced administrators and social workers should be set up with sufficient powers to enforce full and proper implementation of the policy for recruitment to Government service and also to consider any complaints from non-backward classes in the unreserved sector of employment under Government service. The precise powers and functions of the Board should be carefully worked out by Government.

MINISTRY FOR THE ADVANCEMENT OF BACKWARD CLASSES

(i) The new Ministry should be created both at the Centre and in the States similar to the Ministry of Rehabilitation to handle in an effective manner the problems for the advancement of backward classes and also to prevent anti-social elements from fostering disruptive tendencies among the backward classes by exploiting discontentment among them.

(ii) This Ministry should have sufficient powers to co-ordinate ameliorative measures and welfare work done through different agencies in the various States. In particular, the following should be its special functions: (a) All educational problems, (b) Rural housing schemes, (c) Representation in services under Govt. and Local Bodies, (d) Administration of grants for welfare measures, (e) Provision of full employment in

rural areas, (f) Drawing up schemes for the advancement of backward classes, (g) Provision of adequate finances for implementation of schemes.

(iii) A department consisting of distinct sections each administering separately the affairs of Scheduled Castes, Scheduled Tribes and Other Backward Classes should be placed under the new Ministry. Sanctioning of schemes, allotment of funds, co-ordination of work, training of personnel, etc., would be the main functions of the Department. Funds should be separately earmarked for each of the three categories of the backward classes, namely Scheduled Castes, Scheduled Tribes and Other Backward Classes and the expenditure should also be separately debited.

(iv) *Constitution of an Advisory Board:* (a) An advisory Board both at the Centre and in each State to assist the new Ministry in the administration of welfare measures should also be set up. (b) Major question of policy and specific schemes for uplift should be placed before this Board for eliciting opinion. (c) The powers and functions of the Board should be worked out in detail by the Government of India.

GRANTS

A statement containing a summary of the recommendations in respect of financial grants required to give effect to various ameliorative measures will be found at the end of Chapter VIII of the Report.

REVISION OF LISTS OF THE SCHEDULED CASTES AND SCHEDULED TRIBES

(i) *General* - Members of Scheduled Castes and Scheduled Tribes when they go from one State to another should receive the amount of their help that is given to Other Backward Classes in the State where they have gone to reside.

(ii) The whole State should be one unit for purposes of help to Scheduled Tribes and the help offered to tribal people should be given to them irrespective of their shifting from one area to another in the State.

(iii) *Scheduled Tribes: Assam* - An exhaustive investigation of the tribes and their conditions in Assam should be made. Various agencies like Tribal Research Institution under the Government of India or under Universities may profitably be made use of for this purpose. Government may co-ordinate the work done by these agencies to collect more reliable data of various tribes of Assam. All the tribes should be listed by their own particular names in the hilly areas of Assam and Manipur. *Uttar Pradesh* - Tribes found in Uttar Pradesh should be included in the list of scheduled tribes. *Himachal Pradesh* - Gaddis and Gujars in Himachal Pradesh who lead a tribal life should be given help not only to improve the breed of their cattle but also amenities and rest houses both for men and cattle on the way when they go to plains during winter months. *Rajasthan* - Nomadic tribes who are breeders of cattle in Rajasthan should be given necessary assistance.

REPORT OF THE BACKWARD CLASSES COMMISSION (MANDAL), 1980

In exercise of the powers conferred by Article 340 of the Constitution, the President appointed, on January 1, 1979, the second Backward Classes Commission under the chairmanship of Shri B.P.Mandal. The Commission submitted its report on December 31, 1980. In the following, we reproduce chapters I, VII, VIII, XIII, and XIV of the Report.

CHAPTER I THE FIRST BACKWARD CLASSES COMMISSION

1.1 The First Backward Classes Commission was set up by a Presidential Order under Article 340 of the Constitution of India on January 29th, 1953 and it submitted its report on March 30th, 1955. The composition of the Commission and its terms of reference are given in Appendix-I, Volume II of this Report.

1.2 The Commission issued a Questionnaire comprising 182 questions for eliciting the views of the State Governments and the general public on various aspects of its inquiry. It also undertook extensive touring of the country to collect on-the-spot evidence.

1.3 After sifting and sorting the facts collected as above the Commission formulated the following criteria for identifying socially and educationally backward classes :-

(i) Low social position in the traditional cast hierarchy of Hindu society.

(ii) Lack of general educational advancement among the major section of a caste or community.

(iii) Inadequate or no representation in Government service.

(iv) Inadequate representation in the field of trade, commerce and industry.

It also prepared a list of 2,399 backward castes or communities for the entire country, and 837 of these were classified as 'most backward'. The Registrar General and Census Commissioner of India assisted the Commission in making population projections of 930 backward castes or communities.

1.4 The recommendations of the Commission for the upliftment of the backward classes are extremely wide-ranging and comprehensive. They cover such diverse fields as Extensive Land Reforms, Reorganisation of Village Economy, Bhoodan Movement, Development of Livestock, Dairy Farming, Cattle Insurance, Bee-keeping, Piggery, Fisheries, Development of Rural and Cottage Industries, Rural Housing, Public Health

and Rural Water Supply, Adult Literacy, University Education, Representation of Backward Classes in Government service, etc., etc. Some of the most noteworthy recommendations of the Commission were-

(i) Undertaking caste-wise enumeration of population in the Census of 1961;

(ii) Relating Social backwardness of a class to its low position in the traditional caste hierarchy of Hindu society;

(iii) Treating all women as a class as 'backward';

(iv) Reservation of 70 per cent seats in all technical and professional institutions for qualified students of backward classes;

(v) Minimum reservation of vacancies in all Government services and local bodies for other Backward Classes on the following scale:-

Class I	.. 25%
Class II	.. 33-1/3%
Class III	.. 40%

1.5 It is pertinent to note that the Commission could not present an unanimous report. In fact five of its Members recorded dissent. Dr. Anup Singh, Shri Arunangshu De and Shri P. G. Shah were opposed to the view of linking caste with backwardness. They were also opposed to the reservation of posts on the basis of caste. On the other hand, Shri S.D. S. Chaurasia strongly advocated the acceptance of caste as the criterion for backwardness in his 67-page minute of dissent. Shri T. Mariappa's minute of dissent was concerned only with the inclusion of a couple of castes in the list of Other Backward Classes.

1.6 Shri Kaka Kalelkar, the Chairman, took a rather equivocal stand on this issue. Though he did not record a formal minute of dissent, in his forwarding letter to the President he opposed the acceptance of caste as the basis for backwardness. He also expressed his reservations regarding several other important recommendations made by the Commission.