

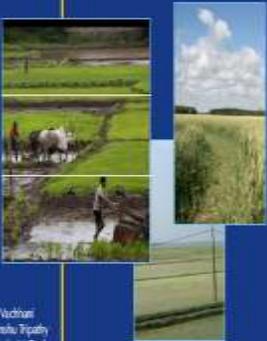
CENTRE FOR RURAL STUDIES

ABOUT CENTRE FOR RURAL STUDIES

The Centre for Rural Studies through Land Reforms Unit of the Lal Bahadur Shastri National Academy of Administration was set up in the year 1981 by the Ministry of Rural Development, Government of India, with a multidisciplinary team that included among others, the concurrent evaluation of the ever-unfolding ground realities pertaining to the implementation of the Land Reforms and Poverty Alleviation Programmes in India. Sensitizing the officers/employees of the Indian Administrative Service in the process of evaluating of land reforms and poverty alleviation programmes by exposing them to the ground realities setting up forums for regular exchange of views on land reforms and poverty alleviation between academicians, administrators, activists and concerned citizens and creating awareness amongst the public about the various programmes initiated by the government of India through inter-governmental organisations are also important objectives of the Centre for Rural Studies. A large number of timely reports related to land reforms, poverty alleviation programmes, social-economic problems etc. published both internally and externally bear testimony to the excellent research quality of the Centre.

Photo Courtesy: www.cwrstna.org/india/india/ra/ra.htm

Ceiling Land Distribution In Uttar Pradesh : Implications On the Marginalized Sections



Ashish Vachhani
Subhanshu Tripathy
Varunendra V. Singh

CENTRE FOR RURAL STUDIES
LBS National Academy of Administration
Mussoorie - 248179 {Uttarakhand}

CENTRE FOR RURAL STUDIES
LBS National Academy of Administration
Mussoorie - 248179 {Uttarakhand}

CEILING LAND DISTRIBUTION IN UTTAR PRADESH: IMPLICATIONS ON THE MARGINALIZED SECTIONS

Ashish Vachhani
Subhanshu Tripathy
Varunendra V. Singh



CENTRE FOR RURAL STUDIES
LBS NATIONAL ACADEMY OF ADMINISTRATION
MUSSOORIE – 248 179 {UTTARAKHAND}

Copy right

Centre for Rural Studies,
Lal Bahadur Shastri National Academy
of Administration, Mussoorie, India

Ashish Vachhani
Subhranshu Tripathy
Varunendra V. Singh

Printed at

Reprographic Unit, LBSNAA, Mussoorie

Published by
Mussoorie

Centre for Rural Studies, LBSNAA,

First Published

2009

Rs. 100.00

About the Authors

Ashish Vachhani, IAS, Deputy Director and Coordinator, Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration, Mussoorie.

Dr. Subhranshu Tripathy, Associate Faculty, Entrepreneurship Development Institute of India, Gandhinagar, Gujrat.

Dr. Varunendra Vikram Singh, Faculty, Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration, Mussoorie.

PREFACE

FOREWORD

The issue of land ceiling remains an area of concern for planners and policy makers. Although land ceiling laws have been enforced since the 1950s landlessness and rural poverty continue to be major problems in India. The present study 'Ceiling Land Distribution in Uttar Pradesh: Implications on the Marginalized Sections' examines the importance of land as a socio-economic means of empowerment. It also recognizes the problems confronted by beneficiaries of the land allotted to them from property found surplus. I am confident that this study will provide valuable insights to administrators & academics alike.

**Rudhra Gangadharan, IAS
Director & Chairman
Centre for Rural Studies
LBS National Academy of Administration
Mussoorie**

India's first Five Year Plan emphatically outlined various land reform policies including a ceiling on agricultural holdings. A ceiling on land holdings stipulates the amount of land any one person can hold. Surplus land, which may be in the form of fallow, barren and other waste land, has over the years been distributed by the government amongst India's less fortunate in order to reduce disparities.

The study, 'Ceiling Land Distribution in Uttar Pradesh: Implications on the Marginalized Sections' reveals that the economic status of beneficiaries of land distribution continues to be pathetic. While in possession of this land, the allottees fail to derive maximum benefits from this land due to lack of financial resources, small size of land holdings and poor quality of land. In many instances, forceful grabbing of land and difficulties in transferring land from previous owners causes allottees to engage in legal battles which often prove to be more expensive than the worth of the land. Further, the risk that accompanies agriculture, that

is, the uncertainty of the monsoons and the quality of the crop, forces many allottees to sell their land to those willing to taken the risk. Most allottees continue to support their families through wage employment.

While land remains to be powerful tool for socio-economic empowerment, measures need to be taken to ensure that land is seen as a ‘unit of development’ where in resources required for making the land profitable, are provided.

This study, while identifying the importance of land distribution, explores various measures that might help marginalized communities derive maximum socio-economic benefits from this scheme. The issues highlighted in this report provide valuable insights for administrators and academics alike.

**Padamvir Singh, IAS
Special Director & Vice Chairman
Centre for Rural Studies
LBS National Academy of Administration
Mussoorie**

ACKNOWLEDGEMENTS

In course of bringing out the volume in published form we have been intellectually inspired and assisted by a number of persons. We wish to express our sincere gratitude to all the concern.

Utilizing the opportunity we gratefully acknowledge and thank Shri Rudhra Gangadharan, IAS, Director-cum-Chairman, Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration, Mussoorie for providing us scholarly guidance and encouragement in conducting the study.

Our benign thanks are due to Shri Padamvir Singh, IAS, Joint Director-cum-Vice Chairman, Centre for Rural Studies, Lal Bahadur Shastri National Academy of Administration, Mussoorie, whose everlasting intellectual support and guidance made our task easy.

We would like to take this opportunity to thank our colleagues, Dr. Saroj Arora, Dr. H. C. Behera, and Ms. Melanie Hilton of the Centre for Rural Studies. We would also like to thank, Shri Ramesh Kothari who neatly formatted the manuscript.

We must also record our words of appreciation to Shri Samar Singh Kashyap, Shri Deepak Kumar, Shri S.S. Kharola, Shri Adesh Kumar, Shri Dalip Singh Bisht and Shri Suresh Kumar who took painstaking task of secretarial assistance and given the present shape to the book.

Ashish Vachhani
Subhranshu Tripathy
Varunendra Vikram Singh

CONTENTS

Sl. No.	Title	Page No.
1	<i>Foreword</i>	<i>i</i>
2	<i>Preface</i>	<i>ii</i>
3	<i>Acknowledgements</i>	<i>Iv</i>
4	Chapter I: Nature and Scope of the Study	1
5	Chapter II: Socio-Economic Profile of Villages	21
6	Chapter III: Status of Land Distribution, Productivity and Income	34
7	Chapter IV: Socio-Economic Impact of Ceiling Surplus Land Distribution	63
8	Chapter V: Findings and Concluding Remarks	92

CHAPTER- I

NATURE AND SCOPE OF THE STUDY

1.1. Introduction

Imposition of land ceiling and distribution of ceiling surplus land are mostly concerned with the distributive aspect of land reforms. In a simple way Ceiling on Landholdings refers to the legally stipulated maximum size beyond which no individual farmers or farm households can hold any land. In a situation, where land supply is limited and the demand for land is unlimited, it is justifiable that ceiling on land holdings will promote economic growth and social justice. Ceiling land distribution highlights the significance of the process of land reforms that results in reducing inequalities in terms of possession of assets in rural areas. As a matter of fact, land occupies a key position in the asset structure in the rural setting. The ultimate aims of ceiling surplus land distribution programme are to reduce inequalities of land ownership, to improve the quality of life, social status, and to bring about a change in the income-pattern of the families of allottees. It has been noticed that the ceiling surplus land distribution has resulted in high incidence of proliferation of marginal and tiny land holdings. This, for obvious reasons, has resulted in low level of productivity, as the landholding of the size of below a certain threshold limit may not be cost-effective. Therefore, changes in the techniques of production, cropping pattern, investment in land

development and provision of assured irrigation are some of the important measures, which could contribute significantly towards the enhancement of incomes of beneficiaries of ceiling surplus land. The intensive cultivation requires high level of investment in agriculture. The poor households or landless households, who have been benefited from ceiling surplus land distribution programme, are mostly in shortage of capital, sometimes, they are not even in a position to cultivate the land allotted to them in the dearth of financial or other resources. This is a well-established fact that both social as well as economic status is important for a family. And, after getting the land allotted, generally it is observed that the family experiences enhancement in the social status, however, there is no significant change in the economic status of the family. The land allotted to the family in the entire process of ceiling land distribution does not bring substantial change in the income of the family due to many reasons like the poor quality of land, small and uneconomic land size, non-availability of other support structures like credit facilities, low risk taking abilities, non-access to market, lack of knowledge and appropriate skills etc.

The land distributed to landless poor has been perceived by the few as of inferior quality and also not according to the size and needs of the family. In order to lift the poor allottees above poor socio-economic conditions the amount of land should be above the existing minimum level depending upon productivity of land and availability of irrigation facilities. Many of the allottees are cultivating the land but are not getting enough of return from it due to lack of supplementary resources and inputs. The allottees are

living under very poor economic conditions and have to depend on wage employments to supplement their income. Besides insignificant impact of ceiling surplus land distribution programmes on the economic conditions of allottees, the land allotted in many cases has resulted in litigations, conflicts and cases of forceful grabbing land by the real owner from allottees and these are making the ceiling surplus land distribution programme less fruitful. Rural poor allottees of surplus ceiling land are many times dragged into litigations by the erstwhile landowners against whom they are unable to defend themselves. Some times a portion of income the poor allottees is spent to fight the court cases pending against the landowners to access the land allotted to them. In these cases distribution of ceiling surplus land has a negative effect on the income of the family. There has been widespread complaint that land allotted to the rural poor under the ceiling law are not in their possession. In some cases it has also been alleged that pattas (deeds) were issued to the beneficiaries but possession was not delivered in respect of land shown in the pattas. In many cases corresponding changes in the record of rights were also not made in respect of lands allotted to the rural poor. Many of the recipients are parting with the land, as they are unable to cultivate due to economic pressure. Indebtedness among the beneficiaries has increased after the allotment of land because to make the land cultivable majority of allottees took loans from both institutional and non-institutional sources and are indebted to them and are still not in a position to pay it back due to low production or income from the land. As the land allotted under the ceiling laws are invariably of poor quality, there is a need for heavy

investment of capital and labour to make the land productive, rural poor do not have resources for this purpose. Though under centrally sponsored scheme, financial assistance of Rs. 2500/- per hectare is available to the allottees, it has been seen that states have not been coming forward to claim these funds as they have to contribute 50 % as matching share. It is true that once the land is allotted to the eligible persons, the whole process is over as far as implementing machinery is concerned and there exists complete lack of information on what happens thereafter. Many studies have been conducted to delve into various aspects of policy formulations with respect to ceiling laws including implantation of ceiling laws, but scanty research has been done to investigate as to what has come of the surplus land that was allotted and put in possession of beneficiaries for, ultimately, much depends on the extent of utilization of such land by the beneficiaries. The impact of ceiling surplus land distribution programme on the socio-economic conditions of the beneficiaries is vital as the objectives of the ceiling law are not only confine to convert landless households into landholding households, but to increase agricultural productivity, generate adequate employments in rural areas and to increase socio-economic conditions of rural poor.

1.1.1. Focus of the Study

The success of land ceiling law can not be judged only on the basis of progress regarding amount of land declared surplus, land taken possession and land distributed among the beneficiaries. One of the important aspects of ceiling

surplus land distribution programme is the assessment of real impact on well-being of marginalized sections of the society. Any land reform measure is fruitless, unless it enhances the social and economic conditions of rural poor. Generally in a situation, where supply of land the most valuable asset in rural areas is limited, the distribution of surplus land to the landless would give rise to a number of reactions from the recipient. It was expected that the allotted land would become the basis for further economic activity and stabilization of the socio-economic status of the allottees. But this depends on the quality of land, amenability to cultivation, the capacity of the allottees to coordinate the other factors of production and finally, on the infrastructure available to him to draw the essential inputs. There is thus, many a condition that has to be fulfilled before the beneficiary could derive the best out of the land. To what extent the beneficiaries have succeeded in utilizing the land in the direction expected of them, and if they failed to achieve it, what were the problems they faced are some of the immediate issues that needed investigation.

1.1.2. The Selection of the Study Area

In this backdrop, a study has been conducted in the state of Uttar Pradesh, the largest state of India in terms of population and second largest state in terms of area. It is however, not representative of the country as a whole so far as land reforms are concerned, but as measures adopted in and actually implemented in the state Uttar Pradesh were far

advance of what was done in the rest of the country.¹ The state Uttar Pradesh is also one of the backward states of India. On the basis of overall performance of the state in the matter of implementation of ceiling laws in addition to its vastness, backwardness has influenced greatly to select Uttar Pradesh as the study region. Uttar Pradesh was the first state in India, to take up the legislations and implementation of measures of land reforms. Under the implementation of first round of ceiling law in 1950s and 60s, the performance of the state was quite good, as out of the total ceiling surplus land of the country as a whole over which possession was taken the state's share was around 10.2 %. Barring states like West Bengal, Jammu & Kashmir and Maharashtra, the land taken possession was the highest in the state. West Bengal and Jammu & Kashmir are the two states, which have implemented ceiling laws in the year 1955 and 1950 respectively. So these states were much ahead of other states in terms of progress of implementation of ceiling law in the first round. The state Uttar Pradesh stood second if the states Jammu and Kashmir and West Bengal are excluded so far as ceiling surplus land over which possession was taken during the first round of implementation of ceiling law is concerned. Similarly, the state's progress in terms of distribution of ceiling surplus land as a percentage of ceiling surplus land over, which possession was taken was quite impressive (Around 50 %) in 1960s and as compare to other states, except Jammu & Kashmir and West Bengal, the

¹ Inayatullah, "Policies and Implementation of Land Reforms in Uttar Pradesh, India", in Land Reforms: Some Asian Experiences, Vol. IV, edited by Inayatullah, Asia Pacific Development Administration Centre, Kuala Lumpur, Malaysia, 1980, p. 211

performance of the state was the best. However, the performance of the state in the second phase of implementation of ceiling laws was not much better. States like West Bengal, Andhra Pradesh, Maharashtra, Rajasthan and Assam were ahead of the state in terms of land declared surplus in the states as a percentage of total land declared surplus in the country as a whole by the year 1984. Percentage of land actually distributed of the total land taken possession in the state in 1984 taking both the first and revised round of implementation of ceiling laws was around 87 % and this achievement was quite impressive. The landholding pattern in the state at the time of implementation of second round of ceiling laws in the state was unique in comparison to other states. All persons cultivating the land have permanent and stable rights, however, owing to the heavy pressure on land, its inefficiency, the fact that 67 percent of holdings are below one hectares and therefore uneconomic and insufficient for sustenance of a normal household, the existence of as many as 5.4 million landless agricultural labourers supporting 20 percent of the total rural population, there is constant demand for renting of land from owners by those who need it.² In 1945, in the state 10 percent of area was held by 62 percent of tenure holders, who possessed less than marginal size of one hectare. On the other extreme only 2.5 percent of the tenure holders held as much as 22 percent of the total area under cultivation. This later phenomenon gave rise to

² Inayatullah (ed.), *Land Reforms: Some Asian Experiences*, Asia Pacific Development Administration Centre, Kuala Lumpur, Malaysia, Vol. IV, 1980, p. 202.

the demand for social justice and redistribution.³ Uttar Pradesh was the pioneer state in India for enacting and implementing measures of land reforms. The U.P. imposition of ceiling on Landholdings Act 1960 came into force in the month of January 1961. It imposed a ceiling limit of 16 hectares of fair quality of land for a tenure holder having a family of five members. The ceiling area also depends on quality of land and the number of members in the family. Taking into all these facts into consideration, the actual ceiling area ranged 16 to 50 hectares of land. In addition to this large number of exemptions were allowed under this act. As a result of enforcement of this law, an area of 85,131 hectares was declared surplus, out of which possession over 83,127 hectares was taken. Of the land over which possession was taken, settlement of 71,536 hectares was made leaving a gap of 11,591 hectares of which 5,512 hectares were unfit for cultivation and the un-cultivating area was vested with gaon sabhas.⁴ One can divide the two phases of implementation of ceiling laws in the state Uttar Pradesh in the following manner: First phase covers the period from 3rd January 1961 to 7th June, 1973 and the second phase of ceiling laws confine to 8th June 1973 to 31st August 1977. In the second phase out of 87,798 hectares of land over which possession was taken, settlement of 57,517 hectares of land had been made and from the balance is 30,281 hectares including: 5,412 hectares for which there are stay orders of courts; 13,849 hectares which have been reserved for planned utilization; and 9,169 hectares which were unfit for cultivation could not be distributed. The later

³ Ibid. p.210

⁴ Ibid. p. 205

was vested in gaon sabhas. Distribution of 47,637 hectares of land has been made to 115,894 persons in the second phase. The average works out to be 0.41 hectares per allottees.

1.1.3. Brief Profile of the State: Uttar Pradesh

The state Uttar Pradesh is surrounded by Uttarakhand in north, Bihar in the East, Madhya Pradesh in the South and in the western and south-western the state is bordered by Himachal Pradesh, Delhi, Rajasthan and Haryana. It has an area of 294,411 sq.kms. and lies between latitude 24⁰ and longitude 77⁰ East. In sheer magnitude Uttar Pradesh is half the size of France, thrice that of Portugal, and four times of Ireland. Seven Switzerland and ten Belgium's could easily fit in this mammoth state.

Though in terms of area this state is around 8.9 percent of the country, it supports 16.44 percent of country's population. The sex ratio as per 2001 census figure (898) of the state is quite favourable to males. Same type of conclusion also found with respect to the literacy rate of the state as the literacy rates among the males and females of the state are 76.46 and 44.34 percent according to the 2001 Census figures.

Endowed with the fertile land, salubrious-climate and mighty-river system, it has long been, the granary of India. It produces 19% of India's food grains, 22% of India's vegetables and 38% of nation's potatoes. It has the largest livestock in the country and its milk production is also the highest. It is the largest producer of sugarcane and is also first in the manufacture of the sugar.

The carpets & brassware of U.P. are well known internationally. They symbolize the immense strength of the traditional industries of the state. The perfumes of Kannauj and the Silk & Brocade industry of Varanasi reflect the grandeur of the exotic east.

The working population in the rural areas so far as 2001 census is concerned, constitutes 34.1 percent of the total village population of the state. The participation of women in working activities seems to be quite low as compared to their male counter parts as the ratio of working population in case of women is only 8.36 per cent in the rural area and the same of the male workers is 50.10 (1991 census).

Table - 1.1
Socio-Economic Indicators of the State Uttar Pradesh

Capital	Lucknow
Area	29441 sqkm.
Number of Districts	70
Number of Village (2001-02)	97134
Principal Language	Hindi
Population (2001)	166052859
Sex Ratio (2001)	898
Literacy Rate (2001)	57.36
Birth Rate (2002)	31.6 per thousand
Death Rate (2002)	9.7 per thousand
Per Capita State Income at Current Prices (Rs.) (1997-98)	Rs.9765.00
Net State Domestic Product at Current Prices (1997-98)	Rs.64630 Crore
Farmers	72.21 %

The economy of Uttar Pradesh is predominantly agrarian and performance of agriculture and allied activities such as horticulture, animal husbandry, dairying and fisheries are critical in determining the growth rate of the State. Primary sector (inclusive of mining) contributed 36.8% to the State's income in 2003-04 and provided employment to 66% of total workers. However, the share of this sector in State income has been progressively reducing out of an estimated number of 22.15 million rural households in Uttar Pradesh, 77.4% are farmer households. The average size of holdings is continually declining in the State. As per latest available information, 75.4% holdings are of less than one hectare and are marginal farmers. The average size of 90% of small and marginal farmers is about 0.55 hectares. In this context, it is very peculiar to study the status of ceiling surplus land beneficiaries as all of them are in the category of marginal farmers.

1.2. Objectives of the Study

- To examine the extent of land found surplus due to ceiling and distributed to various types of beneficiaries,
- To investigate into the issue of distribution of RoR (Record of Rights) or actual possession of ceiling surplus land,
- To find out the factors that impeded full utilization of ceiling surplus land,
- To assess the types of land distributed and the scope of land up-gradation,

- To find out the scope and nature of agricultural investment - irrigation or land development and agricultural Productivity,
- To look into the land use, cropping pattern and mode of cultivation of the distributed ceiling surplus Land,
- To examine the extent of dispossession of the distributed ceiling surplus land and reasons there of,
- To examine the impact of ceiling land distribution on Employment, Poverty, Productivity and Indebtedness.

Hypothesis

2. Whether there is a problem of uneconomic land size, which is hindering agricultural productivity or any other causes such as lack of supportive policies, which is responsible for low agricultural productivity in case of families, who have been allotted ceiling surplus land.
3. The socio-economic conditions of the families, who have been benefited from the distribution of ceiling surplus land, have not improved much after the distribution of ceiling surplus land process is completed.
4. Land transfer is taking place from the hands of ceiling surplus land assignees to moneylenders, traders, old landlords and emerging new cultivator class.
5. Ceiling surplus land distribution programme has reduced landlessness and the inequality in landownership.

1.3. Methodology

1.3.1 Collection of Data/ Information

In this study questionnaire method has been followed to collect data on ceiling surplus land distribution. Two sets of questionnaires were prepared separately; one for the collection of data at the household levels and another one to elicit information from revenue functionaries to cross check the primary household level data. In order to have an in-depth understanding of the problems of the families assisted under the process of ceiling surplus land distribution, cash study method was also adopted. The final questionnaire was prepared after making a preliminary field visit and completing field-testing of questionnaire schedule.

1.3.2. Sample Design of the Study

The data collected from the field survey were used to analyze various aspects of the study. The selections of Revenue Divisions, Districts, Blocks, villages and households were done on the basis of some specified criteria and conditions. The parameters on the basis of which of Revenue Divisions selected for this study are:

- (a) Land Declared surplus under revised Ceiling Act (1975).
- (b) Surplus Land allotted to Landless Labourers.
- (c) Total Ceiling Surplus area stayed by the order of courts.
- (d) Area of Land unfit for Cultivation vested in Gaon Sabha.

- (e) Ceiling surplus Land distributed to Scheduled Cast (SC) and Schedule Tribe (ST) population.

1.3.2.1. General Procedure for Selecting the Revenue Divisions, Districts and Blocks

Each parameter of the above-mentioned parameters is assigned a specific weighted value in a scale of 10, depending on importance as per the objectives of the study. Parameter (a) Land Declared surplus under revised Ceiling Act (1975) is assigned a weight 2 out of the total weight 10, similarly parameter (b) Surplus Land allotted to Landless Labourers is given a weight of 3, the other parameters like (c) Total Ceiling Surplus area stayed by the order of courts and (d) Area of Land unfit for Cultivation vested in Gaon Sabha are given equal weights of 1 each and (e) Percentage of Ceiling surplus Land distributed to SC/ST, is assigned a weight of value 3.

The weights of various parameters are multiplied with the corresponding absolute figures of the parameters of different Revenue divisions. The highest values of weighted parameters are considered to select the Revenue divisions.

1.3.2.1.a. Selection of Revenue Divisions

In the following table the five variables as mentioned above are multiplied with their respective weights assigned and total weighted values after adding up the weighted values of all five variables for all revenue divisions have been calculated.

Table- 1.2**Weighted Value of Parameters (As on December 2003)**

Names of Revenue Divisions	Land Declared surplus under revised Ceiling Act (1975) (Acre) (Weight-2)	Surplus Land allotted to Landless Labourers (Acre) (Weight-3)	Total Ceiling Surplus area stayed by the order of courts (Acre) (Weight- 1)	Area of Land unfit for Cultivation vested in Gaon Sabha (Acre) (Weight-1)	Ceiling surplus Land distributed to SC/ST (Acre) (Weight-3)	Total Value
Lucknow	152070	171237	3855	5732	127785	460679
Devi Patan	88612	96912	4792	11007	62490	263813
Chitarkoot	59664	71832	2702	598	48495	183291
Allahbad	52518	53877	750	5654	39822	152621
Gorakhpur	56640	52473	4759	1773	33180	148825
Barailly	50018	50124	2223	838	33870	137073
Mirzapur	43704	47328	81	4070	38295	133478
Faizabad	41244	45189	439	1745	32913	121530
Moradabad	43932	40905	2570	0	24978	112385
Jhansi	29716	31083	2020	624	24255	87698
Agra	26804	30600	1202	186	23568	82360
Shaharanpur	21886	22242	304	0	16407	60839
Kanpur	18242	19620	225	0	14361	52448
Basti	14544	14220	810	352	7371	37297
Meerut	13360	11358	1156	97	8163	32978
Azamgarh	10182	12495	28	733	8511	31949
Varanasi	9264	8661	1125	305	6468	25823

Source: Board of Revenue, Govt. of Uttar Pradesh

The last column of the above table shows the total weighted values of all the seventeen revenue division. For this study out of seventeen Revenue divisions, two revenue divisions on the basis of having highest weighted total values have been selected. In addition to this geographical spread of the revenue divisions has been taken into account. Accordingly, eight revenue divisions, which are having highest weighted

total values, from the table given above were short listed for the purpose of selection of districts.

1.3.2.1.b. Selection of Districts

First of all the districts with highest concentration of beneficiaries of Ceiling surplus Land distribution have been considered from above selected Eight Divisions of Uttar Pradesh. The following table shows the list of Districts of 17 Revenue divisions, in which highest number of beneficiaries are there. It is not easy to cover 17 districts from seventeen revenue divisions of the state Uttar Pradesh.

Table- 1.3 A
Selection of one district from each Revenue Divisions
(Maximum Land Declared Surplus) (As on December 2003)

Sl. No.	District Name	Land declared surplus under revised ceiling Act 1975 (In Acre)	Declared land surplus over which State Govt has taken possession (In Acre)	Total Area of land stayed by the order of courts (In Acre)
1.	Meerut	2134	1561	562
2.	Bulandshahar	2591	2154	432
3.	Aligarh	3303	3255	48
4.	Mathura	3188	2649	539
5.	Barailly	6076	4749	1327
6.	Shahjahanpur	10504	9544	887
7.	Moradabad	4638	4151	487
8.	Bijnor	11472	10617	855
9.	Farrukhabad	1654	1643	11
10.	Kanpur Nagar	2301	2218	83

11.	Fatehpur	4208	3975	233
12.	Pratapgarh	3311	3304	0
13.	Jalaun	6418	4545	1859
14.	Lalitpur	4035	4035	0
15.	Ghazipur	1214	1018	196
16.	Chandauli	1311	763	548
17.	Maharajganj	8144	6286	1858
18.	Kushinagar	12319	11198	1103
19.	Sitapur	14956	14508	448
20.	Kheri	40468	37378	2748
21.	Faizabad	5513	5438	75
22.	Barabanki	6121	5864	226
23.	Ballia	2941	2913	28
24.	Azamgarh	1265	1265	0
25.	Saharanpur	4058	4058	0
26.	Muzaffar Nagar	6885	6581	304
27.	Mirzapur	14855	14774	81
28.	Sonbhadra	6756	6756	0
29.	Basti	1869	1869	0
30.	Siddharth Nagar	4248	2982	810
31.	Hamirpur	8749	6927	1822
32.	Banda	10133	9982	149
33.	Gonda	10604	9783	593
34.	Bahraich	19096	16649	2447

Source: Board of Revenue, Govt. of Uttar Pradesh

Table- 1.3 B
Selection of one district from each Revenue Divisions
(Maximum Land allotted to Schedule caste)
(As on December 2003)

Sl. No.	District Name	Details of surplus land allotted to landless labourers		Area of total settled land	Area of the land reduced as a result of consolidation operation and it is to be written off
		Scheduled Caste	Others		
		Area	Area		
1.	Kheri	21244	8552	35751	0
2.	Sitapur	8831	2884	14038	0
3.	Mirzapur	8046	1743	14686	1
4.	Bahraich	7804	5478	15763	0
5.	Banda	6411	2710	9244	2
6.	Gonda	5651	2466	8962	61
7.	Kushinagar	5301	3121	9317	840
8.	Shahjahanpur	5185	2123	9194	0
9.	Sonbhadra	4519	1122	6755	0
10.	Hamirpur	4266	2031	6374	14
11.	Bijnor	3914	2674	9170	1
12.	Faizabad	3256	1205	5282	0
13.	Barabanki	3075	986	5073	0
14.	Jalaun	2994	612	3811	0
15.	Maharajganj	2982	1748	5980	0
16.	Saharanpur	2936	857	3888	0
17.	Jhansi	2877	1061	4057	0
18.	Barailly	2860	1369	4708	0
19.	Fatehpur	2622	791	3826	0
20.	Muzaffar Nagar	2533	1088	6454	0
21.	Moradabad	2460	1283	4151	0
22.	Aligarh	2188	545	2991	2
23.	Mathura	1913	520	2649	0
24.	Ballia	1681	793	2913	0
25.	Pratapgarh	1627	277	3077	27

26.	Kanpur Nagar	1343	543	2218	0
27.	Siddharth Nagar	1272	1146	2623	0
28.	Kanpur Dehat	1101	494	1471	0
29.	Bulandshahar	1078	505	1994	0
30.	Jaunpur	1016	358	1380	0
31.	Meerut	827	362	1286	0
32.	Basti	766	716	1869	0
33.	Azamgarh	753	333	1245	0
34.	Ghazipur	550	153	884	15

Source: Board of Revenue, Govt. of Uttar Pradesh

The highlighted districts of the above table represent one district from each revenue division. The selection of the districts as already mentioned has been done on the basis of distribution of maximum ceiling surplus land to the beneficiaries. The geographical spread of the districts covering various divisions has been kept in mind for selecting the districts. However depending on factors like infrastructure facilities available and level of agricultural and other socio-economic prosperities, from the Lucknow division, instead of district Kheri, in which highest amount of ceiling surplus land has been distributed, the district Sitapur has been selected for this study. Sitapur ranks second in the Lucknow Division in terms of amount of ceiling surplus land distributed. From the Devipatan revenue division the district Bahraich has been selected, as in this district largest quantity of ceiling surplus land has been distributed as compare to all other districts of the revenue division.

1.3.2.1.c. Selection of Blocks

Following the similar criteria as mentioned at least two blocks from each district have been selected for the study.

So in total from seven districts, 20 blocks have been selected for the study, but

1.3.2.1.d. Selection of Villages

After the block list was finalized, the list of census villages was collected. From the twenty blocks in total 62 villages were located to conduct the survey work. The procedure for selecting villages is as follows:

In the villages, where the number of Ceiling land beneficiaries were more than 10, the number of households to be surveyed was confined to a maximum of 10 and in cases of villages, where the number of beneficiaries were less than 10, all the beneficiaries were covered. For the selection of households purposive sampling method was adopted. The caste distribution and land holding size are the two main criteria for selecting the households. So in total from 62 villages 432 households were covered during the study. The list of villages along with number of households surveyed is given in the annexure:

1.4. Analysis of Data

In order to assess the impact of ceiling surplus land distribution programme on the well-beings of marginalized section of the villages, simple derived tables have been compiled from the data obtained from the field. On the basis of derived tables pertaining to various aspects like reasons of non-utilisation of ceiling land, status of land possession or dispossession, cropping pattern, land quality, land size, indebtedness, poverty, Income and other socio-economic conditions analysis

have been done to find the real impact of ceiling land distribution on the betterment of living conditions. Data pertaining to post ceiling land distribution and pre-ceiling land distribution period have also been collected to compare the changes in the income, employment and indebtedness among the ceiling land beneficiaries.

CHAPTER-II

SOCIO-ECONOMIC PROFILE OF VILLAGES

2.1. Socio-Economic Profile

Uttar Pradesh is one of the socio-economically backward states of India. The poverty ratio, which was 47.1 percent in the year 1983, declined to 31.1 percent during the year 1999-2000. The significant fall in the poverty ratio is not supported by the developments pertaining to other socio-economic indicators of the state. Rural Poverty, which was 41.1 percent by the year 1987-88 according to the data provided by Government of India, has not changed significantly during 1987-88 (41.1 %) and 1993-94 (42.3 %). The reduction in poverty in rural areas quite visible as per new estimation, as head count ratio has fallen in rural Uttar Pradesh from 42 percent to 31 percent during the period 1993-94 and 1999-2000.

The field survey in the selected villages reveals that percentages of below poverty line families are generally less in the villages of Sitapur as compared to the poverty ratios of the state and other district Baharaich covered under survey. In the villages like Jaiti Khera and Parshera of Sitapur district, BPL families constitute 10 and 20 percent respectively. In the villages of Bahariach district BPL families is higher. In Gokulpur village of Baharaich district, it is the highest (60 %) and the lowest percent the BPL category is found in the village

Mahiuddin Jot (26.5 %). In other surveyed villages of Bahraich district like Sahajan Pur, Fakir chak, Raipur, Khairi Dakoli and Kevalpur BPL families constitute 40.58 %, 42.02 %, 46.7 %, 30.5 %, and 29.8 % respectively. The poverty data in these villages indicate that poverty ratio as per new estimate is slightly underestimated, and there are high inter and intra-district. The detailed analysis of incidence of poverty among the Ceiling Land Beneficiaries is presented in the Chapter-IV.

The census of 2001 shows that the literacy rate in rural UP is 57.36 %. In the Sitapur district literacy rate is 49.12 %, which is slightly lower than the state average. In Baharaich district the literacy rate (35.79 %) is again lower than the literacy rate of the state as well as literacy rate of the other district selected for the study i.e. Sitapur. The literacy rates mentioned here is based on 2001 census and the literacy rate is for the population in the age group of higher or equal to 7 years.

2.2. Socio-Economic Background of the Sample Groups

Beneficiaries of surplus land distribution are belonged, by and large, to Schedule caste and other backward caste categories. Caste wise distributions of households as per sample survey are given in the table below. In the whole sample 83.9 percent ceiling surplus land allottees are from Scheduled Caste category.

Table- 2.1
Caste Wise Distribution of Ceiling Land Beneficiaries

Caste/ Religion Categories	% households (allotted Ceiling Land)
General	4.13
SC	83.9
OBC	5.12
Muslims	6.83
Total	100

Source: Field Survey

Of the total ceiling surplus land allottees, only 4.13 %, 6.83 % and 5.12 % belong to general, Muslim and other backward categories respectively. The districts selected for the study are not having Schedule Tribe households. In the whole state as per figures provided by the Ministry of Rural Development by the year 2005, percentage of ceiling land beneficiaries belonging to Schedule Caste categories comprises 68.3 %. The percentage of schedule caste beneficiaries in the villages covered under this study is marginally higher.

2.2.1. Occupational Pattern of Beneficiaries

Prior to allotment of ceiling surplus land, all the beneficiaries were landless; hence the occupations were mostly confined to landless agricultural labourers or simply landless labourers. When land is allotted and land is effectively utilized, the occupational structure of the families definitely had undergone changes. In the whole sample of families covered under survey, of the total working

population, 25.25 % are agricultural labourers and of the total working population 24.0 % are employed as agricultural labourers in addition to cultivating on land allotted under ceiling act. Only 3.9 % of the total working population is engaged as non-agricultural labourers in addition to their involvement in cultivation activities. Very few of the working population are in the occupational category of household industry cum cultivation and 8.9 percent of the working population is purely involved in cultivation of their own land. In other types of activities like brick making, rickshaw pulling, vegetable business, etc. about 32 % of working population is employed. From the figures relating to occupational structure of the family members of the families, who have been allotted ceiling land, it is clear that occupation structure has seen lots of changes in the post ceiling land distribution period.

Table- 2.2
Occupation Pattern – Family Members of
Ceiling Land Beneficiaries

Types of Occupation	% of Working Population
Agricultural Labourer	25.25
Agricultural Labourer cum Cultivator	24.0
Non-Agricultural Labourer cum Cultivation	3.9
Household Ind. Cum Cultivation	0.6
Cultivation	8.9
Others	32.0
Non-employed (out of total Population)	27.3

Source: Field survey

The present employment status of the family members indicates that there has been a shift in economic status of the beneficiaries, as cultivation on allotted land with family labour input is significantly contributing to the family income. Of the total population of the families of ceiling surplus land allottees, the working population constitutes around 73 % and only 27.3 percent of total population is not employed. The study report entitled “Ceiling on Land holdings – A Study of Utilisation of Surplus Land” published by National Institute of Rural Development, Hyderabad in the year 1981 reveals that the workers in the beneficiary families constitute 69.3 percent in the state Uttar Pradesh. The finding of the present study with regard to this is marginally higher than the finding of the study mentioned above. As the population in the age groups of 0-6 years and is greater than 60 years consists of 23.1 percent and again around 19 percentage of population is in the age category of 7-14 years, it is quite possible that around 27 percentage of population are not employed.

The families with poor economic conditions are generally do not let any family members to remain unemployed. So both female as well as male members of the families are engaged in earning activities. From the data given in the table 4.8, it is observed that occupation wise male members are higher in percentage term as compare to the female members. However, the highest percentage of female members (41%) is employed as agricultural labourers. In purely cultivation activities only 7 % females is employed, which means male members of the families are mostly involved in direct cultivation activities. As in most of the cases ceiling land have been allotted in the name of male members, so the

percentage of male members is involved only in cultivation activities which is higher as compare to their counterpart i.e. females. In addition to cultivation activities females are also hiring out themselves as daily wage labourers.

Table No. 2.3
Sex wise Occupation Pattern – Family Members of Ceiling Land Beneficiaries

Types of Employment	% Male Workers	% of Female workers
Agricultural Labourer	59.0	41.0
Agriculture labourer Cum cultivation	65.5	34.5
Household industry Cum cultivation	100	0
Cultivation	93.0	7.0

Source: Field survey

Male-female distributions in percentage term with respect to agricultural labour cum cultivation are 65.5 % and 34.5% respectively. After allotment of land, the use of family labour in cultivation has mostly increased due to the involvement of females. The study mentioned above conducted by National Institute of Rural Development, Hyderabad also has revealed that the percentage of adult female workers was higher among the beneficiaries of ceiling surplus land in the study areas of Uttar Pradesh. In conclusion it can be said that female members in addition to the occupations mentioned above are involved in domestic works. On the average per family, there are 2.5 family members who are employed in economic activities and the average family size is around 5. So per earning member,

there are two family members. So the dependency ratio is little higher among the beneficiaries.

2.2.2. Ceiling Surplus Land Distribution in Uttar Pradesh

The basic objective of ceiling surplus land distribution is to create an egalitarian society and to increase the access of landless families to the most important economic asset i.e. land in the rural areas. In order to assess the impact of ceiling acts on reduction of inequality in landholdings it is imperative to look into the Lorenz ratios of land holdings.

Table- 2.4
Inequality in Land holdings Uttar Pradesh

Lorenz ratio	Operational holdings	Ownership holdings
1953-54	0.51	0.64
1971-72	0.49	0.63
1991-92	0.57	0.63

Sources: (i) Reports on Landholdings (3 &4); 8th Round 1953-54, NSS Report No. 36 and 66. (ii) Report on Some Aspects of Landholdings; 26th Round 1971 - 72, NSS Report No. 215. (iii) Report on Some Aspects of Household Ownership Landholdings (1); 48th Round, 1991 - 92, Report No. 399.

This is generally assumed that land ceiling redistribution in India has achieved success to limited extent in terms of reduction of landlessness and inequality in land ownership. Before implementation of ceiling acts in the state, Lorenz ratio of ownership holdings in the state was 0.64 and in the post ceiling

surplus land distribution phase, it has declined marginally to 0.63. Data on landlessness need to be interpreted with care. Broadly landlessness may be of four types (a) households owning no land (b) households who operate no land (c) households those neither own nor operate any land and (d) households who rely principally on wage employment. But as far as impact of ceiling land distribution on landlessness is concerned, landlessness is defined as households owning no land. Contribution of Distribution of Ceiling Surplus Land to reduce landlessness in the state is significant. In the year 1999-2000, around 26.22 percent households were land less and landlessness among schedule caste households was even higher i.e. 32.63 percent. According to agricultural census 1985-86 regarding pattern of operational holdings around 26.0 % were almost landless and this has not declined till today, instead of fall in landlessness, over the years, landless households have increased in the state. In the year 1972, the Uttar Pradesh Vyavastha Janch Samiti was constituted to under take depth study of the actual working of the land reforms measures under taken till date. The committee at the outset noted, "Intermediaries have been finished, but inequality persists in the form of big landowners". With respect to Ceiling Act, the committee observed, "It was hoped that by the distribution of land under the law, social inequality would diminish. But as the year passed by, it was felt that the hopes are not being fulfilled. Again and again the Act and the Rules were amended to improve the system but complaints began to arrive that land is not being distributed properly and land is again reverting back to the wealthy person". The committee's report has given a list of 20 biggest landowners in the state, who have under their possession more than 50,000 acres land and it also lists 270 landowners with more than 50 acres of land. The committee also notes that there

are many loopholes, which still persist in the ceiling act even after amendments are made into in 1972. According to the committee's report there were 1, 28,913 acres of surplus land as per ceiling act under litigation for over a long period; some 6651 big landowners are occupying. Till the year 1990, it was estimated that 34, 09,000 acres of land on the basis of honest application of the per family landholding criterion was available for distribution.

Ceiling surplus land distribution in the state of Uttar Pradesh took place soon after implementation of U.P. imposition of Ceiling on Land Holdings Act, 1960 with new amendments, which came in to force with effect from 8th June, 1973. Large landholdings were detected in the state after the Act was implemented. By the year 1985, in Uttar Pradesh 2800 acres of land had been found surplus and out of this nearly 1570 acres of land had been allotted to landless cultivators up to the end of 30th June, 1986 and rest land was supposed to distributed in the year 1986-87. By the year 2005, out of 366147 acres of land declared surplus, 335525 acres were under the possession of government. So around 91% of land declared surplus till 2005, were under the possession of government for its distributions among the landless families. The failure on the part of government to take possession of around 9% of land, which is already declared surplus, shows the inefficiencies of government functionaries with respect to implement the ceiling act. The most important point is that after more than 25 years of implementation of ceiling act in the state, the government is not yet to able to accomplish the process of distribution of ceiling surplus land. The year-wise status of ceiling surplus land distributions in the state is presented below. From the Table No. 2.5, it can be seen that in the year 1998, cumulative

quantum of ceiling land declared surplus was 570398 acres and area taken possession was 538300 acres, so around 94 % of land declared surplus was under the possession of government. However, government was only able to distribute only 402018 acres of land. In spite of the fact that after taking possession of land, due to implementation problems, around 23.4 % of land was not distributed among the landless families and the gap between lands declared surplus and lands distributed to the beneficiaries even higher than this. However, substantial land acquired under ceiling act in the state has not been distributed because; these lands are found to be not suitable for cultivation. But efforts could be taken to convert this land unfit for cultivation into cultivable land and subsequently this land also could be distributed among the landless households. Another reason of all the land declared surplus are not distributed among the landless families is that lands declared surplus could not be taken possession due to intervention of courts. But the gap between the land already under the possession of government and land actually distributed is arising merely because of government officials' inefficiencies with respect to speeding up the distribution process. As on March, 1999 out of the total land declared surplus around 91% of land was taken possession by the government and of total land taken possession only 75 % of land was actually distributed to landless households. So around again 25% land remained with the government's possession for distribution. Due to various reasons, the land declared surplus as on March, 2000, slightly declined to 366147 acres from 373614 in the year 1999 and the amount of land taken was also less in the year 2000 as compare to area taken possession in the year 1999. However, land actually distributed in acres (26059) as on March 2000 was

higher as compare to the land distributed in the previous year. The fluctuations in land declared surplus, land taken possession and land distributed to the beneficiaries over the years are generally attributed to the reasons like new ceiling cases were detected, there were ceiling land cases, where court had intervened and land was restored to the land owners, land initially declared surplus was found to be in exempted categories and later on restored to the land owners, land unfit for cultivation, etc. land declared surplus, area taken possession by the government, and area actually distributed to the beneficiaries were 374125 acres, 341464 acres and 258698 acres respectively as on March 2001 and land declared surplus as well as land taken possession were marginally higher as compare to the same of the year 2000. But land actually distributed to the beneficiaries was slightly lower than the land distributed in the previous year. In the years 2001 and 2002, the land declared surplus, area taken possession and land actually distributed were constant.

Table- 2.5

Statement of Distributions of Ceiling Surplus Land in Uttar Pradesh (in acre)

Year	Area Declared surplus	Area Taken possession	Area distributed to beneficiaries	No. of Beneficiaries	Average size of land per beneficiaries
1998	570398	538300	402018	360398	1.15
1999	373614	341141	257895	292838	0.88
2000	366147	335525	260509	300163	0.867
2001	374125	341464	258698	294062	0.879
2002	374125	341464	258698	294062	0.879
2003	364832	334310	257157	294490	0.873
2004	347125	341464	258698	294062	0.879

Source: Annual Reports, Ministry of Rural Development

After remaining constant for two consecutive years, area declared surplus, land acquired for distribution and land actually distributed had seen marginally a downward trend in the year 2003 and though land declared surplus was declined marginally in the year 2004, land acquired for distribution and land actually distributed had increased as compared to the same of the year 2003. The most important finding is that the gaps between land taken possession and land actually distributed over the years 1998-2004 have remained higher than the gaps between land declared surplus and land taken possession by the government. So it can be concluded that efforts of government to distribute land already in its possession are not up to mark. The gaps between land declared surplus and land taken possession in the year was only 5661 acres of land, where as the gap between the lands taken possession and land actually distributed to the beneficiaries in the same year was 82,766 acres.

The average size of ceiling surplus land distributed to the beneficiaries except for the year 1998 is lower than 1 acre. It has remained almost in the range of 0.88 acre. Number of beneficiaries during the years 1999-2004 is almost in the range of 29-30 lakhs and only for the year 1998 it was 36,038. So there is a very marginal variation across the years 1999-2004. This implies that in the post 1990s land distribution process was halted despite the prevailing gaps between land distributed and land taken possession by the government has remained high. Size of land distributed on the average per beneficiary is very less, so the

impact ceiling land distribution on economic progress of families is very insignificant.

2.2.3. Scheduled Caste and Scheduled Tribe Beneficiaries of Ceiling Land

As on September 2005, there were 300163 beneficiaries and out of the total beneficiaries, SC beneficiaries comprise 68.3 % and there were very insignificant number of ST beneficiaries in the state. Other beneficiaries consist of 31.5 % of total beneficiaries.

Table- 2.6
Caste-wise Distribution of Ceiling Surplus Land
(in Acres)

Total No. of Beneficiaries	SC Beneficiaries		ST Beneficiaries		Other Beneficiaries	
	No.	Area	No.	Area	No.	Area
300163	205104	183495	450	951	94609	76063

Source: Quarterly Progress Report, September 2005, Ministry of Rural Development

As per the area distributed, larger amount of ceiling land (70.47 %) of the total land distributed as on September 2005, had gone in favour of scheduled caste beneficiaries and each beneficiary got 0.89 acres of land on average. In contrast the beneficiaries belonging to categories other than SCs and STs, average size of land distributed was only 0.80 acres. Though very few ST beneficiaries (450) were there in the

year 2005, the average size of land distributed per beneficiary was very high i.e. 2.1 acres.

CHAPTER-III

STATUS OF LAND DISTRIBUTION, PRODUCTIVITY AND INCOME

3.1. Status of Possession of Surplus land

The period during 1976 to 1980 has been most crucial period from the point of view of exhibition of administrative will in the implementation of land ceiling programme in the state. During this period land pattas were issued in favour of more than 50 percent of beneficiaries as per the field survey. According to the field level information, ceiling surplus land has been distributed among the beneficiaries during 1976 to 2004. During this period out of total allottees of ceiling surplus land of 62 villages located in seven districts, survey was conducted to elicit information from 432 households. The number of beneficiaries in the villages is actually more than 10 in some villages, but as per the field survey, the maximum number of beneficiaries interviewed in a village has been restricted to 10 and if in a village, it is less than 10, all the beneficiaries have been included in the survey. Though ceiling act in the state came into effect in the year 1973 with all the new amendments, till now the issues of land taken possession by the government and distribution among the beneficiaries are not over as it is evidenced by the fact that in the year 2003, Record of Rights (RoRs) have been issued in favour of beneficiaries in few villages surveyed. Year wise

status of ceiling surplus land distributions in the villages, where field survey has been conducted is mentioned in the table given below. It shows that till the year 1976, RoRs were issued to 38.2 % beneficiaries officially and the same were also received by the beneficiaries and without any delay land was handed over physically to the beneficiaries. However by the year 1980, 71% of beneficiaries were officially allotted land and Record of Rights, so remaining around 30 % of beneficiaries have been allotted Ceiling Surplus land and RoRs during 1980-2004. However, discrepancies were generally found in the villages, where the administration was not able to acquire the whole surplus land, which was initially detected under the ceiling Act and scarped the RoRs, which were originally issued to the beneficiaries.

Table - 3.1
Year-wise Status of Land Possession
& Record of Rights
(Year & Month of allotment Officially)

Year	Frequency	Percent	Cumulative Percent
1972	8	1.9	2.5
1973	11	2.5	5.1
1975	21	4.9	10.0
1976	122	28.2	38.2
1977	20	4.6	42.8
1978	79	18.3	61.1
1979	21	4.9	66.0
1980	22	5.1	71.1
1981	14	3.2	74.3
1982	7	1.6	75.9
1983	12	2.8	78.7

1985	1	0.2	78.9
1987	1	0.2	79.2
1988	14	3.2	82.4
1990	7	1.6	84.0
1991	1	0.2	84.3
1992	1	0.2	84.5
1993	20	4.6	89.1
1995	1	0.2	89.4
1996	1	0.2	89.6
1997	15	3.5	93.1
1998	15	3.5	96.5
2002	1	0.2	96.8
2003	10	2.3	99.1
2004	4	0.9	100.0
Total	432	100.0	

Source: Field Survey

In many cases, officially Record of Rights (RoRs) were issued to the beneficiaries and the beneficiaries were neither able to receive these RoRs nor able to possess the land physically. Delay in giving the possession of land to the beneficiaries after distributing the RoRs to the beneficiaries is quite common on the part of Government machinery. Administrative accountability has been always in doubt so far as ceiling surplus land distribution programme is concerned. There are various reasons for the delay in the distribution of Ceiling surplus Land and the most important reason is that land could not be acquired by Government, due to judiciary interventions and if it is acquired, the administrative problems regarding identification of beneficiaries has been the biggest problem. Therefore, the process of ceiling land distribution has continued in the state

till 2004. According to the field level information, out of all the RoRs were issued officially 68 % of beneficiaries had actually received by the year 1981, so around 3-4 % beneficiaries to whom RoRs were issued officially had not received.

Table - 3.2

Year & Month RoR received by Beneficiaries

Year	Frequency	Percent	Cumulative Percent
1796	1	0.2	5.8
1963	3	0.7	6.5
1972	4	0.9	7.4
1973	5	1.2	8.6
1974	6	1.4	10.0
1975	19	4.4	14.4
1976	73	16.9	31.3
1977	25	5.8	37.0
1978	80	18.5	55.6
1979	29	6.7	62.3
1980	14	3.2	65.5
1981	14	3.2	68.8
1982	24	5.6	74.3
1983	3	0.7	75.0
1984	12	2.8	77.8
1985	4	0.9	78.7
1986	4	0.9	79.6
1988	16	3.7	83.3
1989	2	0.5	83.8
1991	8	1.9	85.6

1992	1	0.2	85.9
1993	15	3.5	89.4
1995	1	0.2	89.6
1996	1	0.2	89.8
1997	5	1.2	91.0
1998	17	3.9	94.9
1999	3	0.7	95.6
2000	1	0.2	95.8
2002	2	0.5	96.3
2003	10	2.3	98.6
2004	6	1.4	100.0
Total	432	100.0	

In addition to delay in allotment of Ceiling Surplus land to the beneficiaries by the government on paper, the physical allotment of land to the beneficiaries was delayed too. In the table given below, year wise status of the beneficiaries, who had been allotted Ceiling Surplus land physically on the part of government functionaries and who were in the actual possession of land, are mentioned. All the beneficiaries were not able to take physical possession of land in the same year, in spite of the fact that land was physically transferred to the beneficiaries by the government officials. The gaps between official allocation of land and physical possession of land by the beneficiaries mostly have come up due to local disputes, lack of administrative measures to ensure that the landlords, whose land was acquired under Ceiling Act, have withdrawn their possession over the land taken possession and court disputes.

At the time of survey 81 % of beneficiaries were in the possession of RoRs and incases of 19 % RoRs were not submitted for a physical verification.

Table - 3.3

RoR possessed by Beneficiaries				
		Frequency	Percent	Cumulative Percent
Valid	yes	350	81.0	81.6
	no	79	18.3	100.0
	Total	429	99.3	
Not Recorded		3	0.7	
Total		432	100.0	

The reasons for such dispossession of RoRs were of (i) Destroyed (ii) not available and (iii) Not given them by Revenue functionaries.

3.2. Delays in Possession of Land

The delay in the physical possession of land by the beneficiaries under Ceiling Land distribution programme was a major problem, in spite of the fact that the land was actually handed over to them by the government. This clearly implies the existence of inequality in socio-economic power structure has tremendous effect on implementation of Ceiling surplus Land distribution programme. For instance in Begumpur village of Bahraich district, officially land was allotted and Record of Rights were issued to the beneficiaries in the year 1980, whereas land was actually

occupied and RoRs were received in the year 1986 by most of the beneficiaries. In a few cases only physically land was occupied by the beneficiaries in the year 1982. Because the landlords were not withdrawing their possession over the land, which was acquired for distribution, land dispossessions were found in few cases. In the conclusion it can be stated that though the ceiling act came into effect in the year 1973 with all sorts of amendments, the process of distribution of Ceiling Surplus land started in the villages covered in this study in the year 1976 and it continued till the year 2004.

The overall situation of status of Ceiling Surplus Land possession, as mentioned in the Table No. 3.4 is that out of total 432 beneficiaries, 12.4 % were not in the possession of land, in spite of the fact that RoRs have been issued to all of them officially.

Table - 3.4
Status of Ceiling Land Possession & RoRs issued

Yes/No	Ceiling Surplus Land Possession	RoR issued off.	RoR Possession Beneficiaries.
Yes	87.6 %	100 %	81.7 %
No	12.4 %	0	18.3 %
Total	432 (100 %)	432 (100 %)	432 (100 %)

Source: Field Survey

The reasons of dispossession of land are both official and non-official. Some of the beneficiaries have sold out/mortgaged out their land, and in few cases the rural power structure has not favored them to get physical possession of land. In most of the cases of physical non-possession of land is due to lack of efforts of district revenue department to solve the land disputes and inability to take up land survey and settlement measures. Though RoRs are issued to all the beneficiaries, 18.3 percent of beneficiaries out of total 432 beneficiaries interviewed were not in the possession of RoRs. As per field level enquiries, RoRs have been lost/destroyed by the beneficiaries themselves.

Instances of leasing out land by the Ceiling Surplus land beneficiaries are found in cases of around 2.3 % only. As the family size and family labourers availability are quite high for almost all the families benefited under ceiling surplus land distribution programme, leasing out of land is an exceptional feature. However, for the beneficiaries like widowed, disable persons and single living old person, the chances of leasing out land is quite common. Similarly only in cases of few households out total 432 surveyed, Ceiling Surplus Land is dispossessed due to land mortgage and land selling.

The enquiry into status of possession of land distributed under Ceiling surplus Land distribution programme is incomplete, unless the actual reasons of dispossession of land are not ascertained. Land sells and land mortgaging were the reasons of dispossession of Ceiling land for around 1.6 percent of beneficiaries. In few cases it was observed that land allotted was not in their possession for four to six years but again it was

restored to them. This had happened because of judiciary interventions.

Continuous possession of Ceiling Surplus land thus far distributed is a matter of concern, for all most all the beneficiaries poverty is the reason for selling out or mortgaging out land. But surprisingly, the trends of dispossession of land distributed to the beneficiaries on account of selling or mortgaging out are quite low. Most of the beneficiaries have retained their land till the time of survey conducted (September-October, 2005). According to the field level data, 82.3 percent of Ceiling Surplus land beneficiaries continue to own their land.

Table - 3.5
Beneficiaries – status of Continuance of own Ceiling Land

Year of actual possession	% of Beneficiaries	Continue to possess	% of total Beneficiaries
1976	16.3	1976-05	15.5
1977	13.2	1977-05	11.6
1978	8.5	1978-05	6.2
1979	20.2	1979-05	19.4
1980	7.8	1980-05	7.8
1981	7.0	1981-05	7.0
1982	2.3	1982-05	2.3
1986	3.9	1986-05	3.9
1988	0.8	1988-05	0.8
1993	7.8	1993-05	7.8
		Till 1978-79	0.8
		Till 1978	0.8
		1979-82	0.8
		Till 2000	0.8
Not possessed	9.3 (Officially)		11.6 (Actually)

Source: Field Survey

Similarly in the year 1977, in percentage term 13.2 percent of total beneficiaries have been allotted ceiling surplus land, out of this 11.6 percent of beneficiaries have been able to continuously in the possession of land, so around 1.6 percent of beneficiaries are not in the possession of land at the time of survey (July-August, 2005). Again in the year 1978 and 1979, percentages of beneficiaries allotted ceiling surplus land are 8.5 and 20.2 and in these two years 1.5 percentage of beneficiaries have been undergone dispossession of their land. Out of the rest 17.7 percent, dispossession of land had taken place after land was cultivated for few years in case of 3.2 percent. As mentioned in the above table no-3.5, 9.3 percent of beneficiaries were not able to get physical possession of land as per official records and for rest of the beneficiaries; land dispossession had taken place due to various reasons mentioned below. Overall situation is that as landlessness is considered as most important indicator of socio-economic backwardness of a family, so most of the beneficiaries are in favour of possession of land. The beneficiaries are aware that the quality of land distributed to them is mostly inferior in quality and very little land has been allotted to them. They are also aware that further fragmentation/division of land is not viable in the wake of distributing the land among the family members. Despite of these factors the beneficiaries are not in favour of dispossessing their land and instead in favour of continuing to own the land as their social and economic status is attached with land possession. In the whole sample of beneficiaries, it was found that land dispossession had taken place as per official report in cases of only 9.3 percentage of

beneficiaries. These beneficiaries were initially allotted land, however due to various official reasons like court verdict in favour of landowners; land acquisition for public purpose, etc. land dispossession had taken place. But according to field level information 11.6 percent beneficiaries were not in the physical possession of land. From this it can be concluded that land disposition had taken place for 2.3 percent of beneficiaries only because of non-official reasons like selling of land, mortgaging of land and local land disputes.

In terms of area disposed, it was observed that out of total land allotted, 82.9 percentage of area is under the possession of beneficiaries and only 13.4 percentage of area is not under the possession of the beneficiaries. Partially disposed area constitutes about 4 percent of total area.

Table - 3.6
Area Dispossessed (in %)

No. of households	Area Possessed (Yes)/ Dispossessed (No)	Percentage of area
107	Yes	82.9
17	No	13.4
5	Partially Dispossessed	4..0

Source: Field Survey

Dispossession of land in terms of area is marginally higher than the dispossession of land in terms of percentage of beneficiaries.

3.2.1. Reasons of Land Dispossession

The reasons of dispossession are (a) land disputes and pending cases in the court (b) land disputes at the local level, where powerful higher castes are creating hurdles for the beneficiaries to take physical possession on land (c) land selling to meet social ceremonial expenditures (d) land mortgaging to meet domestic expenditures (e) delay in land survey and settlement, etc. In case of the village Fakeer Chak, ceiling surplus land was distributed officially to the beneficiaries in the year 2003, however land is not in the possession of the beneficiaries. Land Consolidations drive had been completed in the village and the land allotted to the beneficiaries were demarcated too, but the landlord, whose land was declared surplus was not allowing the beneficiaries to cultivate the land and continue to have the physical possession over the land allotted to the beneficiaries. Amongst all the reasons, court dispute and local level land disputes are important reasons for non-possession of land by the beneficiaries. Around in 29 % of total number of cases of dispossession of land, the judiciary intervention is reported to be the main reason. Local level land disputes are to be responsible for non-possession of land to an extent of 50 % of total beneficiaries.

Table - 3.7
Reasons of Ceiling Surplus Land Dispossession

Reasons	% of Beneficiaries of Ceiling Surplus Land
Court Case	29
Land Disputes	50
Mortgage	4.16
Sold	4.16
Partial Dispossession	4.16
Not Known	8.33
Total	100

Source: Field Survey

The instances of land selling and land mortgage are found to be reasons of land dispossession only in case of 8.32 % of total beneficiaries. Temporary dispossession of land is found in 4.16 % cases and the reasons for temporary dispossession of Ceiling Surplus land could not be ascertained for 8.33 % beneficiaries. For few beneficiaries, it was observed that land was under their possession for a period of 2-3 years, later on these beneficiaries lost their land to either government or to the land lords till the end of court's verdict and again physical possessions of land are restored to them.

3.2.2. Reasons of Non-Utilization of Ceiling Surplus Land

A majority of the beneficiaries reported that there is one problem or another in the utilization of the land allotted to them. There are various reasons for non-utilization of land

allotted under ceiling land distribution programme. The reasons as perceived by the ceiling land beneficiaries responsible for not optimally utilizing land allotted are (a) delay in possession of land (b) land is infertile (c) lack of financial assistances (d) need of Land development (e) obstruction by court disputes (f) no agricultural implements (g) flood and other natural calamities (h) lack of irrigation and (i) lack of seeds and other inputs. In many instances it was observed that after allotment of land, the beneficiaries were not able to possess the land physically due to local disputes and land survey related problems. Delay in the physical possession of land is found to be responsible in 28.7 % of beneficiaries to cultivate and 69 percent of respondents are of the opinion that delay in the possession of land is not a cause for non-utilization of land. 31.8 percent of beneficiaries are not utilizing the land allotted optimally as the land allotted to them is not fertile and 57.4 percent have said that the land is fertile. This opinion is coinciding with the general perception that land allotted under ceiling surplus land distribution programme is of poor quality.

Table - 3.8
Problems in Ceiling Land Utilization

	Yes (in %)	No (in %)	No Response (in %)
Delay in possession of Land	28.7	69	2.3
Land infertile	31.8	57.4	10.9
Need of Financial Assistances	48.1	41.1	10.9
Need for Land Development	34.9	54.3	10.9
Obstruction by court	13.2	75.2	11.6
No Agricultural Implements	30.2	57.4	12.4
Flood & other Natural Calamities	28.7	60.5	10.9
Lack of Irrigation	54.3	35.7	10.1
Lack of seeds & other inputs	31.0	55.8	13.2

Source: Field Survey

The beneficiaries of ceiling surplus land are generally poor, so they are in need of financial assistances to cultivate and to invest on land development. Lack of financial assistances is the cause for not properly utilizing the land allotted under ceiling land distribution scheme for 48.1 percent of beneficiaries. As in many cases the land allotted are undulated and are not suitable for cultivation, 34.9 % beneficiaries are in the opinion that there is a need for land development and land can be cultivated to the full extent only after land development work is completed. Ceiling surplus land after allotment is also not cultivated by the beneficiaries in cases of 13.2 percent, due to the reason that stay orders have been issued by courts. The judiciary interventions in

post ceiling land distribution process are also responsible for non-utilization of land. The poor beneficiaries are not able to put land allotted to them under agricultural use due to the fact that they are not having agricultural implements. Of the total surveyed beneficiaries, 30.2 percent are not cultivating the land properly, as they are not having required agricultural implements. Flood and other natural calamities are also reasons for non-utilization of land to a great extent for 28.7 percent of the total beneficiaries. Lack of irrigation facilities is the most important problem, as 54.3 percent of total beneficiaries interviewed have given the opinion that they are not properly cultivating the land allotted to them, as there is no irrigation facility. Generally it was observed that most of the land distributed under Ceiling Act, are infertile and un-irrigated. The details of the quality of land distributed are described in the following section. The poor households, who have been allotted land, are also not cultivating land due to the reason that they are not able to purchase seeds and other inputs. Of the surveyed total households, 30 % are not optimally utilizing their land due to this reason. Out of all difficulties faced by the beneficiaries, lack of finance is the crucial factor, as once finance is made available; some of the other constraints can be overcome. Difficulties like need for development of land, lack of agricultural implements, seeds, and other inputs and even to a great extent lack of irrigation could be tackled by the beneficiaries, if their financial needs for utilization of land is fulfilled. Although, most of the reasons mentioned above for non-utilisation of ceiling surplus land are mutually exclusive, the disaggregated findings are mentioned to make the reasons more focused.

3.3. Quality of Ceiling Surplus Land

In view of the fact that the study was confined to beneficiaries in possession of land, the extent of the allotted land that was found to have been cultivable; was quite promising. Under this study, it was found that around 86.34 % of land is being cultivated and 15.66 % of ceiling land is not being used for cultivation. Poor quality of land has resulted keeping around 15.66 % total ceiling land unused. In the following paragraph extent of ceiling land under various types like irrigated land, un-irrigated fertile, un-irrigated low fertile and others is discussed.

Out of the total land allotted, 33.3 percent land was irrigated and 17.1 percent land was in the category of unirrigated cultivable. Unirrigated low fertile land consists of 20.9 percent of total land. Out of the total land allotted to the beneficiaries 27.1 percent was in other categories like barren, undulated, covered under plantations, etc. as the land was allotted to the beneficiaries in the past, it is not possible to mention, whether the land was irrigated at the time of allotment. However, the present position is encouraging, as around 33 % land is irrigated. In the circumstances one cannot overlook the fact that all the land given to the beneficiaries is not completely of poor quality. About 67 % of land is unirrigated. Further, 48 % of the distributed land is either infertile or unproductive.

Table- 3.9
Quality of Ceiling surplus Land

Types of Land	% of total Land
Unirrigated Cultivable	17.1
Irrigated Land	33.3
Unrrigated Low fertile	20.9
Others	27.1

Source: Field Survey

Thus, 50.4 % of land is completely suitable for cultivation and around 48 % land is under the categories of unirrigated low fertile and undulated. However, the beneficiaries have undertaken land development measures to convert undulated land into cultivable land.

3.4. Investment on Ceiling Land

The quality of lands allotted under ceiling act being poor, require development and other measures before making them suitable for cultivation. From the field survey, it is found that 41.8 % of beneficiaries have invested in land development activities. Irrigation being a very costly affair, only 2.3 % of beneficiaries has managed on their own to make the land irrigated. However, 33.3 % land is irrigated due to the provision of either public source of irrigation or private irrigation sources on rental basis.

Table- 3.10
Types of Investment

Types of Investment	% of total Beneficiaries	% of CS Land
Land development	41.8 %	34 %
Irrigation	2.3 %	0.07 %
No Investment	55.8 %	65.9
Total	100 %	100 %

Source: Field Survey

Around 55.8 % of beneficiaries have not taken up any type of investment on the land allotted under ceiling act. Investment on land development has taken place for 34 % of total area allotted under ceiling act. It is already mentioned that 48 % of ceiling land was not suitable for cultivation; land development and other measures are necessary to make these lands cultivable. After allotment of land 34 % of land has been covered under land development measures, which clearly indicates land not suitable for cultivation was more than 48 % at the time of allotment. Due to poor economic conditions, 55.8 % beneficiaries have not able to take up any kind of invest on ceiling land. Poor access to credit sources is also a reason for low investment on ceiling land. These details are in line of our earlier finding that 48.1 % of beneficiaries have opined that they are in need of financial support for making land allotted to them more productive. The beneficiaries, who have not made any kind of investment on their ceiling lands, constitute 65.9 % of total ceiling land allotted. However, it cannot be ignored that

small quantity of land allotted under ceiling act was of better quality. Investment has been made in about 34 % of the land for development. The size of land allotted under ceiling act is very low, so it is not viable to invest on irrigation. Only 0.07 % of land has been irrigated by investment on irrigation. There has been no investment in 66 % of the ceiling distributed land.

Depending upon amount invested on land development, the beneficiaries have been classified into seven categories. In total 57 beneficiaries have invested on the ceiling land and out of these 94.7 % have invested on ceiling land for land development. The table below presents the financial aspects of investment for these 94.7 % beneficiaries.

Table - 3.11
Amount Invested on Ceiling Land

Total Amount Invested	% of Beneficiaries
Rs. 200	33.3 %
Rs. 250-500	27.7
Rs. 800-1000	14.8
Rs. 1200-1500	3.7
Rs. 2200-2500	12.9
Rs. 3000-4000	5.5
Rs. 25000	1.8

Source: Field Survey

Ceiling land beneficiaries are poor and in short of capital for taking up any investment on ceiling land. So most of them are using little capital in addition to their own family labour for development of land. Around 33.3 % of beneficiaries

have invested only Rs. 200/- only for taking up land development activities and 27.7 % of beneficiaries invested to an extent of Rs. 250-500/-. Land development activities are more labour intensive, so amount invested is less. However, allotted ceiling surplus land located along deep shallow places, on hill tops, etc. needs more investments. Around 14.8 % of beneficiaries have incurred investment to the tune of Rs. 800-1000/- for land development and 12.9 % have invested Rs. 2200-2500/- for land development. Only in few cases investment to the tune of Rs. 3000-4000/- and Rs. 25000/- is observed.

3.5. Sources of Finance

The investment on land development requires more labour and less capital. So in most of cases the beneficiaries have arranged the required capital on their own to take up land development activities. In the present survey it is found that 47.36 % of beneficiaries, who have invested on ceiling land, are able to manage capital requirements on their own and an equal percentage of beneficiaries have managed to get government assistance for land development.

Table -3.12
Sources of finance for Investment on Ceiling Land

Sources of finance	% of beneficiaries
Self finance	47.36
Government Assistance	47.36
Loan from Institutional Sources	3.5
Loan from Non-Institutional Sources	1.75

Source: Field Survey

Only few beneficiaries have accessed institutional and non-institutional sources to meet their capital requirements for investment on ceiling land. Only the beneficiaries, who are in need of larger amount of finance for investment, have resorted to institutional sources. Overall it can be concluded; access to institutional sources of borrowing is very less.

3.5.1. Financial Assistance

Financial assistance to the beneficiaries is essential, as the poor families are not in a position to arrange capital requirements for development of ceiling land. The financial assistances have been provided either by the government or Institutional financial sources. The financial assistance mentioned here is confined to only the beneficiaries who have undertaken investment on ceiling land. Out of total number of beneficiaries, who have taken up land development activities, only 46.5 % have been provided with financial assistances to make investment on ceiling land. The financial assistance was also very less as 19.6 % of beneficiaries have been provided with only Rs. 200/- towards investment on ceiling land and 8.9 % of beneficiaries were provided financial assistance to the tune of Rs. 300/-. 33.3 percent of beneficiaries have made invested up-to Rs. 200/-, but only 19.6 % have been provided with financial assistance up-to Rs. 200/-.

Table – 3.13
Financial assistance as component of Investment

Amount of financial Assistance for investment on Ceiling land (in Rs.)	% of Beneficiaries
200	19.6 %
300	8.9 %
1000	7.1 %
1500-2200	10.7 %
Nil	53.5 %

Source: Field Survey

Financial assistances to an extent of Rs. 1000/- had been given to 7.1 % of beneficiaries and 10.7 % of beneficiaries were provided financial assistances of Rs. 1500-2200. Around 53 % of beneficiaries have not received any kind of financial assistance; in these cases the beneficiaries have managed investment on ceiling land either from their own fund or from loan amounts without any financial assistance.

3.6. Ceiling Land - Agricultural Productivity & Income

3.6.1. Cropping Pattern of Ceiling Surplus Land

The beneficiaries on the land allotted under ceiling act are growing various types of crops. Lack of irrigation facilities has forced many beneficiaries to grow one crop. But in most of the cases with help of private irrigation facilities two crops or more than two crops are grown. Principal crops grown by the ceiling surplus land beneficiaries are Wheat and paddy. Around 60.25 of total ceiling land is under wheat cultivations and paddy is grown on 45.2 % of total area

allotted under ceiling land distribution programme. Most of area is under double crops namely paddy and wheat.

Table -3.14
Cropping Pattern – Ceiling Surplus Land

Crop types	Area under crop
Wheat	60.6
Paddy	45.2
Other Cash crops	5.2
Pulses	5.5
Others	24.0

Source: Field Survey

Area under other cash crops and pulses are very less, but other crops like maize and vegetables are grown in 24 % of total land. The area under cash crops here refers to area mostly covered under sugar cane cultivation. Agricultural produce like sugar cane is mostly sold in the market. Some of the beneficiaries are able to meet their food requirements from daily wage earnings or other sources, so they are able to cultivate sugar cane. Despite of all the constraints like shortage of irrigation facilities, shortage of capital and poor quality of land, the beneficiaries are not keeping any amount of land as fallow.

3.7. Productivity of Ceiling surplus Land

According to the survey 66.66 % of total beneficiaries are growing wheat on their land and 51 % of beneficiaries are

growing paddy crop. And around 50 % of beneficiaries are growing both paddy and wheat on the land allotted to them. Yield rate of wheat varies from as high as 14 quintal per acre to as low as 8 quintal per acre. The productivities vary depending on the quality of land and irrigation facilities. The productivity of wheat is lowest 8 Quintal per acre in case of highest percentage (33.7 %) of beneficiaries. 27.9 percentage of beneficiaries have reported that yield rate of wheat is 10 quintals per acre. only 3.4 percent of beneficiaries have reported that per acre production of wheat is 14 quintals.

Table - 3.15
Yield Rates (Wheat) – Ceiling Surplus Land

Yield rate (wheat) in Quintal per Acre	% of Beneficiary Reported
14	3.4
12	15.11
10	27.9
9	19.7
8	33.7

Source: Field Survey

As per data collected from around 80 percentage of beneficiaries, it is found that yield rate of wheat is in the range of 8-10 quintal per acre. As per data available with department of agriculture, yield rate of wheat in the state Uttar Pradesh is around 11 quintal per acre. So yield rate of wheat of ceiling surplus land is slighter lower than the state's average yield rate.

There is no significant difference so far as yield rates of wheat and paddy concerned. Highest percentage of beneficiaries have reported that yield rate of wheat is 8 quintal per acre and equal percentage of beneficiaries have also reported that yield rate of paddy is around 8 quintal.

Table - 3.16
Yield Rates (Paddy) – Ceiling Surplus Land

Yield rate (Paddy) in Quintal per Acre	% of Beneficiary Reported
14	12
12	15.1
10	30.33
9	12.12
8	30.3

Source: Field Survey

But productivity of paddy is 14 quintal (higher than the state average yield rate of paddy) per acre in case of 12 percent beneficiaries. Land sizes being very less, the beneficiaries are taking the proper productivity enhancing measures. As family labour is abundantly available, the cultivation methods are well adopted.

3.8. Income from Ceiling Surplus Land

Earning per acre from ceiling land is definitely low, as the quality of land is not better. In addition to this the beneficiaries are not able to invest much on cultivating the lands. Depending on soil quality of land distributed across

the villages and availability other supportive facilities like irrigation, tractor for ploughing, high quality seeds, fertilizers, and other factors like cropping pattern, land use, labour use, etc., earning per acre of ceiling surplus land varies among the beneficiaries.

Table - 3.17
Per Acre Earning from Ceiling Land

Earning per Acre	% of Beneficiaries
Up to 1000	11.88
> 2000 ≤ 4000	14.8
>4000 ≤ 6000	6.9
>6000 ≤ 8000	10.8
>8000 ≤ 10000	16.8
>1000 ≤ 15000	16.8
>15000 ≤ 25000	8.9
>25000	12.8

Source: Field Survey

Of the total beneficiaries covered in the survey, 14.8 % of beneficiaries are earning Rs. 2000-4000/- per acre of land and for highest percentage of beneficiaries (16.8 %), the earning per acre of land is Rs. 8000-10000/- and equal percentage of beneficiaries are also earning Rs. 15000-25000/- per acre of land.

The net income from Ceiling surplus land matters for the improvements in the living standard of the beneficiaries. As most of the agricultural produces are used by the beneficiaries for self-consumption, the marketable surplus is very less.

However, the contribution of agricultural income to total family income is very high. The prevailing wage rate is low therefore the wage earning of the family is very less. The net income is crucial, because the cost of cultivations is calculated excluding the imputed cost of family labour. In case of absence of cultivation on ceiling surplus land owned by the beneficiary, the working members of the beneficiary could have offered their labour out of own cultivation to generate more income for their family. The cost of cultivation has been computed by summing up of the cost of hired labour, cost of seeds, cost of fertiliser, cost of plough (bullock and tractor, cost of irrigation and other costs. The other costs are not specified by the beneficiaries. Undoubtedly, if the imputed cost of family labour will be considered, the profit margins of the beneficiaries will come down. The cost of cultivations also varies depending upon the variations in prevailing wage rates across the villages. But labour cost is the least among all components of costs of cultivation, so the impact of variation in wage rate is very minimal. The major determinant of cost of cultivation is the size of the land. On the average per acre the cost of cultivation is Rs. 4633/- and per acre of land the total income is very high i.e. Rs.15653/-. The net income from per acre of ceiling land is more than Rs. 10,000/-. So the wage component of family income has reduced drastically after ceiling land has been distributed. Depending on size of land received in the process of ceiling surplus land distribution programme, the cost of cultivations as well as earning from land varies. Average cost of cultivation per bigha (0.2 acre) of land is Rs. 1679/- and income per beneficiary having one bigha of land is Rs. 3755/-. The cost- income ratio per bigha of land is around 0.44. Similarly, per beneficiary with a land of two Bigha on the average cost of cultivation and

income from ceiling land are Rs. 2008/- and Rs. 5487/- respectively. So the cost of cultivation is 37 % of the Income from the land. On the average the cost of cultivation by considering all the beneficiaries is 30 % of the total Income from the ceiling land.

Table - 3.18
Cost of cultivation and Income from Ceiling Land

Land Size in acres	Average Cost of Cultivation in Rupees	Income from Ceiling Land in Rupees	Ratio of Cost & Income
0.2	1679	3755	0.45
0.4	2008	5487	0.37
0.6	4055	5857	0.69
0.8	4700	8160	0.58
1	3697	7733	0.48
1.2	4000	9820	0.41
1.4	4300	10500	0.41
1.6	4500	10230	0.44
1.8	5800	10575	0.55
2	6650	16700	0.40
2.2	5445	10850	0.50
Average per acre	4633	15653	0.30

Source: Field Survey

The cost of cultivation is equal to or more than 50 % of income from the land for the beneficiaries, who have been allotted land 0.6 acre, 0.8 acre, 1.8 acres and 2.2 acres. For most of the land sizes, the cost of cultivation is around 50 % of the total income from the land. The average profit margin, (Income less cost) is the highest for the beneficiaries, who are allotted, land 0.4 acres of land. The general inference is

CHAPTER- IV

SOCIO-ECONOMIC IMPACT OF CEILING SURPLUS LAND DISTRIBUTION

that the labour cost for the beneficiaries with small size of land is very less and so also the other inputs' cost. So the profit margin is very high for these beneficiaries. Size of land allotted across all the beneficiaries is less, so all the holdings by the beneficiaries are not economically viable for advance cultivation. As the family labour is abundantly available, the cropping intensity is very high. It is already mentioned that in most of the villages, the beneficiaries are growing double crops on the land. So the earning from land is high. The cost of cultivation and income from ceiling land are increasing with the rise in the land size. The general trend is that as land size increases, the ratio of cost of cultivation and Income rises. The income from land also depends on productivity of land.

The objectives of Ceiling Surplus Land distribution programme are not only confined to meet the land needs of the landless and reduce glaring inequalities in land ownership, but also to improve the socio-economic status of the ceiling surplus land beneficiaries. In this context it is important to investigate into the improvements in the socio-economic status of the beneficiaries. During the field survey, information related to indebtedness, income, employment and expenditure details of the families benefited under the ceiling surplus land distribution programme were collected to find out the impact of ceiling surplus land distribution programme on beneficiaries' socio-economic status. The families covered under ceiling land distribution programme are poor and mostly landless. The livelihoods of such families before allotment of ceiling surplus land mostly were based on earning from daily wages and to a little extent on non-farm activities. Ceiling surplus land allocation has enabled the beneficiaries to possess land of some kind and this land as an asset has increased their capability to access credit from various informal and formal financial sources. As family labour is not a constraint on these beneficiaries to take up agricultural activities, these beneficiaries have hardly parted with the land allotted and they are cultivating

the same. Land development activities on ceiling surplus land too have been taken up by many families.

4.1. Indebtedness among the Allottees

The families allotted land under ceiling land distribution programme are generally poor and major problem faced by them is finance for cultivation of land, purchase of inputs, development of land and purchase of agricultural assets. However it is noticed that majority of the beneficiaries were not effective borrowers. Among all the ceiling land beneficiaries, 12.4 percent families have taken loan from various financial sources as on the reference year 2005. According to a study conducted by National Institute of Rural Development in Uttar Pradesh, 26.6 of the beneficiaries were short term borrowers in 1979-80. The institutional borrowings definitely have increased after ceiling surplus land allotted. The loan amount is as high as Rs. 25000 per family and it is as low as Rs. 200/-. 2.3 percent beneficiaries have taken loan to the tune of Rs. 25000/- and 3.1 percent of beneficiaries have taken loan of amount Rs. 10000/-. Similarly 2.3 percent beneficiaries have taken credit of Rs. 12,000/- and an equal percent of beneficiaries have taken loan of Rs. 15,000/-. These entire loans were availed by the families only after ceiling surplus land was allotted in favour of them. Indebtedness among the beneficiaries has increased after ceiling surplus land distribution took place. Because, before ceiling surplus land allotted, only 4.7 percent of the families were indebted. Definitely after the land

possession, the borrowing capacities of the beneficiaries have increased. In case of 68.75 percent of total indebted beneficiaries, per head borrowed amount is Rs.10000-15000. So highest percentage of beneficiaries are in the category of per capita loan of Rs.10000-15000/-. Per beneficiary the loan amount is <1000 in case of 18.75 % of total indebted beneficiaries. For few number of beneficiaries, per beneficiary loan amount is Rs.25000/-. In the post ceiling land situation most of the indebted beneficiaries belong to Schedule caste category. Out of total indebted families 93.75 % belong to SC families. This is quite possible, because ceiling surplus land distributions have been done mostly in favour of Scheduled Caste families. So caste-wise analyses of indebtedness of the beneficiaries does not have much significance. The credit requirements of the beneficiaries are very high and this has emerged as status of landlessness has converted into marginal landholders after distribution of surplus ceiling land took place. So in this context, the conclusion that if credit requirements are to be fulfilled, then all the beneficiaries of ceiling surplus land, should be the members of cooperative society and it could have been made compulsory by including a clause in the Uttar Pradesh Imposition of ceiling on Land holdings Act, 1960 and if necessary, the steps could have been taken to amend the Acts related to Cooperative society.

Table- 4.1
Indebtedness – Ceiling Surplus Land Beneficiaries
(As on reference year- 2005)

Loan Amount (in Rs.)	% of families of the total indebted families
<10000	18.75
10000-150000	68.75
25000	12.5
% of indebted households of total surveyed	12.4
% of indebted households before Ceiling Surplus Land allotted	4.65

Source: Field survey

In the post ceiling surplus land distribution period, it is found that 62.5 percent of total indebted families have taken loan from institutional sources and 12.5 percent of them have accessed credit through poverty alleviation programmes. The rest 25 percent of total indebted families have resorted to local moneylender to meet their credit needs.

Table - 4.2
Sources of Borrowing
(Post Ceiling surplus Land Distribution)

Sources of borrowing	% of beneficiaries borrowed of total indebted households
Local money lenders	25
Institutional sources	62.5
Under Poverty Alleviation programmes	12.5
Total	100

Source: Field survey

The local moneylenders are still active in rural areas. It is very convenient for the beneficiaries to borrow from the local moneylenders in spite of the fact that the interest rate is quite high in cases of local moneylenders. As per information collected at the village level the prevailing interest rates charged by the informal moneylenders and by the formal financial institutions are presented in the following table.

In maximum number of villages the short-term borrowings are done from local moneylenders at the interest rate of the ranging from 60 to 100 %. The interest rate of short borrowings from formal sources is 9-12 % in almost all the villages. The lack of access to credit from formal sources has forced the beneficiaries to approach the local moneylenders for loans. As already it is mentioned that except two villages, in all other villages there is no formal financial institutions. However local money lenders are readily available in all the villages to provide loans at a very high interest rate.

The purposes of loan taken by the beneficiaries are (a) family consumption (b) to take up non-farm activities (c) Investment on Ceiling surplus land (d) crop loan (e) to meet the social ceremonial expenditure (f) to purchase assets under poverty alleviation programmes (g) to purchase agricultural assets, etc. Taking all the indebted families into consideration, highest percentage (31.25 %) of families have taken loan to purchase agricultural assets and an equal percentage of families also have taken loan to take up non-farm activities. So the scope employment in of non-farm activities has increased. This fact is

again evident from the fact that in the post-ceiling land distribution situation, proportion of non-farm workers to total working population has increased. However, only 6.25 percent of total indebted families have taken loan to invest on upgradation of ceiling surplus land. As it is already mentioned, land development activities on ceiling surplus land mostly took place with the help of family labourers, so investment on this ground is little meaningful.

Table - 4.3
Reasons of Borrowing
(Post Ceiling surplus Land Distribution)

Reasons of borrowing	% of beneficiaries borrowed of total indebted households
Self consumption	18.75
Non-Farm activities	31.25
Up gradation of Ceiling Land (Investment)	6.25
Crop Loan	6.2 5
Purchase of Agricultural assets	31.25
Asset under Poverty alleviation Programme	6.25

Source: Field survey

6.25 percentage of total indebted beneficiaries also have taken crop loan i.e. to purchase agricultural inputs like seeds and fertilizers. Another 6.25 percentage have taken loan under poverty alleviation schemes. So the degree of integration of poverty alleviation schemes with ceiling land distribution programme is found to be very thin. 18.75 percent of total indebted beneficiaries have taken loan to meet their personal consumption expenditure. The loan for

personal consumption purpose also includes loan requirements for ceremonial expenditures.

The access to credit sources has increased as a result of land distribution is very much evident from the fact that 35.7 percent of the indebted families have taken loan by using Record of Rights of Ceiling Surplus land as collateral securities with the financial institutions and in case of around 28.5 % of total indebted households no securities has been pledged. Instances of informal mortgaging ceiling land to borrow money have been observed in case of 14.2 percent of beneficiaries. So possession of ceiling land has enabled 49.9 % of total indebted beneficiary to access credit.

Table -4.4
Collaterals for Loans and Status of Loans

Types of Securities/Loan Status	% of Indebted Beneficiary
RoRs of Ceiling Surplus Land	35.7
Ceiling surplus Land (Informal)	14.2
No Collateral	28.5
Repaid	14.2
Other assets	7.1

Source: Field survey

Out of all indebted beneficiaries, 14.2 % of beneficiaries have already repaid the amount of loans. Only few i.e. 7.1

percent of indebted beneficiaries have taken loan by pledging other assets.

4.2. Income, Poverty and Employment Profile of the Beneficiaries of Ceiling Surplus Land Distribution Programme

The most acceptable argument is that Ceiling surplus land allotment contributes to the economic securities of the allottees and enhances their socio-economic status. Generally, distribution of land has taken place in favour of poor families. The impact of ceiling surplus land distribution programme on poverty is definitely positive and it is justified to find out to what extent the beneficiaries are poor. Most of the beneficiaries have been in the physical possession of land for more than 10 years and it is already mentioned, family labour is not a constraint for cultivating the land, so most of the beneficiaries without putting any extra labour cost are able to grow crops. Despite of the fact that size of land allotted per beneficiary is small and the quality of Ceiling surplus land is relatively poor in most of the cases, the contribution of land to family income is significant in percentage term as on the average family incomes of the beneficiaries are low. Total income of the families not only derived from cultivation of allotted land but also from other sources. As the beneficiaries are in the possession of little quantity of land, the important source of income is wages. In this section, the aspects like income profile, poverty profile and employment status of the families, who have been allotted ceiling surplus land are discussed

4.2.1. Income Level of Ceiling Surplus Land Beneficiaries

Among the beneficiaries, around 26.4 percent had a household income not exceeding Rs. 10,000, while 14.7 percent of the household had an income level exceeding Rs. 20, 000 but less than Rs. 25, 000. This can be said that the income level of around 26.4 percent households is definitely below Rs. 11, 060 (poverty line benchmark for a family with five members at 1991-92 constant prices). As the income of the households is collected at current prices, the families below poverty line could be much higher. The detail analyses of poverty among the Ceiling Surplus land beneficiaries are dealt with in the following section. Caste wise income level of beneficiaries is not of much importance, as the sample of beneficiaries of Ceiling Surplus land distribution mostly having families belonging to Schedule caste category. However, from the table no. 4.5, it is clear that of the beneficiaries with income level within the range of Rs. 10,000/- per annum, 70.6 percent constitutes schedule caste families and 11.8 percent of total families of total beneficiaries belonging to income category of Rs. Less than or equal to Rs.10000/- and only 8.8 percent of total number of families with an income of less than equal to Rs. 10000/- are from general category. Across all the income categories, percentage of Schedule Caste families is higher as compare to others. Highest concentration of schedule Caste allottees is in the income category of less than or equal to Rs. 10000/- per annum, where as in case of allottees from other backward caste the percentage the highest percentage

of families is in the income bracket of Rs. 10001-15000/- per annum.

Table -4.5
Caste Wise Distribution of Income Categories

Caste	≤ 10000	10001-15000	15001-20000	20001-25000	Others
SC	70.6 (25.3 %)	63.3 (20.0 %)	84.6 (23.2 %)	89.5 (17.9 %)	65.0 (13.7 %)
OBC	11.8 (26.7 %)	16.7 (33.3 %)	3.8 (6.7 %)	10.5 (13.3 %)	10 (18.2 %)
General	8.8 (37.5 %)	3.3 (12.5 %)	7.7 (25.0 %)	0 (0 %)	10 (25.0 %)
Muslim	8.8 (27.3 %)	16.7 (45.5 %)	3.8 (9.1 %)	0 (0 %)	10 (18.2 %)
Total	100 (26.4 % of total sample)	100 (23.3% of total sample)	100 (20.2 % of total sample)	100 (14.7 % of total sample)	100 (15.5 % of total sample)

Source: field survey, the figures in the bracket represents the column percentages.

The figures pertaining to income levels also reveals that in the sample of 129 ceiling land beneficiary households, around 50 percent families are having income levels not exceeding Rs. 15000/-. As about 60 percent families are having family size more than or equal to 5, so the income levels at current prices for at least 50 percent families are not enough to meet the expenditure limit as defined by poverty line (Rs. 11, 060 at 1991-92 prices). Further the issue of incidence of poverty among the ceiling surplus land

beneficiaries will be discussed to ascertain exact percentage of families below poverty line. In case of 15.5 percent of families of allottees, it was not possible to obtain exact income level. 20.2 percentage of families are in the annual income category of more than Rs .15, 000/- and less than or equal to Rs. 20,000/- and for around 14.7 % of families annual income was more than Rs. 20,000/- but less than or equal to Rs. 25000/-. So as a whole 34.9 percent of families of ceiling land allottees, annual income was more than Rs. 15,000/-.

4.2.2. Income and Occupational pattern

The occupational pattern of the beneficiaries, without any cross argument, is the determinant of income level. Earning capacities vary according to the types of occupation. During the field survey, the occupations of the beneficiaries are found to be (a) Landless labourers (b) Agricultural labourers (c) Tenant cum agricultural labourers (d) Tenant cum Agriculture labour cum Animal husbandry. However within a family of ceiling land beneficiary, multiple type of occupational pattern is found.

Table - 4.6
Income Category & Occupation- After Ceiling
Surplus Land Allotment

Occupation Types	Less than or equal 10000	10001-15000	15001-20000	20001-25000	Others
Landless Labourers	100	0	0	0	0
Agricultural Labourers	71.4	14.3	0	0	14.3
Tenant cum Agricultural Labourers	20.2	26.6	23.4	17.0	12.8
Others	22.2	16.7	16.7	16.7	27.8
Tenant cum Agricultural Labourers cum Animal Husbandry	0	100	0	0	0
Total	100 (26.4 % of total sample)	100 (23.3% of total sample)	100 (20.2 % of total sample)	100 (14.7 % of total sample)	100 (15.5 % of total sample)

Source: Field Survey

The cross tabulation of figures pertaining to income level and occupation pattern reveals that all the families of landless labourers are having income level of Rs. Less than or equal to

Rs. 10,000/-. These families depending on occupation like landless labourers and the allottees are the ceiling land beneficiaries on paper only and they are considered as landless because in spite of land allotment under ceiling surplus land distribution programme, these families are unable to take physical possession of land and in some cases their occupation is considered as landless labourers as they are not taking any agricultural activities on the land allotted to them due various constraints. 71.4 percent of the total families living on agricultural wage earnings only are in the income category of 0-10,000/- and 14.3 percent of families of same category are having income level of Rs. 10, 000-15,000/-. The rest 14.3 percent families, who are depending on occupation of agricultural labourers are not able to specify their income earnings. The families of ceiling surplus land beneficiaries, who are having occupation of tenant cum agricultural labourers are almost evenly distributed across the income levels as mentioned in the table, however highest percentage (26.6 %) of families of this category are having an income level of Rs. 10,000-15,000/- and around 20 percent of families are having an annual income within the range of Rs 10,000/-. Income level of Rs. 15,000/- and above is found to be for around 40 % of families with occupation of tenant cum agricultural labourers. The families of beneficiaries with other occupations and tenant cum agriculture labourers and animal husbandry are mostly having income level of Rs. 10,000/- or more and only 22.2 percent of families, who are depending on other occupation except mentioned categories are having an annual earning equal to or less than Rs. 10, 000 and other beneficiaries depending on occupation other than agricultural labourers, landless labourers, tenant cum agricultural labourers and tenant cum agricultural labourers cum animal

husbandry are almost evenly distributed across the income levels defined in the above table.

4.2.3. Poverty among the Ceiling Land Beneficiaries

Landlessness is one of the major factors of rural poverty and the State of Uttar Pradesh is not an exception to this. The incidence of poverty among the landless households is very high. Estimates of poverty in 1993-94 show that Uttar Pradesh has the highest number of people below the poverty line. An estimated 60 million people in the state live below the official poverty line, and over 80 percent of the poor are in rural areas. UP alone accounts for 18.9 percent of the poor in India, and an estimated nine percent of the poor worldwide. Not only does the State have a large absolute burden of income poverty, it ranks low among Indian states in other indicators of deprivation. Land is the principal productive asset in the rural areas and landed households are generally prosperous as compared to landless households. One may expect a strong inverse correlation between land ownership and poverty. Poverty is the highest among casual labour households, both in rural and urban areas, whereas regular and salaried workers are the lowest poor.

The Expert group on poverty estimated separate poverty lines for each state by disaggregating the national level poverty line by using state-specific price indices and inter-state price differentials. Accordingly, now different states have different poverty lines. The national poverty line at 1999-2000 prices is Rs. 327.56 per capita per month in rural areas and for the state Uttar Pradesh the poverty line is defined as Rs. 336.88 per capita per month⁵.

⁵ Unstirred Question No. 3124, Lok Sabha, 13.08.2003

Keeping view in this definition of poverty line, poverty ratio among the ceiling land beneficiaries has been calculated and presented in the table given below. Information regarding per annum household expenditure was collected from the families of ceiling surplus land beneficiaries. Following the defined poverty line and taking family size into consideration annual basis expenditure per family has been computed and the ratio of actual annual expenditure of the family to total annual expenditure of a family as per monthly expenditure at the poverty line has been calculated. On the basis of this ratio, the families of beneficiaries have been divided into four categories, the first category defined as very poor households, whose actual annual per family expenditure is less than 75 % of annual expenditure of the family (computed on the basis of per capita expenditure Rs. 336.88 at which the poverty line of the state is defined), similarly, second category households are those who are able to manage 76 % to 99 % of expenditure as per poverty line criteria are termed as poor households, the third type of beneficiary households is defined as the 'not poor' families, who have annual per family expenditure greater than the defined annual per family expenditure at the poverty line, but less than 125 % of the annual per family expenditure at the poverty line and the fourth category of households named as well-off families, in their case, annual per family expenditure is more than 125 percent of per family annual expenditure at which the poverty line is defined for the state.

On the basis of above classification, 58.5 percent of families of beneficiaries covered under ceiling surplus land distribution programme are found to be very poor and 16.3 percent of the families are poor families. So taking both the categories into consideration, it can be

concluded that around 74.8 percent of families, who have been allotted ceiling surplus land are below poverty line. The household annual expenditure data was collected at the village level during the fieldwork, which was carried out in the months of April-May, 2005, where as the latest per capita monthly expenditure at which the poverty line is fixed is available for the year, 1999-2000. Therefore, the estimation of percentage of poor families among the beneficiaries as per sample data may be slightly over estimated one. However, more than 70 percent of families belonging to ceiling surplus land beneficiaries category are poor. Incidence of poverty generally is high among the beneficiaries, as the beneficiaries are belong mostly to scheduled caste and almost all families depend on daily wage earnings to meet their consumption needs. The wage rate is as low as Rs.30 and as high as Rs.50/- per day in the villages selected for field survey.

Table - 4.7
Poverty – The Magnitude & Severity

Types of poor	No. of Families	Percentage of families
Very Poor	72	58.5
Poor	20	16.3
Not poor	6	4.9
Well-off	25	20.3
Total	123	100
Not Reported	6	4.7

Source: Household survey (Beneficiaries of Ceiling surplus Land Distribution)

From the figures computed and presented in the above table, it can be seen that around 25.1 percent of families are above poverty line and further disaggregated data reveal that 20.3 percent of total number of families, who have been allotted ceiling surplus land is well-off. However annual per family expenditure could not be obtained for 4.7 percent of families.

Agricultural wage rate is around Rs. 40/- across all the villages. Percentage of families below poverty line in most of the villages is more than 40 %. The percentage of families below poverty line as per the list available with the Panchayat and block office in the villages selected for the study is as high as 62.3 % and as low as 25 %. In contrast to this, incidence of poverty among the families of ceiling land allottees is quite high i.e. 71 %. High percentage of families under below poverty line is directly linked to the occupational pattern of the beneficiaries.

4.3. Poverty and Occupation

Occupation details of the families, who have been allotted ceiling surplus land reveals that 83.3 percent of total landless labourers and agricultural labourers families are very poor. The beneficiaries inspite of allotment of land have remained landless because, the land dispossession in their cases has taken place and rest 16.6 percentage of families belonging to this category are well off. Of the total families of beneficiaries, who are depending on both cultivation and agricultural labourers 60.2 percent are very poor and 19.3

percent, 4.3 percent and 16.1 percent of families are in the categories of poor, not poor and well off respectively. 37.5 percent of total families of ceiling land allottees, who are depending on other occupations like artisan class, involved in brick making, rickshaw pulling and other non-farm activities are very poor and an equal percent of families of this category are also in the well-off category.

Table - 4.8
Poverty & Occupations – The Magnitude & Severity

Occupation/Poverty Category	Very Poor	Poor	Not Poor	Well off
Landless Labour and Agricultural labourers	83.3	0	0	16.6
Tenant cum Agricultural labour	60.2	19.3	4.3	16.1
Others	37.5	12.5	12.5	37.5

Source: Field Survey, Household schedule

Incidence of poverty is very high among the landless labourers and agricultural labourers. Incidence of poverty among the families of ceiling land allottees is also quite high among those families, who live on cultivation-cum-agricultural wage earnings, as around 79.5 percentage of families of this occupation are living below poverty line. Overall the change in occupational pattern due to allotment of ceiling land has not made any significant contribution towards poverty eradication.

4.3.1. Land Distribution Impact on Occupations

The occupational types among the beneficiaries before allotment of ceiling surplus land were (a) landless labourers

(b) tenant cum agricultural labourers (c) government jobs and others. More than 80 percent families, who have been allotted ceiling surplus land, were living on only daily wage earning and employed as landless labourers and agricultural labourers before ceiling land was allotted to them.

Table - 4.9
Occupation before Ceiling Surplus Land

Occupation types	Percentage of Beneficiaries
Landless Labourers	48.1
Agricultural labourers	34.1
Tenant Cum agricultural labourers	12.4
Others	3.9

Source: Field Survey, Household schedule

Only 12.4 percent families were depending on earnings from agriculture and agricultural wage employments in the pre-ceiling surplus land allotment scenario. These 12.4 percentage of families were in the possession of land before ceiling surplus land distribution took place. Only 3.9 percent of beneficiaries depends on earning from other sources such as government services, vegetable vendors, brick-making activities, rickshaw pulling or other non-farm activities, are poor. Before ceiling land allotment, it is worth mentioning that very few families were depending on non-farm activities. In the post ceiling surplus land distribution situation, the employment status of the families benefited from ceiling surplus land distribution programme has improved. The percentage of families belonging to landless

labourers and agricultural labourers employment categories has reduced significantly.

Table - 4.10
Occupation of Beneficiaries after Ceiling Surplus Land

Occupation types	Percentage of Beneficiaries
Landless Labourers	4.7
Agricultural labourers	5.4
Tenant Cum agricultural labourers	72.9
Others	17.1

Source: Field Survey, Household schedule

In the pre distribution period, 82.2 percent of beneficiaries of ceiling surplus land were employed as either landless labourers or as agricultural labourers and the employment pattern has undergone change in the post Ceiling Surplus land distribution situation, because 10.1 percent beneficiaries were engaged as either landless labourers or agricultural labourers. Families depending on cultivation cum agricultural labour wage earnings has increased by around 60 % in the post ceiling surplus land distribution as compared to pre-ceiling land distribution period. Some of the families are also depending wholly on daily wage earning even if after allotment of ceiling surplus land in their favour, because these households are either not have physical possession on the land or not able to cultivate the land allotted to them owing to different reasons. However, employment opportunities for the beneficiaries out side the agriculture sector are very much limited. The earning

capacity of the families, who have been allotted ceiling surplus land to a little extent, depends on the produce of small quantity of land allotted under ceiling land distribution programme and mostly rests on daily wage earnings. The percentage of beneficiaries, whose families mostly depend on other non-farm activities, has increased during post ceiling land distribution period as compared to the period prior to ceiling land distribution. After ceiling land allotment, the scope of taking up non-farm activities as income source has increased.

In the above table the occupations of the person, in favour of whom ceiling surplus land has been distributed is compiled. When employment status of all the family members of the households surveyed is taken into account, the occupational pattern differs significantly. Of all the population of the families, around 70 percent are main workers and their engagements are mostly confined to activities like agricultural labour, agricultural labour-cum-cultivation, only agriculture, household industry cum cultivation and others like non-farm labour, government job, etc. and the rest 30 percent of family members are not in the category of work force. The decomposition of the structure of workforce engaged in different activities reveals that 26.6 percent of total workforce is engaged as agricultural labourers and 25.3 percent is engaged in agriculture partly and are mostly employed as agriculture labourers. Of the total workforce, around 33.8 percent are employed in non-farm sector as labourers and to a little extent employed in other types non-farm activities like rickshaw pulling, vegetable venders related, brick making, etc.

**Table - 4.11
Disaggregated Occupational Structure**

Main Occupation types	% of Work Force
Agriculture labourers	26.6
Agriculture labourers cum Cultivation	25.3
Household Industry cum Cultivation & Non-farm Labour	4.58
Others	33.8
Only Agriculture	9.3
Total Workers as % of total population - 70	

Source: Field Survey, Household schedule

After the allotment of ceiling land, it is observed that 9.3 percentage of workforce is purely engaged in self-cultivation. In the post ceiling land distribution period, 26.6 percent of work force is in the category of agricultural labourers and 25.3 percent of total workforces are involved in cultivation-cum-agricultural labourers and nine percent depend solely on agriculture for their subsistence. So around 61.2 percent workforce from among the ceiling surplus land beneficiaries directly or indirectly depends on agriculture. Before the ceiling land distribution about 82 per cent households were depending exclusively on own labour earnings. The occupational changes in the post ceiling land situations is significant as the occupational pattern has seen a rise in the percentage of tenant cum agriculture labourers.

Average annual family employment data from the survey show that during the last year worked for 374 man-days,

whereas during the pre-ceiling period a family was able to manage only 265 man-days.

**Table - 4.12
Employments : Man-Days**

	Total No. of Days	Per family No. of days
Post ceiling	46415	374
Pre-ceiling	32100	265
% increase	44.6 %	
Per worker No. of days Employment (Post Ceiling)- 101		

Source: Field Survey, Household schedule

In the post ceiling land distribution situation within a year, total number of days, for all the working members of the families is 46,415, in the pre-ceiling land distribution period, all the families managed to get 32100 man-days of employments in a year. The impact of ceiling land distribution has significant impact on employment generation in addition to other factors, as the total number days of employment per annum has increased by 44.6 % in the post-ceiling land distribution situation. After the ceiling surplus land distribution took place, on the average per working member of a family the number of days employment available is 101 days per a year. So on an average a working member of a family is employed for three months in a year. The positive impact on employment generation is slightly over emphasized, if increase in labour force is considered. So in conclusion it can be said that ceiling land distribution has contributed to not only changes in occupation pattern, but also it has led to rise in the man-days of employment.

4.4. Impact of allotment of Ceiling Land on the composition of Family Income

The beneficiaries depended on income wage before the land distribution. However, the impact of utilization of ceiling land is assumed to be reflected in the average income from land and other sources. Income from ceiling land has been computed taking the value of total produce from the land including produce used for family consumption. In the following table percentage of total family income from ceiling land is mentioned. Around 7.5 % of beneficiaries are not reaping any economic benefits from the ceiling land allotted to them and around 9.8 % of beneficiaries are able to manage 1 to 10 percentage of their family income from ceiling lands. Highest percentage of ceiling land beneficiaries (20.8%) are supplementing 20 % of their family income by cultivating the ceiling land allotted.

Table- 4.13
Percentage of Income from Ceiling surplus Land (C.S.)

% of Income C.S. Land	% of Families
0	7.6 %
1-10	9.8 %
11-20	20.8 %
21-30	10.9 %
31-40	8.7 %
41-50	6.5 %
51-70	13.1 %
71-90	9.8 %
91-100	12 %
Average Contribution of income from Ceiling Land*	38.89 %

Source: Field Survey, Household schedule

* Excludes beneficiaries, where contribution of earning from Ceiling land to total family income is nil.

As the ceiling land beneficiaries are poor, the family income is completely used for consumption purposes. The contribution of ceiling land to family income is around 21-30 percentage for around 11 % of the beneficiaries. For around 15.2 % of beneficiaries, 31-50% of their total income is coming from cultivation of ceiling surplus land. Of the total income of the family, earning from ceiling surplus land for 34.9 percent of families constitutes more than 50 percent. There are around 12 percent of families who to a great extent depends on earning from ceiling surplus land. On the average 38.89 % of total income of a beneficiary is coming from ceiling surplus land. In a study conducted by National Institute of Rural Development in the year 1981 (mentioned above), it has been stated that beneficiaries in Uttar Pradesh secured 34.6 percent of their income from allotted land.

Ceiling land allotment has resulted in significant changes in the total income of beneficiaries. In the pre ceiling land distribution, the income of families of beneficiaries was coming mostly from wage earnings. In the post ceiling land distribution situation, income from agriculture has supplemented their wage earnings. The income from agricultural produce as well as rise in the wage rate in addition to income from other sources are the deciding factors in the rise in the income in the post ceiling land distribution situation. In order to assess the impact of ceiling surplus land distribution on income, information were collected with respect to the total income of the beneficiary after land was allotted and total income figures of beneficiary before ceiling land allotment were collected. As in most of the villages ceiling land allotment was completed in the 1980s and 1990s, the beneficiaries

were able to assess their incomes on the basis of wage rate received during 1980s and 1990s.

Table - 4.14
Family Income in pre-ceiling land distribution
Period as % of present Income

% of present Income	% of Beneficiary
10-25	6 %
26-50	30.4 %
51-75	41.7 %
75-100	21.7 %

Source: Field Survey

For 6 percent of beneficiaries, annual income in the pre-distribution period was about 10-25 percent of total present income. So it can be inferred that family income of the 6% beneficiaries has changed significantly after the land was allotted. Similarly the annual income in the pre-distributed period is 26-50 % of the present income for 30.4 % beneficiaries. Significant changes in the income levels of beneficiaries have not taken place for 21.7 % families, even after they become landowners, as the income in the pre-ceiling land distribution situation was in the range of 75-100 % of the present family income. The pre-distribution annual income for 41.7 % beneficiaries ranges from 51-75 % of the present annual income.

4.4.1. Saving Capacity of Beneficiaries

The saving capacity of the beneficiaries in the pre distribution period was almost nil. As the total income earned is consumed, and in many cases, in order to meet consumption needs of the

family, the allottees have resorted to borrowings. Before the allotment of land the difference between the annual income of a family annual consumption expenditure of a family was nil for around 77.5 percentage of families. The situation was more precarious as about 11.6 % of allottees prior the allotment of ceiling land were depending on relatives or borrowings to meet their consumption expenditures as in their cases the difference between the annual income earned and annual consumption expenditure is negative and for only 10.8 percentage of beneficiaries before the ceiling land allotment done, the gap between the annual income and annual family expenditure was positive. The savings by this 10.8 percent beneficiaries before the ceiling land allotment were of very meager amount i.e. not more than Rs. 200/-. The living standard was subsistence and whatever earned by the family members was completely used for consumption purposes.

Table- 4.15
Saving Capacity of Ceiling Land allottees
(Prior Ceiling Land Allotment)

Saving Befor Ceiling Land allotment (Annual Family Income net of Annual Consumption Expenditure	% of Allottees of Ceiling land
0	77.5
Negative	11.6
Within the range of Rs. 200/-	10.8

Source: Field Survey, Household schedule

However, after the ceiling land distribution took place, there has been an impressive improvement in the saving capacity. At present the income earned by all the family members of

allottees annually, was completely used by the family for consumption purposes was the case for 43.9 percent of total land allottees.

Table - 4.16
Saving Capacity of Ceiling Land allottees
(Post Ceiling Land Allotment)

Saving Befor Ceiling Land allotment (Annual Family Income net of Annual Consumption Expenditure	% of Allottees of Ceiling land
0	43.9
Negative	3.2
Within the range of Rs. 1000/-	24.3
Within the range of Rs. 1001-2000	7.3
Within the range of Rs. 2001-4000	8.1
Within the range of Rs. 4001-10000	8.9
DK/CS	4.3
Total	100

Source: Field Survey, Household schedule

The above table shows that around 43.9 percent of total families of allottees were not able to save any thing out of their incomes and this is quite low as compared to pre-ceiling land situation. Before the allotment of ceiling land took place, in case of around 11.6 percent families, the annual consumption expenditure was exceeding the annual income and this has come down drastically to 3.2 percent after the allotment of ceiling surplus land was completed. So the distribution of ceiling surplus land found to have a positive impact on the income as well consumption expenditure of families. The saving capacity among the

beneficiaries of ceiling surplus land found to be enhanced after the land allotment is completed. Out of the total families of beneficiaries, 24.3 percent were able to save up to Rs.1000/- on annual basis and further 7.3 percent of families were able to save an amount within the range of greater than Rs. 1000/- but less than or equal to Rs. 2000/-. Saving capacity of 8.1 percentage of families of allottees was higher as in case of these families annual saving was to the tune of more than Rs. 2000/- but less than or equal to Rs. 4000/- and for rest 8.9 percent of families, the saving capacity was the highest as these families were having savings of more than Rs. 4000/- but less than Rs. 10000/- on annual basis. 48.6 percent of total families of the ceiling land allottees were able to save some amount out of their total income after meeting the consumption needs of the family.

CHAPTER- V

FINDINGS AND CONCLUDING REMARKS

5.1. Findings of the Study

The study was conducted in the state of Uttar Pradesh to analyze the impact of ceiling surplus land distribution on the well-being of marginalized group of the rural areas. A detailed investigation into socio-economic conditions of 432 families, who have been allotted ceiling surplus land, was made. The households were chosen from sixty two villages spread over the selected seven districts of Uttar Pradesh. The list of the villages covered along with their respective blocks and district names is mentioned below:

Table No. 5.1
List of Villages and number of Households benefited from Ceiling law covered

District	Block	Village	Caste			
			Gen	Muslim	OBC	SC
			Count	Count	Count	Count
Baharaich	Chittaur	begum pur	1	0	0	9
		Fakir chak	0	0	0	10
		Narainapur	0	0	1	9
		Raipur	0	2	2	6
		Risiya	Bishunpur	1	0	0
	Gokul Pur	0	0	6	4	
	Jamaluddin Jot	0	0	0	6	
	Kevalpur	0	7	0	3	

Banda	Badokhar	Khairi Dekauli	4	1	1	3
		Pathuri	0	0	0	1
	Badokharkhurd	Chanharalalpu	0	0	0	4
		Jakhora	1	0	0	0
		Kanwara	0	0	0	5
		Tindwara	0	0	0	7
	Tindwari	Godhani	0	0	1	3
		Gokharahi	0	0	0	7
		Khapariha	0	0	0	7
		Paprenda	0	0	0	7
Kushinagar	Dudhai	Dulmapatti	1	1	0	4
		Karanpattisarkatia	0	0	0	2
		Mukhlia	0	0	0	10
	Sebrahi	Domath	1	4	0	2
		Pakdiharpurpatti	0	1	0	0
	Tamkuhiraj	Babhanauli	0	3	0	3
		Gosaiganj	0	0	5	1
		Pandey Munnipatti	3	0	0	3
Pratapgarh	Lakshmanpur	Sindhour	0	5	0	4
	Lalganj	Bamanpur	0	0	0	1
		Itaura	0	0	0	1
		Jewai	0	0	0	5
		Padri	0	0	0	5
		Sarairamjeev	0	0	0	9
	Lalgnj	Itaura	0	0	0	2
	Rampur	Dharupur	0	0	0	3
		Kalyanpur	0	0	0	6
	Shahjahanpur	Khutar	Chapabojhi	1	3	0
Jaswantn Nagar			0	0	0	10
Khadsar			0	0	0	8
Narotha Devidas			0	0	0	14
Puyayan		Aanwan Dugaiya	0	0	0	1

		Jeva	0	0	0	23
		Pakadia Hakim	0	0	0	10
		Pakadiya Malahpur	0	0	0	7
	Pyayyan	Aanwan Dugaiya	0	0	0	8
Sitapur	Ailiya	Arthalia Grant	0	0	0	2
		Baidpur	0	0	4	2
		Harikishan pur	1	0	0	3
		Kurka Kurki	0	0	0	6
		Purena	1	0	1	8
	Khairabad	Bishan purva	0	1	0	3
		Harinagar	0	0	0	6
		Jaiti kheda	0	0	0	1
		Jawahar Pur	0	0	0	7
		Parshera	0	0	0	3
Sonbhadra	Dudhli	Baghadu	0	0	0	8
		Dhanoura	0	0	0	11
		Jharokhurd	0	0	0	6
		Khajuri	0	0	0	13
	Robertga/Cha.	Patella	2	0	0	16
	Robertganj	Boradi	0	0	0	1
		Kurhul	0	0	0	8
		Pehadiamhawa	0	0	0	2

Source: Field survey

Poor availability of infrastructure facilities is one of the crucial determinants of underdevelopment and poverty in the selected study areas. Most of the villages are dominated by ceiling land beneficiaries, which means in most of villages socially deprived caste people reside. Out of villages surveyed for this study, 60 percent of the villages are electrified. Out of the 16 villages surveyed, there is no bank in any of the villages. So access to bank credit for most of the ceiling land

beneficiaries is quite less. In almost all the villages except two villages, there is no Public health Centre. Health infrastructure is also very poorly available. Around 60 percent of the surveyed villages are endowed with drinking water facilities. Public distribution system or fair price shops are available within the village in case of 9 villages. Under total sanitation programme, only in two villages community toilets have been provided.

5.1.1. Findings Based on Village Level Information

Land use Pattern, Land Holdings & Distribution of Ceiling Land

Contribution of Distribution of Ceiling Surplus Land to reduce landlessness in the state is insignificant. In the year 1999-2000, around 26.22 percent households were land less and landlessness among schedule caste households was even higher that is 32.63 percent. According to agricultural census 1985-86 regarding pattern of operational holdings around 26.0 % were almost landless and this has not declined till today, instead of fall in landlessness, over the years, landless households have increased in the state. However, the field level enquiry gives a different picture. In five villages it was observed that there is not a single landless family. So the impact of ceiling land distribution on reduction of landlessness can not be ignored. As per figures available, around 80 % of families of seven villages own land, so around 20 % families are landless. The inequality in land ownership has been to a great extent reduced in the villages.

Reasons of Sub-Optimal Utilization of Land

The reasons as perceived by the ceiling land beneficiaries responsible for not optimally utilizing land allotted are (a) delay in possession of land (b) land is infertile (c) lack of financial assistances (d) need of Land development (e) obstruction by court disputes (f) no agricultural implements (g) flood and other natural calamities (h) lack of irrigation (i) lack of seeds and other inputs. Delay in the physical possession of land is found to be responsible for 28.7 % of beneficiaries for sub-optimal use of the land allotted and 69 percent of respondents have the opinion that delay in the possession of land is not a cause for non-utilization of land. 31.8 percent of beneficiaries are not cultivating the land properly as the land allotted to them is not fertile and 57.4 percent have said that the land allotted to them is fertile. This opinion is in line with the general perception that land allotted under ceiling surplus land distribution programme is of poor quality. Lack of financial assistances is the cause for under utilization of land allotted under ceiling land distribution scheme for 48.1 percent of beneficiaries. As in many cases the land allotted are undulated and are not suitable for cultivation, 34.9 % beneficiaries are in the opinion that there is a need for land development and land can be fully utilized only after land development work is completed. Lack of irrigation facilities is the most important problem, as 54.3 percent of total beneficiaries interviewed have given the opinion that they are not properly cultivating the land allotted to them, as there is no irrigation facility. Difficulties like need for development of land, lack of

agricultural implements, seeds, and other inputs and even to a great extent lack of irrigation could be tackled by the beneficiaries, if their financial needs for utilization of land is fulfilled.

Quality of Land

Out of the total land allotted based on sample data, 33.3 percent land was irrigated and 17.1 percent land was in the category of un-irrigated cultivable. Un-irrigated low fertile land consisted of 20.9 percent of total land. Out of the total land allotted to the beneficiaries 27.1 percent was in other categories like barren, undulated, covered under plantations, etc.

Agricultural Labourers still Dominating

In the whole sample of families covered under survey, of the total working population, 25.25 % are agricultural labourers and of the total working population 24.0 % are involved in cultivation of land in addition to working as agricultural labourers in others field. Only 3.9 % of the total working population is engaged as non-agricultural labourers in addition to their involvement cultivation activities. Very few of the working population are in the occupational category of household industry cum cultivation and 8.9 percent of the working population is completely involved in cultivation of their own land. In other types of activities like brick making, rickshaw pulling, vegetable business, etc. about 32 % of working population is employed. On the average per family,

there are 2.5 family members are employed in economic activities and the average family size is around 5.

More than 80 percent families, who have been allotted ceiling surplus land, were living on only daily wage earning and employed as landless labourers and agricultural labourers before ceiling land was allotted to them. The employment pattern has under gone change in the post Ceiling Surplus land distribution situation, because 10.1 percent families are engaged as either landless labourers or agricultural labourers. Families depending on cultivation cum agricultural labour wage earnings has increased by around 60 % in the post ceiling surplus land distribution as compare to pre-ceiling land distribution period. Some of the families are also depending wholly on daily wage earning even if after allotment of ceiling surplus land had taken place in their favour, because these households are either not have physical possession over the land or not able to cultivate the land allotted to them.

The disaggregated structure of workforce engaged in different activities reveals that 26.6 percent of total work force is engaged as agricultural labourers and 25.3 percent is engaged in agriculture partly and mostly employed as agriculture labourers. After allotment of ceiling land, it is observed that 9.3 percentage of workforce is purely engaged in self cultivation. Including agriculture labourers cum tenants, after ceiling land distribution, 34.6 percent work force are involved in agricultural activities and about 61.2 percent workforce of households benefited under ceiling surplus land distribution is directly or indirectly depends on

agriculture for their sustenance. On the average, during last year all the working members of a family are able to find employments for 374 man-days, whereas during the pre-ceiling period a family was able to manage on the average only 265 man-days. So in conclusion it can be said that ceiling land distribution has impact not only on the changes in occupation pattern, but also has led to rise in the man-days.

Indebtedness among the Beneficiaries

The families covered under ceiling land distribution programme are poor and mostly landless. The livelihoods of such families before allotment of ceiling surplus land mostly were based on earning from daily wages and to a little extent on non-farm activities. Ceiling surplus land allocation has enabled the beneficiaries to possess land of some kind and this land as an asset has increased their capability to access credit from various informal and formal financial sources. However it is noticed that majority of the beneficiaries were not effective borrowers. Among all the ceiling land beneficiaries, 12.4 percent families have taken loan from various financial sources as on the reference year 2005. The institutional borrowings definitely have increased after ceiling surplus land allotted. The loan amount is as high as Rs. 25000 per family and it is as low as Rs. 200/-. Indebtedness among the beneficiaries has increased after ceiling surplus land distribution took place. Because, before ceiling surplus land was allotted, only 4.7 percent of the families were indebted. In case of 68.75 percent of total indebted beneficiaries, per head borrowed amount was Rs.10000-15000. Out of total

indebted families 93.75 % belong to SC families. This is quite possible, because ceiling surplus land distributions have been done mostly in favour of Scheduled Caste families. In the post ceiling surplus land distribution period, it is found that 62.5 percent of total indebted families have taken loan from institutional sources and 12.5 percent of them have accessed credit through poverty alleviation programmes. The rest 25 percent of total indebted families have approached the local moneylender to meet their credit needs.

The purposes of loan taken by the beneficiaries are (a) self consumption (b) to take up non-farm activities (c) investment on Ceiling surplus land (d) crop loan (e) to meet the social ceremonial expenditure (f) to purchase assets under poverty alleviation programmes (g) to purchase agricultural assets, etc. Taking all the indebted families into consideration, highest percentage (31.25 %) of families have taken loan to purchase agricultural assets and an equal percentage of families also have taken loan to take up non-farm activities. The access to credit sources has increased as a result of ceiling surplus land distribution is very much evidenced from the fact that 35.7 percent of indebted families have taken loan by using Record of Rights of ceiling surplus land as collateral securities with the financial institutions. Possession of ceiling land has enabled 49.9 % of total indebted beneficiary to access credit.

Financial Assistancess

Financial assistance to the beneficiaries is essential, as the poor families are not in a position to arrange capital

requirements for the development of ceiling land. The financial assistances have been provided either by the government or Institutional financial sources. Out of total number of beneficiaries, who have taken up land development activities, only 46.5 % have been provided with financial assistances to make investment on ceiling land. The amount of financial assistance was also very less for most of the allottees.

Investment on Ceiling Land

From the field survey, it is found that 41.8 % of beneficiaries have made investment on land development activities. Irrigation being a very costly affair, only 2.3 % of beneficiaries has invested on irrigation related activities to irrigate their land independently. However, 33.3 % land is irrigated because, most of the beneficiaries are depending on either public or private irrigation sources available on payment basis. Around 55.8 % of beneficiaries have not taken up any type of investment on the land allotted under ceiling act. Investment on land development has taken place for 34 % of total area allotted under ceiling act. Ceiling land beneficiaries are poor and in short of capital for taking up any investment on ceiling land. So most of them are using little capital in addition to their own family labour for development of land. In the present survey it is found that 47.36 % of beneficiaries, who have invested on ceiling land, are able to manage capital requirements on their own and an equal percentage of beneficiaries have managed to get government assistance for land development. Only few beneficiaries have accessed institutional and non-

institutional sources to meet their capital requirements for investment on ceiling land. Only the beneficiaries, who are in need of larger amount of finance for investment, have approached the institutional sources. Overall it can be concluded; access to institutional sources of borrowing is very less. Out of total number of beneficiaries, who have taken up land development activities, only 46.5 % have been provided with financial assistances.

Income of Families of Beneficiaries

Despite of the fact that size of land allotted per beneficiary is small and the quality of Ceiling surplus land is relatively poor in case of most of the allottees, the contribution of land to family income is significant. The data pertaining to income levels reveal that in the sample of 462 ceiling land beneficiary households, around 50 percent families are having income levels not exceeding Rs. 15000/-. About 7.5 % of beneficiaries are not reaping any economic benefits from the ceiling land allotted to them and around 9.8 % of beneficiaries are able to manage 1 to 10 percentage of their family income from ceiling lands. Highest percentage of ceiling land beneficiaries (20.8%) are supplementing 20 % of their family income by cultivating the ceiling land allotted. On the average 38.89 % of total income of the family of an allottee is coming from ceiling surplus land. Significant changes in the income levels of beneficiaries have not taken place for 21.7 % families, as the annual family income of the families of allottees in the pre-ceiling land distribution situation was in the range of 75-100 % of the present family income. In case of highest percentage of

beneficiaries (41.7 %), the annual income before ceiling land was allotted found to be in the range of 51-75 % of the present income.

However, after the ceiling land distribution took place, there has been an impressive improvement in the saving capacity of the families of ceiling land allottees. The income earned per annum by all the family members of an allottee, was completely used by the family for consumption purposes was the case for 43.9 percent of total land allottees. In total 48.6 percent of total families of the ceiling land allottees were able to save some amount out of their total income after meeting the consumption needs of the family.

Family Income vis a vis Occupation pattern

The types of occupations of the beneficiaries as reported by the respondents are (a) landless labourers (b) agricultural labourers (c) tenant cum agricultural labourers (d) tenant cum Agriculture labour cum animal husbandry. Families depending on occupation like landless labourers are the ceiling land beneficiaries on paper only and they are considered as landless because in spite of land allotment under ceiling surplus land distribution programme, these families are unable to take physical possession over the land and in some cases their occupation is considered as landless labourers as they are not cultivating the land allotted to them due to various reasons. 71.4 percent of the total families living on agricultural wage earnings only are in the income category of less than or equal to Rs. 10,000/- The families of ceiling surplus land beneficiaries, who are having

occupation of tenant cum agricultural labourers are almost evenly distributed across the various income levels. However, highest percentage (26.6 %) of families of this category is having an income level of Rs. 10,000-15,000/- and for around 20 percent of families of this category, the annual income is less than or equal to Rs.10,000/-.

Poverty among the ceiling land allottees

Incidence of poverty is very high among the beneficiaries as 55.8 percent of families of beneficiaries covered under ceiling surplus land distribution programme are found to be very poor and 15.5 percent of the families are poor families. So taking both the categories into consideration, it can be concluded that around 71 percent of families, who have been allotted ceiling surplus land are below poverty line. As the beneficiaries are belong to mostly scheduled caste and almost all families depend partly or wholly on daily wage earnings to meet their consumption needs, poverty is widespread. The wage rate is as low as Rs.30/- and as high as Rs.50/- per day in the villages selected for field survey. Percentage of families below poverty line in most of the villages more than 40 % and for only four villages, it is around 30 %. The percentage of families below poverty line as per the list available with the Panchayat and block office in the villages selected for the study is as high as 62.3 % and as low as 25 %. In contrast to this, incidence of poverty among the families of ceiling land allottees is quite high i.e. 71 %.

Incidence of poverty is very high among the landless labourers and agricultural labourers. Incidence of poverty

among those families, who live on cultivation cum agricultural wage earnings, is high as around 79.5 percent families depending on this occupation are living below poverty line. Overall the change in occupational pattern due to allotment of ceiling land has not made any significant contribution towards poverty eradication.

Income from Ceiling Land

On the average earning per acre of ceiling land is Rs. 15,635/-. On the average per acre the cost of cultivation is Rs. 4633/-. The net income on an average from per acre of ceiling land is more than Rs. 10,000/-. So the wage component of family income has reduced drastically after ceiling land distribution. The cost- income ratio per bigha of land is around 0.44. Similarly, per beneficiary with a land of two bigha on the average cost of cultivation and income are Rs. 2008/- and Rs. 5487/- respectively. On the average the cost of cultivation is 30 % of the total Income. The general trend is that as land size increases, the ratio of cost of cultivation and Income rises. The average Profit margin, (Income less cost) is the highest for the beneficiaries, who are allotted, land 0.4 acres of land.

The beneficiaries being mostly landless prior to ceiling surplus land distribution took place; the most important source of income is wages. However, impact of utilization of ceiling land is bound to be reflected in the average income from land and other sources. Income from ceiling land has been computed taking the value of total produce from the land including produce used for self consumption. Around

7.5 % of beneficiaries are not reaping any economic benefits from the ceiling land allotted to them. On the average 38.89 % of total income of beneficiaries is coming from ceiling surplus land.

5.2. Conclusion and Policy Suggestions

The present study revealed that majority of respondents are cultivating land but are not getting enough of return from it due to lack of supplementary resources and inputs. They are living under very poor economic conditions and have to look for wage employments to supplement their incomes. However the contribution produce from ceiling surplus land to the family income of the allottees is significant as due to prevalence of low wage rate, the total income of the family of an allottee is low. The landlessness has reduced to a great extent due to implementation of ceiling surplus land distribution programmes, still the landlessness at the state level is very high. There has not been any significant change in the poverty level among the beneficiaries; the socio-economic conditions have still remained very pathetic. The land distributed to landless poor has been perceived by the few as of inferior quality and also not according to the size and needs of the family. In order to lift the poor allottees above poor socio-economic conditions the amount of land should be above existing minimum level depending upon the productivity of land and availability of irrigation facilities. From the field level enquiries, it is also revealed that income from land and level of satisfactions and the effect of land allotment on enhancement of status was high. The

cumulative efforts of allottees to make the land more fertile and generate income are commendable. So if financial and other supplementary resources are provided to them, they can get sufficient return from the land. Many litigations, conflicts and cases of forceful grabbing of land by the erstwhile landowners have been observed, which are making the land reform measures less fruitful. So intervention of government machineries should be there for punishing the landowners, who have forcefully under the possession of ceiling land allotted to beneficiaries. To make land cultivable, few allottees took loans from money lenders or banks and are still in not a position to pay it back due to their low production or income from the land. So the fate of these allottees should not be left with a small piece of land alone, but should be considered as a unit of development and should be attached with other anti-poverty programmes and need to supported by relevant inputs technologies and appropriate services and timely availability inputs as credit, seeds, fertilizers and pesticides.

In the light of field level experiences, at the macro level there is a need to look into the progress of ceiling land distribution programme across the country. Only allotment of small pieces of land can not solve the problems of landless families, however, there will be enhancement of social status and very little improvement in the living conditions of the allottees. Even after the allotment of ceiling surplus land and distribution of land under other different Programmes, there are also many landless families, whose socio-economic condition is pitiable. In this back drop few policy suggestions are mentioned below:

5.2.1. Suggestions

- The demand for land can not be met from surplus land. In order to have significant effect on poverty eradication and employment generation, efforts should be made to find out alternate ways.
- Re-classification of newly irrigated areas should be undertaken with joint efforts of Revenue Department and Gram Sabhas for bringing these lands within the ambit of Ceiling Laws.
- Bringing irrigated land by private sources under the ceiling provisions could perhaps discourage the private irrigation. So the land irrigated by private sources should be excluded from the preview of ceiling.
- Introducing Card Indexing System for prohibiting fictitious transfers in Benami names, the card system should have co-relation with their Voter I/D Card or PAN.
- The Benami Transactions (Prohibition of the Right to Recover Property) Act, 1989, should be suitably amended so that evasion of provisions of the ceiling law through Benami land transactions can be checked.
- Distribution of all ceiling surplus land should be in the name of husband and wife on joint basis as it will enable to control the Benami land. The issue of land ceiling should go with a built in clause of gender equity. It should not just assume that there is a law to address it.
- Setting up a special squad of revenue functionaries and Gram Sabha members for identification of Benami and Farzi transactions in a fixed time frame.
- The term 'family' needs to be defined uniformly and having consistency with some degree of justice and equity involved. Amended Hindu Succession Act to be applied in all states and in respect of all lands including agricultural lands.
- Increasing numbers of cases where landlords create legal hurdle for harassing the allottees to take ownership of the allotted land. Because it is found that landowners take full advantage of appeal and revision provisions to defeat the purpose of the Act. It is observed that after fighting the case before the highest revenue courts i.e. Board of Revenue, a party can file a civil suit against the order in lower courts and again they can allow the process of appeal and revision. Usually there has been considerable delay in taking possession of the land by the Government thus the landowner continues in physical possession of such land. Generally after a case has been disposed of and surplus land declared by the appropriate authority, the interim court orders either in the form of stay or in the form of injunction is liberally granted, not always on sufficient grounds. Such orders stand in the way of execution and delay or obstruct the process of taking possession of surplus land.
- Set up Land Tribunals or Fast Track Courts under Article 323-B of the Constitution for expeditious disposal of cases.
- There are increasing numbers of atrocities and incidences of land grabbing by middleman after the allotment. There is lack of authorized/ legalized monitoring system, which prevents the allottees rights and possession over land.
- Penal provision for non-submission of returns in respect of ceiling surplus holdings should be made stringent. A penal

clause in the existing Land Ceiling Laws to be inserted making the officers responsible for intentional lapses, and such lapses should be severely punished.

- No decree/ order to evict an allottee to be executed, unless such decree or order is approved by (a) The Board of Revenue if it is a decree/ decision from a revenue functionary or (b) by the High Court, if it is from any Civil Court.
- Cases of illegal or improper allotments of ceiling surplus land to be investigated and allotments to be cancelled- A provision to be made to that effect.
- Land ceiling should take into account the local environment such as reserved areas where indigenous people are residing.
- All the surplus land in a village, should be first consolidated it into a single piece and only then distribute among the rural poor. There is an absence of organization of poor land allottees, so efforts are to be made to organize the ceiling land beneficiaries in to groups. Once these are taken care, it becomes very easy to improve the conditions of allottees. These allottees can run their cooperatives and some of the implements, such as thrashers, which is uneconomical if bought by an individual, can be bought by the society for common use. The lack of irrigation facilities can be overcome by joint investment and above all if the surplus land is first consolidated and then distributed, it becomes very easy to adopt land improvement measures later on.