CHAPTER VI

SYSTEM OF LAND REFORMS IN U.P.
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SYSTEM OF LAND REFORMS AND TENURE IN U.P.

The land tenure system may reduce the standard of living of the peasant by imposing on him exhorbitant rents or high interest rates; it may deny him the incentive or the opportunity to advance and it may check investment because it offers him no security. It may lead to the prevalence of farms which are too small to be the efficient units of production or to large to cultivate intensively.

HISTORICAL REVOLUTION

The land system of India has been unique in every and all round spheres. Thousands years ago, about its origin there has been a little change in this system till the Britishers come, and made the sixes and sevenths thriving agricultural economy of India. Right from the days of the permanent Revenue Settlement, the decay began and sub-division and fragmentation of holdings are not of a wonder to any person interested in our Agricultural economics.

Nearly 80% of the population of this state, directly connected with agriculture, were held in subjugation by a feudal economic masters of the land by the under cultivation. The prime need of their cond...
economics freedom was under Sections 63, 114, 117 and 180 of the U.P. Tenancy Act. Government stayed all proceedings in cases relating to (a) Land claimed to six or khudkasht by the Zamindars (b) enhancement and abatement of rents and (c) ejection of these persons shown as occupants in records prepared up to June 30, 1949 except in cases the suing party tenant. This order was also supplied to the issuing of decrees.

While introducing the abolition of Zamindari and land Reforms Bill the Government had declared that they proposed to legislate with a view to scaling down the debts of intermediaries whose rights to be acquired since it would create complications in proceedings to be taken under the provisions of U.P. Zamindari and land Reforms Bill and also under the contemplated legislation to scale debts if proceedings relating to the liquidation of debt under the V of the U.P. Encumbered Estate Act 1934, were allowed to continue, the Government have stayed all such proceedings.

"KINDS OF LAND TENURE"

There were four types of land tenure in vast India, i.e. Zamindari system, Ryotwari system. But Ryotwari system is not in circulation in U.P., under the Mahalwari system land is held jointly by co-sharing bodies of village communities, the number of which are treated as jointly and severally liable for the land
revenue. Co-shares are themselves the cultivators, i.e. farmers proprietor, through long realised by the congress which led the freedom struggle and which was entrusted with the task of running the Government the congress even in it's election manifesto of 1945-46 had declared that, "the reform of the land system, needed urgently in India, involves the removal of the intermediaries between the peasants and the state." This bold and radical reform was, therefore takes without any avoidable delay on the assumption of the office by the congress ministry, to bring their dreams into reality.

**ENACTMENT OF ZAMINDARI ABOLITION AND LAND REFORMS ACT, 1950**

After taking over the reigns of administration of U.P. in 1946, the U.P. legislative Assembly recorded on August 8, 1946 a resolution only which it accepted the people of abolition of the Zamindari System which involved intermediaries between the cultivator and state and resolved that the rights of such intermediaries should be acquired on payment of equitable compensation. In pursuance of the resolution, a committee called. The Zamindari Abolition committee, as appointed as to how this abolition was to be contd....
effected. After a labour of nearly two years, the committee submitted a report giving a detailed information for the abolition of Zamindari and its replacement by another system of land tenure.

On the basis of this report and giving out that it is now widely recognised that without a radical change in the existing land system no co-ordinated plan of rural reconstruction can be under taken to ensure agricultural efficiency and increased food production to raise the standard of living of the rural masses and to give opportunities for the full development of the farmer's personality." The landlord tenant's system established by the British for reasons of expediency and administrative convenience should with the dawn of political freedom give place to a new order which restores to the cultivators the right and the freedom which claims a supremacy over village life and exercises over all the elements of village life the Government introduced in the legislative Assembly on July 7, 1949. United Provinces Zamindari Abolition and Land Reforms Bill, 1949 which they published in an extra-ordinary Gazette dated 10th June, 1949. This bill was later on referred to a joint Selection Committee of the Legislative Assembly and Council for perusal. After careful consideration and making necessary amendments, in the Select Committee submitted its report in the last week of December 1949.
After discussing the measure for over 100 days the legislative Assembly adopted in on January 10, 1951 and legislative Council on January 16, 1951. This bill has received the assent of the President of India on 26th January, 1951 and since then it has become law. As the then Chief Minister, The Hon'ble Pandit Govind Ballabh Pant pointed out in winding up the debate on the bill in Assembly, it is a revolutionary measure conferring greater benefits on the peasantry than available to the Chinese peasant under land reforms introduced by the committee.

The object of the Zamindari Abolition and Land Reforms Act is to reform the old system of land tenure and effect such permanent changes in the land system as may enable the peasant to become the owner of his land and raise his standard of living. It provides the economic basis of freedom to U.P.'s 70 lakh peasant house holds, mere tenant will now, by giving them permanent rights over 350 acres of land in the state and to entire village committee. It applies only to those agricultural land which are situated outside the boundaries of municipalities, Notified Areas of its productivity but on its proximity to a particular locality.

**WHO WILL RETAIN LAND**

Under the Zamindari Abolition and land Reforms Act of U.P. a Zamindar is defined as an intermediary,
whether he is an owner or a tenant is immaterial. As a general rule, all interests with out distinction, inter posed between the state and the actual tillers have been wiped away and all those who live by the sweat of their brow guaranteed the patch or patches of land under-their plough today, whether they are owners, tenants of any description what so-ever, rent free guarantees subtenants or in some circumstances, even those are the Kedars or usufructuary mortgage or are entered as "Belatasfia Leagan." In addition to cultivated land, every body residing in rural parts were given full dominion over his trees or groves, wells meant for private use and houses in his actual possession, with appartment lands of course.

**VILLAGE COMMUNITY ESTABLISHMENT**

All the other land village, whether it may be pasture land or wasteland, common thoroughfare or threshing floor, abadi land or cremation ground, public wells or ponds sites used for huts, bazars or melas and ferries or fisheries too, if any will be vested in the entire or perfect village community or the Gaon Samaj consisting of all the residents of the village as well as the pahikast cultivators. The Gaon Panchayat acting on behalf of the village community will

contd....
settle cultivable waste and other land that falls vacant otherwise comes into its possession under the various provisions of the Act. In addition to the managing the lands which vest in it. The Gaon Sabha will be charged with the responsibilities of the improving and developing agriculture cattle wealth and cottage industries, preserving, maintaining and developing trees and forests, managing hats, bazars, and melas, consolidating holdings etc. It has the rights to take back for common use of all such common lands as might have been brought into cultivation either by a Zamindar or by somebody else at this insistence at any date later than 8th August, 1946 when the state legislative Assembly had for good. The village community, if it function well can also be delegated the authority to collect the land tax for the state, for which it will receive a handsome commission. This measure which makes the village a small republic and a co-operative community is intended to facilitate economic and social development and to encourage the growth of social responsibility and community spirit.

SAFEGUARD AGAINST RE-EMERGENCE OF LAND LORDISM

In order that Zamindari system may not arise in coming future, care has been taken to see that legal right to ownership or possession of the holding and

contd.....
the right to cultivate it do not get split up into the hands of different persons. For, once they do so the landlord tenant relation comes in existence. Therefore, nobody will, in future provided he is able to cultivate land himself, be allowed to base his land or usufructuarily mortgage it. An arrangement however where by a man is entitled merely to a share in the produce for his participation with the tenure-holder or assisting him in the actual performance of agricultural operations, will not amount to a base. Those who are disabled by any cause from cultivating land themselves or are enrolled in the armed forces of the union are free to lease out theirs.

A GOOD SIZE OF HOLDING

as regards the regulation of size of holdings it has been provides in the Act, that nobody who possess land of more than 30 acres in extent is allowed to make additions there to. In order to check further multiplication of uneconomic holdings, it has been left to the discretion of courts whether in particular circumstances partition of a holding below six acres and a quarter in area shall be allowed or not.

contd....
In order to remedy the efficiency and waste involved in the cultivation of un-economic holdings the Act makes provision for the encouragement and growth of voluntary co-operative farming suited to our conditions. Whenever ten or more persons holding between them at least thirty acres of land combine, a cooperative farm will come into being. If two-thirds of the uneconomic holders of a village come forward to pool their resources, the rest will have to fall in line. The co-operative will be given all possible help, for example, free technical advice, priority in irrigation, reduction of land revenue, reduction or exemption from agricultural income tax, grant of subsidies and loans with or without interest etc.

**ZAMINDARI ABOLITION FUND DRIVE**

In order to overcome financial and legal difficulties in regards to the payment of compensation and rehabilitation grants, the Zamindari Abolition fund scheme was introduced in the state with rupees one crore as state contribution according to the provisions of the Act, the tenant were asked to make voluntary contributions of ten times of their rent to the fund. The fund would provide finance for the speedy abolition of Zamindari, check inflation and utilize their savings contd....
for productive purpose.Beginning moderately on October 2, 1949, the birthday of Anniversary Mahatma Gandhi Ji it became a man movement in the course of which more than 35,000 public meetings were held in the villages.

ACQUISITION OF BHUMDAR RIGHTS

To enable the farmers (Kisans) to become Bhumdar by depositing ten times their rent in Zamindari Abolition fund, the U.P. Agricultural Tenant (Acquisition of previlege) Act, was passed in July 1949. This Act provide that by making the necessary contribution to the tenants can acquire Bhumdaris Rights, which will entitle them to pay only half of their annual rent for the next 40 years, and they will not be liable to ejection on any account. Thus they would immediately acquire the substance of Bhumdari Rights, as provided in the Zamindari Abolition & Land reforms Act.

To enable all the categories of Tenants to benefits from the above Act, the U.P. Agricultural Tenants (Acquisition of the Previ Des) (Amendment) and miscellaneous provisions ordinance was issued in January 1950, which was later on passed as an Act by the legislative. Under this Act the tenants of airwards contd....
who pay more than Rs. 250 as revenue are also entitled to Bhumdhar Rights. Besides those who are in occupancy of land not included in the tenancy of any cultivator can also acquire Bhumdhar Rights. A Co-tenant has also been made to enter their names are already entered in the Khata. Further in order to lesson burden of these tenants who pay excessive rent, provision has been made to permit, reduction in such rent which are more than double the maurusi rents. The Govt. has fixed on June 1950 as the last date for the acquisition of Bhumdhar Rights by depositing the rent of ten times. The date has since been extended to thirty two crores and 35 lakhs towards the close of the last few weeks Zamindari Abolition Fund Drive these being now order of 20.7% of the target. The collect during the last few weeks drive which concluded about the middle of July 1951, amounted to Rs. 3,34,00,000 against the departmental estimates of three crores.

The total cost of land reforms budget, including expenditure in 1949/50 and 1950/51 and expenditure incurred so far in the current years budget is only a little over 20% of the total Zamindari Abolition Fund collections.

An official review of the scheme since its inauguration emphatically point out that, It has been repeatedly been impressed upon the district officers and their staff that Zamindari Abolition Fund payment
to avoid even a small balance of erosion and that nothing should be done which would tend to enquire the cultivators self respect or dignity as a free citizen. During the last drive also great emphasis was laid on the necessity of avoiding unpleasant incidents of any kind.

"STAY OF PROCEEDINGS IN SOME SPECIAL CASES"

At the end time of Zamindari system became a certainty, with the object of getting greater benefits under contemplated legislation, the Zamindari started legal proceeding for the enhancement of rent of tenants for the ejection of these persons who were occupying land without little. They also filed cases for partition of land under Land Reserve Act, thus creating further difficulties for the kisans. To help the farmers in this serious situation, revenue of land tenure is to be found in Punjab, M.P. and in Agra Division of U.P.

The Mahalwari system with peasant proprietorship and medium sized holdings farmers in ideal system for the conservation into a large scale co-operative farming.

Under Zamindari system, which prevalent in West Bengal, Bihar, Andhra Pradesh, certain parts of
U.P. and M.P. The Zamindar and the landlord was recognized as the owner of the land all in all. He was responsible for the payment of land revenue to the Govt. permanent settlement of landlord.

The Zamindari system was the product of British Rule. The revenue farmers, whose duty was merely to collect land revenue were given priority rights. This was partly due to the administrative importance of Indian conditions and partly it was introduced for convenience of collecting revenue or to credit interests whose fortunes were bound up with the British rule. Whatever had been it's original intentions but the system was not advantageous. Combined with permanent settlement it robbed the state of it's tenure prove harmful to the cultivators.

LAND REFORMS
ABOLITION OF INTERMEDIARIES

Intermediaries have been nipped totally, a few packets remain against whom further actions by the way of abolition is still very necessary. In few state it is necessary to speed up the payment of compensation, specially to small intermediaries and to miners and widows.
RIGHTS OF LAND OWNERS

The existing tenure may be broadly classified into 2 main categories namely owners who hold land from owners. It is desirable that a fairly uniform pattern of ownership should be evolved which confirms to certain commonly agreed rights and obligations.

The most important of the obligations of ownership concerns the use and management of land. Provision against the creation of payments of their future splitting up by transfer of partition and regulation of transfer of existing fragments are essential in the interest of Agricultural Development.

It would be desirable that as a visualised in the First Five Year Plan lessons should be made through the village panchayat. Such a practice will take time of develop, but it should be encouraged whatever possible.

TENANCY REFORMS

Measures for the protection of the tenants have been undertaken in a large number of states during the First Plan period. There are however large differences in the form of legislation and the extent to which it has been effectively implemented. In
some states, large scale ejectment of tenants and "Valuntary surrenders", which are open to doubt as bonafide transactions, have taken place. It is recommended that actions should be taken to stay ejectment of tenants, and sub-tenants except on grounds of nonpayment of rent or misuse of land. Ejectment of tenants and surrenders during the three past years should be reviewed with a view to restoration where circumstances justify such a course. In order to discourage voluntary surrender of land under undue pressure, for the future a surrender of land by a tenant should not be regarded as valid unless it is duly registered and the land lord should be entitled to take possession of land only to the extent of his right of resumption.

PERSONAL CULTIVATION

Personal cultivation may be said to have 3 elements namely
i. bearing the entire risk of cultivation,
ii. personal supervision of by the owner or a member of his bonafide family. In order to be effective this should be accompanied by residence during the greater part of the agricultural season in the village which the land is situated or a near by village and iii. personal labour.
If the land is not brought under personal cultivation the ejected tenant should have the right of restoration.

**RESUMPTION FOR PERSONAL CULTIVATION**

A number of difficulties problems relating to tenancy legislation centre on the issue of resumption on land for personal cultivation. While it is accepted that resumption for personal cultivations should be allowed, difficulties arise in reconciling the interests of owner who wishes to cultivate personally and the tenant.

Person sharing in the "Defence services", whether owners or tenants, should have feeling of security and full assurance that their interest would not be adversely effected. They should have the rights to let or sub-let the land on in neither case their existing rights should have unrestricted rights to resume land for personal cultivation, should from the tenant of the sub-tenant as the case may be.
It is desirable that small owner who wishes to resume land for personal cultivation, should also be allowed to do so. An owner who owns less than the prime holding may resume his entire area for personal cultivation. A person who holds land exceeding a basic holding but less than a family holding should be permitted to resume for personal cultivation are left of the area held by the tenant but in no event less than a basic holding where as a result of resumption, tenant are left without any land or with an area smaller than a basic, the suggestion is that the Govt. should ensure to find land for them so as to bring the tenancy to the land of basic holding.

In the case of owners whose holdings fall between one family holding and the limit prescribed for personal cultivation, the main consideration is that a minimum area should be left with the tenant.

It is proposed that:
1. Where the land owner has his personal cultivation land which exceeds a family holding but is less than the ceiling limit; he may have the right to resume for personal cultivation, provided that:
(a) his tenant is left with a family holding and;
(b) the total area obtained by the owner together with the land already under his personal cultivation does not exceed the ceiling.

2. If the land owner has less than a family holding under his personal cultivation he may be allowed to resume one half of the tenants holding or an area which together with land as his personal cultivation, makes up a family holding, whichever is less, provided that the tenant is left which is not less than a basic holding.

The owners desiring to resume land or personal cultivation should apply for it with in a reasonable period, say, six months. The demarcation of the resumable area or a non-resumable area should be made by the revenue authorities in an equitable manner.

Except in the case of small owners, but the right of resumption should be exercised with in a period of 5 years. Tenant of non-resumable land should have continuity and hesitable possession and should have limited rights of transfer to enable them to obtain the security of loan from Govt. or from Co-operative Societies.
REGULATION OF RENT

Progress in the regulation of the rent has been uneven and in several states legislation lags behind. It is necessary that as early as possible, rents should be brought down to the level recommended in the First Five Year Plan, namely one for four or 1/5 of the produce. It may also be useful to fix the maximum rent as multiple of land revenue.

RIGHTS OF OWNERSHIP FOR TENANTS

It is an agreed objective that early steps should be taken to enable tenants of non-resumable areas to become owners of their holding. Progress in this direction has been slow. As an immediate measure, it is recommended that all tenants of non-resumable areas should be brought into direct relationship with the state. Once rents are brought down to reasonable levels, each state should have a programme for converting such tenants into owners. Compensation may be paid in the forms of bonds redeemable say, a period of 20 years. Besides land revenue, the state should recover instalments of compensation from the tenants. If the burden of payment falling upon the tenant is not to be too excessive, it would be
necessary to ensure that the aggregate of the annual payment in the farm of land revenue and the instalment of compensation does not exceed fair rent that is one fourth one fifth of the produce.

In the third five year plan following things will come up for appreciation:

(A) Abolition of intermediaries,
(B) Security of tenure,
(C) Ceiling of holdings,
(D) Settlement reforms
(E) Land less Agricultural workers.

A STUDY OF LAND REFORMS LEGISLATION IN U.P.

Land reforms programme represents balance and combined approach to the Central problems of economic Development and Social Justice in the Country. A very high place of significance has been placed to this programme in our country at this critical juncture when food shortage and social qualities are the important issues have to be faced. The main objectives of the programme are:
1. To remove the impediments responsible for lower agricultural production, arisen from the agrarian structure inherited from the past.

2. To create the conditions favourable for speedy development of agricultural economy of higher level of efficiency and productivity.

3. To provide security for tillers.

4. To eliminate the elements of exploitation and social injustice within agrarian systems.

5. To assure quality of status and opportunity to all sections of rural population.

To achieve the above objectives almost all the states in India have taken steps at the measures for securing the objectives are:

a. the abolition of intermediaries and the introduction of tenancy reforms including reduction of rent and security tenure.

b. consolidation of holdings.

c. enforcement of ceiling on holdings as an essential foundation for the building up of Co-operative rural recovery.
ABOLITION OF INTERMEDIARIES

Before the abolition of intermediaries, the proprietary rights of land were with the Zamindars and the farmer was the tiller of the soil only. He was never inclined to make any permanent improvement like construction of a well, irrigation channels and fencing etc., as he was not sure, whether or not, the land will be under his possession, next year, so much so that he was inclined to follow any manuring programme and practices and following an explorative farming, brought the yield to a very low level. In order to give incentive for higher production and to develop a sense of security on land, the Act, effecting the Abolition of Intermediaries was brought into force.

So for above 40% of the area of the country has been covered under the Abolition of Intermediaries Tenures like Zamindars and Jagirdars etc. This reform has brought more than 20 million tenants into direct relationship of states all over India.

In U.P. the "U.P. Zamindari Abolition and land Reforms Act." was passed by the legislature in 1951, with the result that 15 lakhs sub-tenants holdings 20 lakhs acres of land have been thus brought into direct contact with the state. The silent features and objections of the Act are:
To establish a direct relation between the tillage of the soil and the State Substituting the complicated classes of tenure by simple classification viz.: Bhumdhar, Sirdhar, Assam, together with Adhivasi the last class of tenure was merged with Sirdhars by an Amendment Act of 1954.

The basic objectives of the programme were to bring about the condition favourable for better production from land to draw surplus agricultural population into land to draw surplus agricultural population into other productive occupations.

The enactment of Kumayon and Uttar Khand Zamindari Abolition and "Land Reforms Act", during the year 1960/61 marked the completion of entire legislative work necessary for abolition of intermediaries in U.P. The year also witnessed the Abolition of Zaminadri in 2 Agricultural Land in 172 Urban Areas with effect from July 1st, 1961, under the "U.P. Urban Area Zamindari Abolition Act".

CONSIDERATION OF HOLDING

Progressive agriculture demands economic size of holdings, because it is upon the holding that labour and capital resources are employed. Economic size of
holdings means prosperous cultivation and hence prosperity to all.

Consolidation of agriculture signifies making holdings compact and centralised. This is in place of the area of a cultivator being spread and scattered all over the village, he should be get the same area at one place only. The consolidation of holdings in a considerable progress in the State of Punjab, U.P., M.P., Maharashtra. By the end of 1959/60, 2.05 million acres have been consolidated. A have already been consolidated and another 13 million acres are in India. It is likely that by the end of Third Five Year Plan, 0.30 million acres have been consolidated. And in coming to the Fourth Five Year Plan Govt. will play a vital role in the sphere of consolidation of holdings.

In U.P. the consolidation of holdings Act was passed by the legislature in the Year 1953. The U.P. Govt. has fixed a minimum of 3.5 acres as the limit below which the land cannot be split. The State exceeded the Second Plan Target of 50,00,000 acres upto the end of April, 1961. The scheme has covered
23,850 villages having a total cultivated area of 98,97,312 acres in 70 Tahsils and of 38 districts. During the year 1960/61 the scheme was completed in 4,004 villages and transfer of possession was effected in respect of 16,72,089 acres bringing progressive total of 14,285 villages and 54,00,104 acres of cultivated area in 14,348 villages in respect of which statement of proposals have been finalised 1,42,46,302 scattered plots have been covered into 24,73,343 compact chaks.

CEILING OF HOLDINGS

The idea of ceiling on land is an outcome from thinking for a better production by the proper utilisation of limited resources on the side and better central and management on the other besides removing inequalities and providing land to landless labourers.

It was one of the most important items of land reforms measures in India. There has been legislation for improving ceiling on agricultural holdings in all most all the states by new method except in Bihar, Tamilnadu and Karnataka where the bills proposing ceiling are at present before the legislature.
The level of ceiling possessed by an individual and joint family was decided differently by different states. States like Andhra, Jammu, Kashmir, Orissa, Punjab, U.P. and West Bengal decision for individual without any special provision being made for joint Hindu Family, while M.P. has though decided in favour of individuals provided that the case of joint Hindu Family each Co-share is entitled to a separate ceiling area. Assam, Gujrat, Kerla, Rajasthan have applied ceiling to aggregate area held by a family. A similar approach has been adopted by Tamilnadu and Karnataka where the bills are under consideration at present.

In U.P. imposing of "Ceiling of land Holdings Act" in which level of ceiling was imposed at 40 acres F.A.Q. land came into force from 1960 at 8 acres for each member in excess of five subjects to an outside limit of 64 such acres. It means that if the quality of land does not fall in "A" category the ceiling on "B" and "C" quality of land will be 60 and 80 acres respectively. Thus the basis of ceiling on holdings was the quality determined by the hereditary rate of rent and size of family.
In this connection it will not be out of place to examine the recommendation made by panel Land reforms of planning commission. It's recommendations were that the limit of the ceiling should be 3 family holdings for an average family in which the number of members does not exceed five and that additional number subject to a maximum of 6 family holdings. A family holding as declined by it is the size of farm, yielding a gross income of Rs. 1,600/- or a net income of Rs. 1,200/- per year and is not less than a plough unit i.e. one acre of land which an average family will cultivate with "A" pair of bullocks are its multiple in acre.

Let us examine as to what extent the Govt. policies are importing on holdings are in conformity with the recommendations of panel. A variations studies of farm income and crop production with farm structure in different districts of U.P. was conducted in 1960/61 in 8 districts of U.P. three regions viz. Eastern, Central and Western of the State by the Agricultural Economics section of Govt. Agriculture College, Kanpur the districts were Ghazipur, Varanasi, Azamgarh and Jaunpur of East, Rampur and Etawah of Central and
Aligarh of west U.P. were selected for the purpose.

200 holdings for each of the 20 villages from 2 Development Blocks of districts were under investigation. The findings given below are based on 1600 holdings. The table showing the gross profit and net return per acre in Eastern Districts of Uttar Pradesh:

<table>
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<tr>
<th>DISTRICTS</th>
<th>INTENSITY OF CROPPING OF ACRE</th>
<th>EXPENDITURE PER ACRE</th>
<th>GROSS PROFIT PROFIT PER ACRE</th>
<th>NET PROFIT PER ACRE</th>
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<tr>
<td>AZAMGARH</td>
<td>117.75</td>
<td>157.36</td>
<td>246.83</td>
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<td>VARANASI</td>
<td>148.41</td>
<td>184.21</td>
<td>242.43</td>
<td>58.82</td>
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<tr>
<td>GHAZIPUR</td>
<td>122.00</td>
<td>173.73</td>
<td>231.81</td>
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<td>JAUNPUR</td>
<td>127.28</td>
<td>177.30</td>
<td>247.94</td>
<td>70.24</td>
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<tr>
<td>AVERAGE</td>
<td>128.86</td>
<td>173.15</td>
<td>241.85</td>
<td>63.45</td>
</tr>
</tbody>
</table>

It is clear from the above a table that on an average intensity of cropping at 128.86% the total of the expenditure and gross income were Rs. 173.15 and Rs. 241.35 per acre respectively and net profit of Rs. 63.45 per acre in Eastern U.P. At this rate of net return a family holding for Eastern U.P. should be about 19 acres and ceiling in the terms of recommendations of the panel on Land Reforms of
Planning Commission be imposed at 57 acres. The hereditary land rent in three districts varies in between Rs. 4 to 6 per acre. Table showing the gross profit and net return per acre in the Central and Western Districts of U.P.

<table>
<thead>
<tr>
<th>DISTRICTS</th>
<th>INTENSITY OF CROPPING</th>
<th>EXPENDITURE PER ACRE</th>
<th>GROSS PROFIT PER ACRE</th>
<th>NET PROFIT PER ACRE</th>
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<tr>
<td>CENTRAL U.P.</td>
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<td>ETAWAH</td>
<td>146.74</td>
<td>217.55</td>
<td>357.90</td>
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<td>WESTERN U.P.</td>
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<tr>
<td>BULANDSHAHAR</td>
<td>148.17</td>
<td>272.49</td>
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<td>ALIGARH</td>
<td>137.95</td>
<td>150.95</td>
<td>205.47</td>
<td>54.02</td>
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<tr>
<td>AVERAGE</td>
<td>146.54</td>
<td>220.76</td>
<td>224.94</td>
<td>103.24</td>
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</table>

Comparing the net return per acre in the Eastern Zone with those of Central and Western Districts it is observed that the net return of the farmer is Rs. 68.45 while these of the latter is worked out at Rs. 103.24 on the basis of net return the family holding in Western and Central U.P. should be at about 36 acres. The hereditary rent per acre in these regions is Rs. 6.00 or exceeding 16/- . Thus if it can be derived from the
above table that the imposition of ceiling on holdings in Eastern region where the quality of land falls in category "B" should be at 57 acres and that in the Central and Western regions where land is of "A" quality of it should be at 36 acres. While the ceiling imposed for "A" and "B" "C" quality is 40 and 60 acres respectively under the U.P. ceiling on land holdings Act 1960. As the figures decided by the investigations and these provided by the Act are very nearer to each other the policy adopted by the State Govt. is in conformity with our studies.

Conclusively it can be said that the policy adopted by State Govt. in this connection is based on Socio-Economic Justice in Relation to the quality and classification of land as corroborated by the present Enquiry.

However, the policy needs to be re-examined periodically as and when Govt. considers the question either the enhancement or reduction of hereditary rent or these is a radical or subtle reduction or these is a radical change in price structure or level of production, resulting from improved technology and better techniques of farming and utilisation of efficient and scientific use of farm resources on account
of present development activities. For this purpose a continuous agro economic studies in the direction of "Cost" and Return basis need to be strengthened. The humble suggestion in this connection is that the policy maker and economists should not sit idle and think of finishing the job after the enhencenent on level reforms, as the necessity is to find out as to what extent we are able to achieve our objective set forth in the Socio-economic field by legislation.

The subject of land reform is so extensive and has so many implication that it is an important question as to how to measure its impact in a shorter period at our disposal. Agro-economic studies placed on of such data seal effect of the programme can not be evaluated. More change of policy is legislation is not going to take us long way unless the impact is measured in terms of higher production and income received by the farmer. We need not suffer from any and there is no proof of optimism unless on sound evidence we may find that the programme has resulted in better outcomes. Hence it is suggested that the Research Programme Committee of Planning Commission should arrange to undertake evaluation of impact land
reforms programme 100th in transitional phase and on long term and inside scale reason wise, in order to assess to what extent agricultural production has gone up due to the changed policy.

In the view of the wide scope of legislation which has been exacted under different socio-economic conditions, It is desirable that such studies may be extended to all area having different soil and cropping pattern. It is gratifying to note that planning commission has already prepared to a report on progress on Land Reforms Legislation enacted in different states setting out the essential features of legislation, data regarding land holding and cultivation collected at the census organised in 1954/55. But measures of impact of these legislation should form another important programme of this body if evidences of the success of the programme are to be collected for future agrarian policy.

PROGRESS ACHIEVED UNDER PLANS IN U.P.

The ambitions programmes for the industrial development in the Second Plan depend largely upon the capacity of Indian Agricultural to provide the surpluses needed and to meet steadily increasing claims both on raw materials and food
Against the backlog of these considerations the objects of land reforms are two fold, firstly to remove such impediments upon agricultural production as arise from the character of the agrarian structure, and secondly create conditions for involving as speedily as possible an agrarian economy with high level of efficiency and productivity. These aspects are inter-linked. In this way, the abolition intermediaries tenancy reforms and ceiling on the land holding are the steps which will stabilise the agrarian structure and reduce the disparities in land ownership. For the development of the rural economy suggestions have been made for consolidation of holdings, adoption of land management practices and the re-organisation of Agriculture on Co-operative lines, with Co-operative village management as the coal.

Abolition of Zamindari in Urban area on 1st July, 1941, under the U.P. Urban Area Zamindari Abolition Act 1953, expansion of consolidation of holdings scheme and measures to implement in U.P. Imposing Ceiling Act, 1960, were the main features of Land Reforms in U.P. during the year under review.
In U.P. these are in all 394 Urban areas of which have 40 Agricultural Land on July 1, 1961. Zamindari had been abolished in 187 municipal and town Areas. Liquidation of Zamindari thus remains to be done in 167 urban areas.

The scheme of consolidation of holdings was introduced in June 1st, 1961 to the end of May this year, bringing the total number of villages so far brought under the scheme to 29,467 in 78 Tahsils of 38 districts a total cultivated area exceeding 1,50,00,000 acres.

Under the imposition of ceiling on land Holding Act, 1960 steps are being taken so the next surplus land in Govt. and for its re-distribution according to the priorities laid down in it. By now the state had paid Zamindari abolition compensation to the ex-intermediaries to the tune of about Rs. 65.5 crores cash and bonds against the estimated payable amount of Rs. 69 crores. Nearly Rs. 50 crores was paid as rehabilitation grant against the estimated payable amount of Rs. 70 crores. On this amount Rs. 8.5 crores was given to the farmer land holders of adivasis against the total payable sum of Rs. 12 crores.
Under the Central Survey Scheme launched in the year 1960-65, the work of survey and record operation in the hill districts of Kumaun and Uttarakhand Division made further progress during the period of under review. By now, those operations had been completed in the hill tracts of Nanital, Ranikhet and Almorah Districts, Tehri and Partapnagar Tahsils-Tehri district and the entire Chamoli district. It is nearing completion in the district of Uttarkashi as well. In the Tahsils where survey and records operations have been completed the work of assessment of land revenue be taken up as early as possible.

The main strategy of land reforms under the Sixth Five Year Plan, therefore, would be to ensure effective implementation of the already accepted policies. The implementation of various elements of this policy, more specifically the following, would be taken up during the Sixth Plan period on a time bound basis:

1. States which do not have legislative provisions for conferment of ownership rights on all tenants except for specified exempted categories (serving defence personnel, minors, disables, etc.) shall introduce appropriate legislative measures to do so within a period of one year, i.e., by 1981/82.
ii The programme of taking possession and distribution of ceiling-surplus lands would be completed within a period of 2 years, i.e., by 1982/83. Priority in allotment of surplus land would be given to scheduled castes and scheduled tribes among the landless.

iii A systematic programme would be taken up for the compilation/updating of land records, to be phased for completion within a period of 5 years, i.e., 1980/85. In States where the backlog is heavy, aerial survey techniques may be employed for expeditious survey operations. Each cultivator would be given a pass book indicating his status/title to land, description of the land (areas, class, etc.) along with a copy of the khasra map and such other details as are considered necessary. Appropriate provision will be made in the revenue laws to confer legal status on this document as proof of title and rights in land.

iv Programme of consolidation of holdings would be taken up by all States, phased for completion in 10 years, with priority to be given to command
areas of irrigation projects where it should be completed in 3 to 5 years. Legislative measures for preventing fresh fragmentation of holdings after consolidation below a minimum size would also be considered.

v The programme for the provision of housesites to the landless will be completed.

Apart from these, certain other measures will be necessary. Necessary action would be taken to bring before the Parliament Land Reforms Acts, not yet included in the Ninth Schedule of the Constitution, for immediate inclusion in the said schedule and the same would be done in the case of future Acts without delay, so that these laws are protected from challenge in courts. Revenue machinery would be strengthened appropriately in each State to ensure effective implementation of land reforms laws, more specifically the tenancy and ceiling laws. Greater initiative will need to be taken by the State Governments to force the pace of development of Bhoodan Lands, particularly such lands are available in compact blocks.

The centrally sponsored scheme of assistance to allottees of ceiling-surplus land, which
was till now applicable only to areas other than where special programmes of SFDA, IRD, etc. were in operation, will be continued, to cover the whole country in conjunction with assistance available from the IRD programme. The State Governments will be required to work out a specific programme of development of allotted lands so that the funds available under the scheme are meaningfully employed.

Land reforms in the SEVENTH Plan would be looked upon as an intrinsic part of the anti-poverty strategy.

Whenever laws have not been enacted by the States for securing the rights of tenants and regulation of rent, the State Government will take appropriate steps to enact such laws during the Seventh Plan. In order to expedite the process, attempts will also be made to organise quick surveys for recording/registration of tenants with maximum involvement of the local community and people's institutions. Such action may be necessary even in those States where tenancy, although abolished, may have re-emerged informally for a variety of reasons. Tribals and scheduled castes will be protected from alienation of their lands not only to non-tribals, but to the big landowners among them, through appropriate legislation.

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The full potential of land redistribution has not been realised both in terms of covering the entire surplus that may be available and taking possession of and distribution of that already indentified. Legal and administrative bottlenecks have no large gaps between declaration of surplus land, taking actual possession of the land and its distribution. Appropriate measures will have to be taken to reduce the gap. Reassessment of ceiling surplus a land will have to be done by the states, especially in the command areas and other newly irrigated areas.

To ensure the best use of surplus land that cannot be distributed because it is unfit for cultivation, the State Governments would have to take possession in order to avoid encroachment and to ensure their development in a planned manner.

The scheme for financial assistance to the assignees of ceiling surplus land would be continued during the Seventh Plan. Since land as an endowed asset is only the first stage of productive self-employment for a large section of the poverty group, close linkages will have to be forged with IRDP and other rural development programmes so that assignees of ceiling and other lands are given priority in identification and their performance monitored separately.
Consolidation operations have not made much headway in many States. Consolidation of landholdings is especially important in the States of Eastern region where the Special Programme for Rice Production would be taken up. Some of the factors working against consolidation are; (a) fear of displacement among tenants and sharecroppers; (b) advantage of having land in fragmented parcels in the event of floods and other natural calamities; and (c) apprehensions that the bigger farmers would get a better deal. These factors would have to be borne in mind while considering a policy for consolidation in the Seventh Plan. As far as possible the holdings of small and marginal farmers need to be consolidated in such a way that they form contiguous blocks of land so that the exploitation of groundwater for them as well as provision of various agricultural services and inputs becomes economical.

Land records form the base for all land reforms measures and therefore regular periodical updating of land records is essential in all States. This will necessarily have to include scientific surveys of unmeasured lands and recording of the rights of
tenants and share-croppers which have remained unrecorded up till now. A Centrally Sponsored Scheme is proposed to be implemented during the Seventh Plan on the basis of matching contributions by the States and Centre for updating of land records. The States would also be assisted in strengthening the revenue machinery at the grassroot level as well as at the supervisory levels. Training programmes for revenue functionaries and survey and settlement staff would be conducted to improved their efficiency as well as to bring about attitudinal changes.